

3-18-2008

Organizational Complexity in American Local Governance: Deploying an Organizational Perspective in Concept and Analytic Framework Development

Charles David Crumpton
Portland State University

Follow this and additional works at: https://pdxscholar.library.pdx.edu/open_access_etds



Part of the [Public Administration Commons](#), and the [Public Policy Commons](#)

Let us know how access to this document benefits you.

Recommended Citation

Crumpton, Charles David, "Organizational Complexity in American Local Governance: Deploying an Organizational Perspective in Concept and Analytic Framework Development" (2008). *Dissertations and Theses*. Paper 5954.

<https://doi.org/10.15760/etd.7824>

This Dissertation is brought to you for free and open access. It has been accepted for inclusion in Dissertations and Theses by an authorized administrator of PDXScholar. Please contact us if we can make this document more accessible: pdxscholar@pdx.edu.

ORGANIZATIONAL COMPLEXITY IN AMERICAN LOCAL GOVERNANCE:
DEPLOYING AN ORGANIZATIONAL PERSPECTIVE IN CONCEPT AND
ANALYTIC FRAMEWORK DEVELOPMENT

by

CHARLES DAVID CRUMPTON

A dissertation submitted in partial fulfillment of the
requirements for the degree of

DOCTOR OF PHILOSOPHY
in
PUBLIC ADMINISTRATION AND POLICY

Portland State University
2008

DISSERTATION APPROVAL

The abstract and dissertation of Charles David Crumpton for the Doctor of Philosophy in Public Administration and Policy were presented March 18, 2008, and accepted by the dissertation committee and the doctoral program.

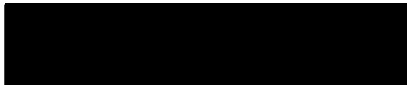
COMMITTEE APPROVALS:



Craig W. Shinn, Chair



Sy Adler



Jack Corbett



Randy Blazak



Douglas F. Morgan



William H. Feyerherm
Representative of the Office of Graduate Studies

DOCTORAL PROGRAM APPROVAL:



Craig W. Shinn, Director
Public Administration
and Policy Ph.D. Program

ABSTRACT

An abstract of the dissertation of Charles David Crumpton for the Doctor of Philosophy in Public Administration and Policy presented March 18, 2008.

Title: Organizational Complexity in American Local Governance: Deploying an Organizational Perspective in Concept and Analytic Framework Development

Organizational complexity is a distinguishing characteristic of local governance in America's urban areas. Organizationally complex arrangements among jurisdictions, agencies, and private for-profit and not-for-profit organizations are frequently involved in the production and delivery of local public goods and services in the United States. In this dissertation study the author seeks useful explanations regarding emergence, operation and consequences of organizational complexity found in local public economies in the United States. The study draws on the author's professional practice and researcher experience and organizational theory to develop a conceptual platform for better understanding local public sector organizational complexity. The conceptual platform is operationalized through an analytic framework designed for study of hybrid organization in local governance. The study uses drug courts in a multi-site empirical test application of the analytic framework. Finally, the results of the study, conclusions drawn and implications for public administration and policy theory, research, education and practice are offered.

Table of Contents

	Page
List of Tables	iii
List of Figures	v
Chapter One Introduction: Hybrid Organization As a Conceptual Prism for Understanding Organizational Complexity in Local Governance.....	1
A. Chapter overview	1
B. A practice-based description of the problem considered in the study and an approach to resolve it.....	1
C. Evidence of the importance of hybrid organization in local governance.....	10
D. A practice-based model of hybrid organization in local governance.....	32
D. Structure of the study.....	32
Chapter Two Study Methods	34
A. Chapter overview	34
B. Identification of the problem and description of a practice-based model of hybrid organization in local governance.....	34
C. Literature review: assessing the conceptual value of and refining the practice-based model	38
D. Construction of an analytic framework.....	40
E. An empirical test of the analytic framework.....	41
F. Summary, conclusions and implications of the study	42
Chapter Three Literature Review and Analysis.....	43
A. Chapter overview.....	43
B. Alternative explanations of organizational complexity in local governance.....	44
C. Informing the practice-based model of hybrid organization in local governance with organization theory	77
D. A practice-based and theory-informed model of hybrid organization in local governance	109
Chapter Four Analytic Framework for the Study of Hybrid Organization in Local Governance.....	111
A Chapter overview.....	111
B. Components of the analytic framework.....	113
C. Dimensions considered in the analytic framework.....	119
D. Summary of analytic framework.....	182
E. Assessment of the analytic framework as an evidence-building approach to local governance organizational complexity research.....	183

**Table of Contents
(continued)**

	Page
Chapter Five Test Application of the Hybrid Organization Analytic Framework in Local Governance: Local Drug Court Programs.....	191
A. Chapter overview.....	191
B. Description of the analytic framework empirical test.....	192
C. Introduction to drug courts.....	199
D. Methodological issues	201
E. Findings from and analysis of a test application of the analytic framework to three drug court programs	209
F. Summary of results of the test application of the analytic framework.....	278
G. Implications of the test for the study of organizational complexity in local governance.....	287
H. Summary assessment of the test.....	291
Chapter Six Summary, Conclusions and Implications.....	297
A. Study summary.....	287
B. Conclusions and discussion.....	306
C. Limitations of the study.....	313
D. Implications of the study.....	315
References.....	324
Appendix Test Application of the Analytic Framework.....	350

List of Tables

	Page
Table 1. PDC and BCPSS assessed in terms of practice-based hybrid Characteristics.....	31
Table 2. Comparison of alternative explanations of local governance organizational complexity, quasi-government and quasi-public corporation literature with the practice-based model hybrid characteristics	71
Table 3. Sub-dimension B: 2b findings: comparative financial value of jurisdictional and agency resource commitments to Harford County, Maryland Juvenile Drug Court.....	150
Table 4. Analytic framework for the Study of Hybrid Organization in Local Governance.....	184
Table 5. Results of the application of analytic dimension A: 1 – identify the subject organization, to the subject cases.....	203
Table 6. Results of the application of analytic dimension A: 2 – the organization’s source organizations, to the subject cases	214
Table 7. Results of the application of analytic dimension A: 3 – organizational Environment challenges to which the subject organization responds, to the subject cases.....	220
Table 8. Results of the application of analytic dimension A: 4 – what the organization is designed to do, to the subject cases	224
Table 9. Results of the application of analytic dimension B: 1 – correspondence Between subject organization and source organization purposes findings for Baltimore City Adult Drug Treatment Court.....	233
Table 10. Results of the application of analytic dimension B: 1 – correspondence Between subject organization and source organization purposes findings for Harford County Juvenile Drug Court.....	234
Table 11. Results of the application of analytic dimension B: 1 – correspondence Between subject organization and source organization purposes findings for Vanderburgh County Day Reporting Drug Court	235
Table 12. Results of the application of analytic dimension B: 2a – resources provided by sources organizations, to the subject cases.....	240
Table 13. Results of the application of analytic dimension B: 2b – monetary value of resources provided by source organizations, to the subject cases.....	242
Table 14. Results of the application of analytic dimension B: 3 – subject organization control over resources, to Baltimore City Adult Drug Treatment Drug Court.....	248

List of Tables
(continued)

	Page
Table 15. Results of the application of analytic dimension B: 3 – subject organization control over resources, to Harford County Drug Court.....	249
Table 16. Results of the application of analytic dimension B: 3 – subject organization control over resources, to Vanderburgh County Day Reporting Drug Court.....	250
Table 17. Results of the application of analytic dimension C: 1 – subject organization freedom to determine its purposes independent of its subject organizations.....	257
Table 18. Results of the application of analytic dimension C: 2 – subject organization governance structure independence, to Baltimore City Adult Drug Treatment Court.....	261
Table 19. Results of the application of analytic dimension C: 2 – subject organization governance structure independence, to Harford County Juvenile Drug Court.....	262
Table 20. Results of the application of analytic dimension C: 2 – subject organization governance structure independence, to Vanderburgh County Day Reporting Drug Court.....	263
Table 21. Results of the application of analytic dimension C: 3 – independence to acquire financial resources financial resources, to the subject cases.....	269
Table 22. Results of the application of analytic dimension C: 4 – source organization sanction, to the subject cases.....	274

List of Figures

	Page
Figure 1. Schematic description of the study design, including logical milestones and concept-building/testing activities	36
Figure 2. Schematic description of the analytic framework for an evidence-based applied research model for hybrid organization in local governance.....	115
Figure 3. Organizations with hybrid characteristics mediate between source organizations and organizational environment.....	304

Chapter One

Introduction: Hybrid Organization as a Conceptual Prism for Understanding Organizational Complexity in Local Governance

A. Chapter overview

This study deals with an important unresolved issue in the scholarship on local governance: the failure to adequately explain organizational complexity in local governance. In particular, the study focuses on the extensiveness of what I refer to as hybrid organization. In this chapter I introduce the focus of this study, why the study is important and provide the reader with a conceptual approach for better understanding organizational complexity in local governance. The chapter begins with my experience as practitioner and researcher in local governance and uses that experience to generate a practice-based model of hybrid organization that I will test as part of this study. At the end of the chapter I summarize the overall structure of the study that will test my practice-based model.

B. A practice-based description of the problem considered in the study and an approach to resolve it

1. The Normandy Municipal Council as hybrid organization

A good way to introduce the interest that drives this study is through a story. In 1975 I arrived in St. Louis, Missouri as a bright-eyed public administrator with a fresh MPA diploma from the University of Georgia. I had gone to St. Louis to assume my duties as the first executive director of the Normandy Municipal Council (“NMC”), a 501 (c) (3) non-profit organization of 21 very small suburban municipalities in inner

St. Louis County, Missouri.¹ I was hired by NMC to develop an organization that could provide services for which the member villages and cities did not possess adequate financial resources and/or expertise to pursue on their own. The service areas of interest to the member municipalities were largely related to the “transitional” status of the NMC area. As a result of the closure of major employers such as a General Motors manufacturing plant and exodus of affluent white residents followed by an influx of less affluent African-American residents, municipal political leaders were concerned about shrinking tax bases, deteriorating housing and infrastructure and shifting demands for local public services.

During the first year of my NMC tenure in 1975 and 1976 the organization’s board of directors and I developed an organizational structure and hired a staff to provide a variety of services under contract with member municipalities. These services included: housing code development and enforcement; land-use planning; public works coordination; recreation coordination; senior services coordination; law enforcement coordination; public information management; and general management consultation. The NMC board of directors was made up of elected officials representing member municipalities. Funding came from a variety of sources. Member municipalities paid annual dues calculated through a formula based on population and relative wealth. Member municipalities also paid fees for services provided by NMC. Individual residents consuming NMC services paid fees for them. Far and away the

¹ More regarding the pattern of local government in St. Louis County can be found in the work that Parks and Oakerson (1993) performed for the Advisory Council on Intergovernmental Relations. I will refer to the work of Parks and Oakerson again in Chapter III in my review of literature related to organizational complexity in local governance.

largest source of funding was St. Louis County Government. The County directly paid for all NMC staff salaries. The NMC might be viewed as a “mini-COG” – a condensed version of the council of government approach to inter-municipality cooperation that arose in the last third of the twentieth century (Parks and Oakerson, 1993).

The NMC of 1975 serves as keynote for the current study in two ways. Based on my training and experience as practitioner and researcher in local governance, I believe that it is representative of organizational complexity found throughout local governance in the United States. This complexity is exhibited in a wide variety of forms of inter-organizational arrangements for production and delivery of local public goods and services (Park and Oakerson, 1993). Such arrangements often involve inter-jurisdictional and inter-agency mixing of purposes, structures and resources. NMC represents a particular manifestation of this organizational complexity – what I refer to as “hybrid organization” in this study:

- NMC was a distinct organizational entity. This is demonstrated by possession of organizational characteristics such as an independent governance structure, staff, budget, and policies and procedures.
- NMC represented inter-organizational linkages among multiple organizations that I refer to as “source organizations.”
- NMC was formed outside the organizational boundaries of its source organizations – its member municipalities and St. Louis County Government.

- The organization was created in response to economic, social and political challenges in its local public economy – largely a set of concerns related to the "transitional" status of a post-industrial inner-suburban area.
- NMC was established to respond to organizational environment challenges in ways that its source organizations could not do so or could not do so as efficiently or effectively. NMC's member municipalities generally did not possess the financial or other organizational resources required to deal with problems that largely crossed municipal boundaries, such as adaptive land use planning, housing code enforcement, seniors services or multi-dimensional recreation programs. St. Louis County Government also did not possess the statutory mandate to deal with functional areas that accrue to cities, towns and villages in Missouri, such as housing code enforcement or land use planning within municipal corporate boundaries. As a result, as contractual agent of member municipalities NMC pursued activities such as housing code enforcement or senior service programming, consequently filling these voids in organizational capacity.
- NMC was formed to pursue a blend of purposes of its source organizations – its member municipalities and St. Louis County Government. It assisted member municipalities in providing sets of standard municipal services. It served St. Louis County as an information and service conduit and political buffer vis a vis NMC villages and cities.

- The organization, however, also pursued other purposes beyond those of its source organizations. These included provision of inter-municipality management consultation and policy-development forums.
- Through receipt of annual dues and fees for services paid by member municipalities and operating subsidies provided by St. Louis County Government, NMC blended financial resources of its source organizations.

In short, NMC exhibited characteristics of hybrid organization because it: was a distinct organization; represented inter-organizational linkages among multiple source organizations; was formed outside the organizational boundaries of its source organizations; was created as an organizational response to challenges in its organizational environment; was established to respond to challenges in its organizational environment more efficiently and effectively than could its source organizations; blended purposes of its source organizations; pursued activities that were not part of the “business as usual” profiles of its source organizations; and blended resources from its source organizations.

Subsequent to the three years that I spent with NMC, I served another 14 years in local governance management positions in Oregon, Maryland, New Hampshire and South Carolina. Throughout my experience in management of local public goods and services production and delivery I witnessed evidence of what I observed at NMC. I observed a variety of organizationally complex arrangements that involved blending purposes, structures and resources of multiple jurisdictions and agencies. Sometimes

these organizationally complex responses took the form of discrete entities that I refer to as “hybrid organizations.”

Hybrid organization as I observed it in my practitioner experience should be viewed as both *process* and *product*. Hybrid organization as an analytic prism captures the existence of *process*-driven characteristics involving responses to environmental stimuli and linkages among jurisdictional and agency purposes, structures and resources in searches for efficiency and effectiveness. Organizations that embody hybrid organizational characteristics may include new processes intended by local public policy makers and managers to respond to local public action challenges. However, they may also include well-established processes that have been applied in new ways to improve efficiency or effectiveness. As a product, a hybrid organization includes all of the characteristics that I represent as “hybrid” (and discuss in detail below) to a high degree. The hybrid organization as *product* represents the discrete organization that, possessing some critical mass of “hybridness” can be referred to “hybrid.”

This NMC story illustrates the general thesis of this study: organizational complexity has not been adequately addressed in the literature of local governance. In particular, attention has not been sufficiently directed to the exhibition of hybrid organization characteristics and the development of an empirically tested conceptual framework that explains this organizational complexity.

2. Research in local criminal justice systems

My experience with NMC three decades ago and elsewhere in local governance afterwards represents only limited evidence of the existence and consequences of organizational complexity in local governance. More recent experience I have accrued as an evaluation researcher in a national practice involving local criminal justice systems offers new and compelling evidence of local governance organizational complexity and the emergence of hybrid organization.

Since 1999, as a researcher working in university, private consulting firm and judicial research settings,² I have had extensive opportunities to observe the operation and consequences of local public organizational complexity on a national stage, particularly in local criminal justice organizational environments. As a university-based researcher working on a variety of projects I examined an assortment of issues in the Portland, Oregon criminal justice system. I also performed research in other organizational environments in suburban and rural Oregon settings. As a senior researcher with a private Portland, Oregon policy and program research organization, I was involved in numerous local criminal justice system assignments in urban, suburban, and rural settings in Oregon, California, Maryland, Indiana, Michigan and Minnesota. In this position my work included evaluations of over 30 drug court programs. Drug court programs will serve as empirical settings for the current study.

² The referenced work was performed in the following positions: Hatfield Resident, Hatfield School of Government, Portland State University, Portland, Oregon; Senior Cost Analyst and Director, NPC-East, Northwest Professional Consortium, Inc., Portland, Oregon and Baltimore, Maryland; and Deputy Executive Director, Court Research and Development, Administrative Office of the Courts, Maryland Judiciary, Annapolis, Maryland.

As director of the Maryland Judiciary research office, I currently supervise a research portfolio that involves a variety of local criminal justice system issues. Evidence of this national research can be found in many reports and articles.³

Throughout this research experience I have found substantial evidence of the manifestation and consequences of organizational complexity in local governance that I observed at NMC in the 1970s. As demonstrated most extensively in my drug court program evaluation work, I have found the following that generally reflects the earlier evidence from St. Louis County:

- Drug courts generally operate as distinct organizational entities.
- Drug courts represent linkages among multiple jurisdictions and agencies that I refer to as “source organizations.”
- Drug court programs are frequently formed outside organizational boundaries of their source organizations – courts, district attorneys offices, probation departments, public defender offices, health departments/treatment agencies and other state and local agencies.
- These alternatives to “business as usual” processing of cases are created in response to challenges in local criminal justice and treatment organizational environments. These challenges generally involve pressures upon service capacity

³ Examples that support the current study include: Crumpton, D. (2000); Crumpton, D. (2001); Crumpton, D., Brekhus, J. and Weller, J. (2004); Crumpton, D., Brekhus, J. and Weller, J. (2004); Crumpton, D., Carey, S., and Finigan, M. (2004); Crumpton, D., Carey, S.M., Mackin, J.R., Finigan, M.W., Pukstas, K., Weller, J.M., Linhares, R., and Brekhus, J. (2006); Crumpton, D., Carey, S.M., Mackin, J.R., Finigan, M.W., Pukstas, K., Weller, J.M., Linhares, R., and Brekhus, J. (2006); Crumpton, D., Mackin, J.R., Weller, J.M., Linhares, R., Carey, S.M., Finigan, M.W. (2007).

(staff, jail space, courtrooms, etc.) faced by law enforcement agencies, courts, prosecuting office, public defender agencies, probation departments, correctional departments and local health departments resulting from community substance abuse problems and crime related to such.

- Drug courts are designed by local policy and administrative leaders to respond to organizational environment challenges in ways that their source organizations could not or could not as efficiently or effectively. Established according to general tenets of a national model, drug courts are designed to be more intensive and flexible approaches to case management and treatment than those typically practiced by source organizations.
- Drug courts are formed to pursue a blend of case management purposes of source organizations – district attorney offices, public defender agencies, probation departments and treatment agencies.
- Drug courts pursue purposes that lie outside the “business as usual” service profiles of their source organizations. For instance, drug courts alter the work of district attorney offices such that their traditional adversarial postures are relaxed to support therapeutic needs of drug court program participants. Likewise, public defenders typically abandon their adversarial relationships with prosecutors to cooperate in the therapeutic interests of drug court program participants.

- Drug courts represent blends of key operating resources made available by source organizations. These blended resources typically involve money, office space and staff.

Thus, my research experience over the past eight years, particularly that involving examination of drug courts in California, Oregon, Maryland, Indiana, Michigan, and Minnesota, has provided additional evidence of the occurrence and consequences of organizational complexity in local governance that I observed as practitioner at NMC and elsewhere in the United States. This most recent research experience in America's local public economies also provides support for the current study's argument that organizational complexity in general, and in particular as exhibited in hybrid organizational arrangements such as NMC and drug courts, has not been adequately addressed in the literature of local governance. This deficiency also includes a lack of an empirically tested conceptual framework that helps researchers understand the organizational complexity represented by entities exhibiting hybrid characteristics.

C. Evidence of the extent of hybrid organization in American local governance

1. Introduction

Could it be that that my assessment of the manifestation of organizational complexity, particularly as exhibited in what I refer to as "hybrid organization," is simply an artifact of my experience working with NMC and researching drug courts? To garner evidence as to whether or not this might be the case, this section involves a

heuristic exercise. This exercise will serve to focus and clarify the hybrid characteristics that I have introduced through my practice and research experience.

The exercise takes the form of a brief survey of ten organizations operating in the Portland, Oregon and Baltimore, Maryland local public economies – organizations that, prior to the survey, I assumed to possess hybrid characteristics. This heuristic exercise is intended to serve three purposes:

1. Provide additional evidence that hybrid organization – as process and product – represents an important development in American local governance.
2. Demonstrate that organizations of varying sizes, of different institutional origins and that perform a variety of local governance jobs may be described in terms of hybrid organization.
3. As a heuristic exercise, provide a “soft pretest” of whether the characteristics I used to describe NMC and drug courts also describe the organizations surveyed. As summarized above, the characteristics of hybrid organization that I used to describe NMC and drug courts include the following: i) The subject organizations exist as distinct entities within their organizational environments and vis a vis their source organizations; ii) they represent linkages among multiple source organizations; iii) they were formed outside organizational boundaries of their source organizations; iv) they were created in response to challenges in local public organizational environments; v) they represent responses to environmental challenges that are more efficient or effective than could be pursued by source organizations within “business

as usual” organizational boundaries; vi) they represent blends of purposes of their source organizations – however, vii) they also pursue purposes that extend beyond the “business as usual” realms of their source organizations; and viii) these organizations represent blends of key operating resources made available by their source organizations. In short, this exercise is intended to provide the reader with some additional validation for the importance of undertaking this study of hybrid organization.

The organizations I surveyed in Portland and Baltimore operate within local criminal justice, education, economic development, and leisure services environments of the Portland and Baltimore urban areas. The approach that I used to gather information regarding each of the subject organizations is somewhat superficial. I primarily relied upon information provided by the subject organizations on their websites. When available, I conducted limited additional research in the form of exploration of supplementary online sources related to these organizations. This information is enhanced by personal knowledge and experience as a resident, worker, student and researcher in these two urban areas.

2. Description of the survey

The survey involves two of the 25 largest urban areas in the United States. The definition of “urban area” that I use is that of the United States Census Bureau (2007b). With approximately 2.1 million residents, the Portland urban area is the 23rd largest in the United States. The Baltimore urban area is home to approximately 2.7 million residents, and ranks as the 19th largest in the United States. Both urban areas

offer going-in evidence of environments that may engender organizational complexity as revealed in the application of the hybrid conceptual prism. Like the St. Louis urban area and local public service systems I experienced elsewhere as a local government manager and researcher, Portland and Baltimore are complex local public economies that include many jurisdictions, agencies and private organizations performing the work of local governance. Metropolitan Portland includes all or parts of eight counties and dozens of towns and cities in northwest Oregon and southwest Washington. Metropolitan Baltimore includes Baltimore City, six counties and numerous other towns and cities in Maryland (U.S. Census Bureau, 2007b).

Of particular interest to students of local governance organizational complexity, in addition to general purpose jurisdictions such as the Cities of Portland, Oregon, Vancouver, Washington, Baltimore City or Annapolis, Maryland, both urban areas include dozens of limited purpose jurisdictions. These include recreation, water and other special districts, school districts, community colleges and metropolitan service jurisdictions. I believe that in many cases these specialized approaches to public service production and delivery are particularly amenable to the analytic approach that I introduce in this study – an approach based on hybrid organizational characteristics.

Many state and local jurisdictions and agencies are responsible for the production and delivery of public goods and services that define the Portland and Baltimore local public economies. They exhibit contiguous and overlapping service areas. For instance, Baltimore City and Baltimore County, as contiguous exclusive

jurisdictions, provide local police services. However, the Maryland Transit Authority Police Department also provides local police services in the local transportation system (light rail, subway, buses and regional rail) in both Baltimore City and Baltimore County. As seen in the organizations considered in the following discussion, in some cases this organizational complexity takes the form of hybrid organization responses involving multiple jurisdictions, agencies and private organizations that blend purposes, structures and resources to provide public goods and services.

The following organizations were chosen for this discussion: Portland Development Commission; Local Public Safety Coordinating Council of Multnomah County; SUN Schools; Portland Community College; Multnomah Educational Service District; Baltimore Development Corporation, Baltimore City Public School System, Baltimore County Criminal Justice Coordinating Council, Baltimore Area Convention and Visitors Association and Maryland Zoo in Baltimore. I selected these organizations for the exercise because I suspected that each exhibited several of the hybrid characteristics that I identified in NMC and drug courts.

In terms of their legal/institutional places in their organizational environments, the organizations chosen for the survey may be described as follows: two can be described as special districts (Portland Community College and Multnomah Educational Service); one might best be described as a “legislatively mandated quasi-

jurisdiction”⁴ (Baltimore City Public School System); three might best be described as “inter-jurisdictional cooperative arrangements”⁵ (Local Public Safety Coordinating Council of Multnomah County, SUN Schools and Baltimore County Public Safety Coordinating Council); and three are “local forms of quasi-government”⁶ or what Laslo and Judd (2006) may refer to as “quasi-public corporations” (Baltimore Development Corporation, Baltimore Area Convention and Visitors Association and Maryland Zoo in Baltimore). Thus, the organizations chosen for this exercise represent notable variety in legal status, public-private organizational relationships and functional responsibilities. As a result, I argue that the hybrid organizational conceptual prism can be applied to organizations that range from special districts to local forms of quasi-government to inter-jurisdictional cooperative arrangements. Hybrid organization is not “different” from any of these types. Rather, it is a different way of conceptualizing and analyzing them.

I assessed each of the ten organizations surveyed in terms of the eight characteristics listed on page 11. In considering each organization I applied the following preliminary “soft” criteria (again drawn from my practical and research experience) befitting the heuristic intent of the exercise:

i. Does the organization exist as a distinct entity? This question leads to other questions, including: Does it possess staff assigned to it alone? Does it have a budget?

^{4, 5} These labels are products of my analysis.

⁶ This label is my application on the local level of the concept of “quasi-government.” As will be discussed in Chapter III, quasi-government, , on the Federal level represents the formation of a private organization by a public agency to perform public functions.

Does it have an independent board of directors or other policy-making body? Does it have policies, procedures, rules and regulations?

ii. Does the organization represent linkages among multiple source organizations? Through legislation, contract, inter-governmental agreement or other legal mechanism, did two or more organizations act in concert to create or otherwise empower the organization?

iii. Was the organization formed outside the organizational boundaries of its source organizations? Does the organization have a governing body independent of any other jurisdiction or agency? Does the chief administrative employee of the organization report solely to the organization's governing body? Are the organization's human resource and budget management systems independent from those of its source organizations?

iv. Was the organization formed in response to challenges in its organizational environment? From my experience I have seen that organizations such as NMC and drug courts are established to respond to particularized challenges identified by their founders. Does the subject organization demonstrate this?

v. Does the organization represent a response to environmental challenges that its founders consider to be more efficient or effective than could be pursued within their "business as usual" organizational structures? Do the source organizations face legal, expertise, financial or other constraints that limit their opportunities and/or capacities to address the challenges for which the subject organization is intended to

respond? In drug courts for instance, through focused use of specialized case management and therapeutic routines, these alternatives to “business as usual” adjudication of court cases are deemed as more efficient and effective ways to deal with drug addicted individuals than those offered by source organizations.

vi. Does the organization represent a blend of purposes of its source organizations? Organizations that I describe as possessing hybrid characteristics to some extent embody purposes of their source organizations. In the case of NMC for instance, the organization embodied a variety of purposes assigned to municipalities under Missouri statute.

vii. Does the organization pursue purposes that extend beyond those of its source organizations? Based on my experience in local governance, I can argue that organizations with hybrid characteristics pursue purposes that go beyond those typical of their source organizations. For instance, again referring to drug courts, these programs are intended to pursue a central purpose that largely lies beyond those of their source organizations: to transform adjudication of court cases into sets of therapeutic processes for drug addicted offenders.

viii. Does the organization represent a blend of resources of its source organizations? This question is intended to get to whether financial, human or physical resources of source jurisdictions and agencies are made available to the subject organization to support its operation.

As part of the thought exercise involved in assessing the organizations from the Portland and Baltimore urban areas, I also rated them as to how extensively or intensively I considered that they exhibit the “soft” criteria that I attached to each of the practice-based hybrid characteristics. To this end, I rated the extent to which each organization exhibited each hybrid characteristic from “none” to “strongly,” with “weakly” and “moderately” between the extremes. I also gave each organization a summary assessment of the extent to which it exhibited hybrid organization. In reviewing the cumulative effect of the ratings, it seems reasonable to assert that those organizations that could overall be described “moderately” to “strongly” exhibiting hybrid characteristics as approximating a status of “hybrid organization” – or hybrid organization as product. I found that, in terms of their overall exhibition of hybrid organization characteristics, the organizations considered ranged from “weak/moderate” (Baltimore County Criminal Justice Coordinating Council) to “strong” (Multnomah Educational Service District and Baltimore Area Convention and Visitors Association). To consider the usefulness of this prospective descriptive and analytic approach I also applied it to NMC and drug courts. I gave NMC an overall “strong” rating and drug courts considered as a group an overall rating of “moderate/strong.”

To demonstrate the potential usefulness of the hybrid conceptual prism, as a final product of this heuristic exercise I consider two organizations in greater detail: Portland Development Commission and Baltimore City Public School System. In the following discussion I assess and rate them according to each of the characteristics,

make a cumulative assessment of their “hybridness” according to the “soft” criteria and limited evidence considered in the exercise, and offer graphic representation of these finding in the form of a matrix.

a. Portland Development Commission

Portland Development Commission (“PDC”) is an example of local agencies in the United States that have survived the widely discredited “big project” urban renewal approach of the third quarter of the twentieth century to pursue revised, more broadly defined economic development agendas. PDC has adjusted its mission to include an expansive economic development program throughout the City of Portland.

(Wollner, Provo, and Schablitsky, 2001) PDC describes its current mission as follows:

At PDC, our mission is to invest resources, time and professional talent into helping other people succeed. Through a dynamic combination of financial programs, planning and project management, construction projects, and technical expertise, we help grow businesses and jobs, help revitalize neighborhoods, help low-income families buy or repair homes, and ensure new housing is available to people of varying incomes . . .

To bring together resources to achieve Portland’s vision of a diverse, sustainable community with healthy neighborhoods, a vibrant urban core, a strong regional economy and quality jobs for all citizens. (PDC, 2005, p. 2)

PDC largely acts as an instrument of the City of Portland. It was created in 1958 by voters of Portland through approval of an amendment to the City Charter. PDC’s governing body, the Board of Commissioners, is appointed by the Mayor of Portland and ratified by Portland City Commission. Commissioners are responsible to the Mayor. (PDC, 2007) Since Commissioners serve three-year staggered terms and the Mayor of Portland serves a four-year term (and may be re-elected), the Mayor will

ultimately appoint all members of the Board of Commissioners. As a result, the Board may be viewed as closely tied to the Mayor and the Mayor's priorities.

PDC receives annual funding from the City's general fund. The Portland City Commission works with the PDC governing body in strategic planning for the organization and in setting budget priorities (PDC Budget, 2006). Referring to itself as a "special purpose government," (PDC, 2005, p. 2) however, PDC acts outside the City's organizational structure to serve as its "urban renewal, housing and economic development agency." (PDC, 2005, p. 2)

Whether PDC really represents an independent "special purpose government" or acts as an agency of the City of Portland, it is clear that, to varying degrees, PDC exhibits characteristics I earlier associated with hybrid organization in local governance. In the following discussion I will assess PDC in terms of each of the hybrid characteristics I have identified through my experience as practitioner and researcher.

Is PDC a distinct organizational entity in its organizational environment and vis a vis its source organizations? PDC demonstrates that it is a distinct, independent organization in several ways. PDC was empowered under the 1958 amendment to the Portland City Charter to perform urban renewal activities assigned to municipalities under a 1957 revision of Oregon Revised Statutes ("ORS") Chapter 457. Under this statutory authorization PDC is intended to improve:

[b]lighted areas . . . that, by reason of deterioration, faulty planning, inadequate or improper facilities, deleterious land use or the existence of unsafe structures, or any

combination of these factors, are detrimental to the safety, health or welfare of the community. (ORS Chapter 457.010(1), 2007)

Under Oregon budget law PDC operates as an independent local budgeting authority. (PDC, 2006) The agency operates a human resource management system apart from that of the City of Portland. Although the Board of Commissioners is responsible to Portland's Mayor and City Commission, it establishes policies and procedures independent of daily control by the City. The Board of Commissioners also appoints and supervises PDC's top administrator. (PDC, 2007) Through property sales and rental and other methods, it possesses capacity to generate revenue independent of its source organizations. (PDC, 2006) Although in several ways closely attached to Portland City government, PDC exhibits substantial organizational independence. According to the rating scale indicated above, a rating of "moderate/strong" for PDC's exhibition of this characteristic seems reasonable. It falls short of "strong" because of significant structural ties to the City of Portland.

Does PDC represent linkages among multiple source organizations? PDC is a product of action by the State of Oregon, the City of Portland and the Federal government. It has received institutional sanction in the form of State statute and City Charter authorization. Its connection to the City is further evidenced in City budgetary support. (City of Portland, 2006; PDC, 2006) As a recipient of Community Development Block Grant ("CDBG") funding, PDC, like other local community development agencies in the United States, acts as an instrument of national urban renewal policy . . .

to develop viable urban communities by providing decent housing and a suitable living environment, and by expanding economic opportunities, principally for low- and moderate-income persons. (HUD, 2007)

PDC demonstrates inter-jurisdictional linkages among the Federal government, the State of Oregon and the City of Portland. However, the agency largely acts as an instrument of the City of Portland. Therefore, PDC should probably be rated as “weak/moderate” on this characteristic.

Was PDC formed outside the organizational boundaries of its source organizations? Although PDC demonstrates a strong institutional linkage to the City, it offers substantial evidence of operating independence beyond the City’s structural boundaries. It has a large operating budget developed outside the City’s budget system. PDC human resource management takes place independent of the City’s HR system. In addition to CDBG funds that it receives from the Federal government and budget subsidies from the City, PDC generates substantial revenue on its own through the sale of property, real estate rentals and other sources. (PDC, 2006) As a result, PDC might be assessed as a “moderate” to “strong” representative of this characteristic. It is not deserving of a “strong” rating largely because of the institutional connections to the City of Portland noted above.

Was the organization formed in response to challenges in its organizational environment? PDC represents a response to challenges in Portland’s economic development environment (PDC, 2005). This intent can be seen in the State statutory authorization noted above. (ORS Chapter 457.010(1), 2007) CDBG funding also

acknowledges the urban development challenge for which PDC was established to respond. From the perspective of the City, PDC was established to respond to the decline of the City's core area in the 1950s (Wollner, Provo and Schablitsky, 2001). Given this evidence of PDC's utilitarian intent in response to environmental challenges, a rating of "strong" for this characteristic may be appropriate.

Was PDC designed to respond to environmental challenges more efficiently and effectively than its source organizations could within their "business as usual" organizational boundaries? As seen in its statutory authorization, its Federal funding mechanism and the City Charter (Wollner, Provo and Schablitsky, 2001; HUD, 2007), PDC is a specialized tool designed to respond to a particularized set of challenges. If not directly representing language of efficiency, the authorizing language for PDC from its source organizations is certainly that of effectiveness. PDC possesses specialized knowledge and legal and financial tools to accomplish a set of particular objectives on behalf of its source organizations. The inference here is that it can do its work more effectively than could its source organizations within pre-existing organizational boundaries. Assessed according to these terms, PDC may be viewed as exhibiting this characteristic. Perhaps a rating of "moderate/strong" represents the intensity with which PDC exhibits this characteristic. The reason I would not categorize PDC as "strong" is because, as I note above, it exhibits some characteristics of being an internal component of Portland City government.

Does the organization represent a blend of purposes of its source organizations? The purposes stated for urban renewal agencies by PDC's source

organizations, if not exactly the same, are closely related. They perhaps fit the promotion of health, safety, economic welfare and quality of life purposes of the general purpose governments that engender them. Within the context of Portland, PDC blends these purposes in its mission:

Our Mission is to bring together resources to achieve Portland's vision of a diverse, sustainable community with healthy neighborhoods, a vibrant central city, a strong regional economy, and quality jobs and housing for all. (PDC, 2007)

Therefore, PDC substantially exhibits this suggested hybrid characteristic.

Again, a rating of "moderate/strong" may be about right for PDC according to this characteristic. I would not rate it as strong because some of the purposes are shared by the City and State (the City is, after all a creature of the State) and logically cannot be "blended."

Does PDC pursue purposes lying beyond source organization "business as usual" realms? Although PDC blends primary purposes of its source organizations, as evidenced in its source organizations' authorizing language, it also pursues particularized activities defined for urban renewal agencies that largely lie beyond the "business as usual" mix of services provided by its institutional parents. As a result, it may be viewed as a good example of this hybrid characteristic, and perhaps rates "moderate/strong" according to its terms. I do not believe it rates as "strong" because the line between what is an independent purpose of PDC as compared to purposes of the City is not always clear. This is reflected in the City's organizational structure that

includes an internal operating unit dedicated to housing and community development.
(City of Portland, 2006)

Does PDC blend operating resources made available by its source organizations? PDC applies financial resources from the Federal government and the City of Portland in its operation. Approximately 45% of PDC's FY 2006-2007 operating budget is supported by funds provided through the City (general fund and tax increment financing), while about 4% comes from Federal CDBG funding. It receives no funding from the State. (PDC, 2006) According to these terms, the City again appears to play a dominant role among source organizations in providing financial resources to the agency. With nearly half its budget provided by a source organization, I would rate PDC as "moderate" with respect to its autonomy as a hybrid organization when it comes to budget issues.

b. Baltimore City Public School System

Local public school systems, like other special districts or limited purpose jurisdictions such as Portland Community College or Multnomah Education Service District, probably do not strike most students of local governance as possessing hybrid organization characteristics. Most likely they are viewed as independent jurisdictions of limited local governance responsibility. Over 90% of public school districts in the United States are independent jurisdictions of limited local government. They typically have independent elected officials and tax bases separate from other local jurisdictions in their geographic areas (Hess, 2002). Baltimore City Public School System ("BCPSS"), however, differs from this framework. It is a creature of the State

of Maryland and the City of Baltimore, without an independent governing body or capacity to raise revenue independent of its source organizations.

In its current organizational form, BCPSS is a product of re-constitution action taken by the Maryland General Assembly. This action was taken in response to a variety of intense problems in Baltimore's local public education organizational environment. As Frechtling (2003)⁷ states:

Responding in 1997 to what was soundly denounced as a chaotic and dysfunctional situation that was only worsening, the Maryland General Assembly called for broad-based reforms in the delivery of education and the management of the educational system. The legislation specifying the components of these reforms, Maryland State Senate Bill 795 (SB 795, 1997), was both innovative and far-reaching. Taking the control of the school system away from the office of the mayor, where it had long resided, SB 795 called for a partnership between the Baltimore City Public School System and the Maryland State Department of Education. (p. 16)

Assessed in terms of hybrid organization characteristics that I have identified in practice and research, BCPSS exhibits distinct hybrid-like characteristics in interesting ways. In the following discussion I consider the School System according to the eight practice-based hybrid characteristics that I described above.

Is BCPSS a distinct organization in its organizational environment and vis a vis its source organizations? BCPSS exhibits many characteristics of a distinct organization – characteristics that give it the outward appearance of school districts that operate as independent special districts. These include internal human resource and budget management systems. It owns the buildings and equipment that support its

⁷ The Frechtling article is part of a special 2003 edition of the *Journal of Education For Students Placed at Risk* dealing with an evaluation of the re-constitution of BCPSS.

operation. (BCPSS, 2007) However, as indicated above, a closer look at a key component of the governance structure, BCPSS's governing body, challenges this interpretation of the organization's independence. BCPSS's unique status under Maryland and Baltimore City jurisdiction is seen in the composition of the governing body. Maryland Senate Bill 795 transformed BCPSS's Board of School

Commissioners:

A central feature of Maryland State Senate Bill 795 (SB 795, 1997) is a new board of school commissioners. This board, replacing the previous one appointed by the mayor, was boldly constructed and broke new ground in function, in the manner of selecting members, and in the specifications for its membership. Indeed, in its design and operation, the New Board of School Commissioners stands out from others in Maryland and across the nation. (Frechtling, 2003, p. 117-118)

The nine members of the Board are appointed jointly by the Mayor of Baltimore and Governor of Maryland from lists of names submitted by the State Board of Education. Senate Bill 795 specifies primary duties of the Board. For instance, it requires that the Board prepare transition and master plans for the re-constituted BCPSS (Frechtling, 2003b). As a result, although in some important ways BCPSS is a distinct entity, its independence is notably restricted by State and City control. As a result, a rating of “moderate” for this characteristic may be most accurate.

Does BCPSS represent linkages among multiple sources organizations? As noted in its organic State legislation, BCPSS is defined by critical linkages between the State of Maryland and Baltimore City government. These linkages represent an intimate policy partnership between State and City. As will be seen below, these

linkages also take the form of financial commitments. As a result, BCPSS should, perhaps, be rated as “strong” in its demonstration of this characteristic.

Was BCPSS formed outside the organizational boundaries of its source organizations? Although BCPSS is controlled in important ways by the City and State, its operating components - teachers, support staff, buildings, management, financial administration and so forth – are all clearly identified as endogenous to "BCPSS" rather than part of "State of Maryland" or "Baltimore City." (BCPSS, 2007) According to the terms of this characteristic, BCPSS may be reasonably assessed as “moderate.”

Was BCPSS established as a response to challenges in its organizational environment? Like thousands of other local public schools across the United States, BCPSS is a response to popular support for widely accessible public education. In its recently reconstituted form representing a State/City partnership, BCPSS stands as response to one of most challenging urban public education environments in this country (Stringfield and Yakimowski-Srebnick, 2005). BCPSS appears to clearly represent this characteristic and for that reason should be rated as “strong.”

Does BCPSS represent a more efficient or effective response to its environmental challenges than could be provided by either the State or City within their "business as usual" organizational boundaries? BCPSS like other local public school operations in Maryland and the United States is a specialized response to a particularized set of needs and demands for service. As the "only game in town" as far

as public education is concerned in Baltimore City, the City and State have determined that BCPSS is the only acceptable route to public education efficiency and effectiveness. Still, is BCPSS clearly the most efficient and effective systemic response available? It may be impossible to say. As a result, it may not be prudent to rate the School System higher than “moderate” on this characteristic.

Does BCPSS blend purposes of the State of Maryland and Baltimore City?

Although BCPSS’s current structure is largely a product of State legislative action, it represents a partnership between the City and State. This partnership includes substantial policy and financial investments in the school system from both jurisdictions. The legal relationship between the City and BCPSS is represented in both the City Charter and the Public Laws of the City of Baltimore (City of Baltimore, 2007). The School System clearly represents the State and City’s commitments to provide public education in Baltimore City. As a result, it seems reasonable to describe BCPSS as a blend of State and City purposes, and rate it “strong” according to the terms of this characteristic.

Does BCPSS also pursue purposes that extend beyond those of its source organizations? As with other public school organizations in Maryland and the United States, BCPSS pursues specialized purposes beyond those generally mandated by its institutionally superordinate organizations. This can be seen in the School System’s curriculum and in activities designed to manage the behavior of students. (BCPSS, 2007; Frechtling, 2003, Stringfield and Yakimowski-Sreblick, 2005) Yet, BCPSS is closely scrutinized and regulated by the State Department of Education regarding its

provision of services. (Maryland DOE, 2008) Therefore, it may be reasonable to rate the organization as “weak/moderate” on this characteristic.

Does BCPSS represent a blend of resources from its source organizations?

BCPSS blends financial resources from the State and City. Typical of local public school operations in most states (U.S. Census Bureau, 2007a), BCPSS receives a majority of its operational funding from the State - 64%. BCPSS also receives 23% of its income from the City. (Office of Legislative Audits, 2006). Since it does not possess an independent property tax base, more than most school districts in this country, BCPSS is absolutely dependent on a blend of financial resources from its source organizations. As a result, it probably should be rated as “strong” on this characteristic.

c. Assessment of the heuristic exercise

Table 1 on the next page summarizes the results of my application of the practice-based set of hybrid characteristics to PDC and BCPPS. Both organizations demonstrate each of the characteristics to varying degrees. PDC and BCPSS demonstrate hybrid characteristics to the extent that they could each be characterized as a “hybrid organization.”

The heuristic exercise represented in the survey of Portland and Baltimore area organizations strengthens my premise that a variety of types of organizations operating in many of the organizational environments that comprise local public action can be effectively identified, described and analyzed according to terms of a new conceptual

perspective – a model of hybrid organization. While there is considerable literature on organizational complexity (that I review in some detail in Chapter Three), taken as a

Table 1. PDC and BCPSS assessed in terms of the practice-based hybrid characteristics.

Hybrid Characteristic	PDC	BCPSS
1. Distinct organization	moderate/strong	moderate
2. Linkages among multiple organizations	weak/moderate	strong
3. Formed outside source organizations	moderate/strong	moderate
4. Created to respond to organizational environment challenges	strong	strong
5. More efficient/effective response than source organizations	moderate/strong	moderate
6. Blends source organization purposes	moderate/strong	strong
7. Pursues purposes independent of source organizations	moderate/strong	weak/moderate
8. Blends source organization resources	moderate	strong
Is it a hybrid organization?	moderate/strong	moderate/strong

whole, this literature misses important characteristics of hybrid organization used in heuristic exercise. I will show that these organizational complexity characteristics become better understood when dimensions of hybrid organization are considered

To summarize, the heuristic exercise accomplished the three tasks that I identified for it: 1) It provided additional support for my assertion that hybrid organization, as product and process, represents an important development in American local governance; 2) it demonstrated that organizations of varying sizes, of

different institutional origins and that perform a variety of local governance jobs may be described in terms of hybrid organization; and 3) it provided a “soft pretest” of whether the characteristics I used to describe NMC and drug courts also describe the organizations surveyed.

D. A practice-based model of hybrid organization in local governance

Based on my national experience as local government manager and researcher and supported by the results of the heuristic exercise involving a survey of organizations in the Portland and Baltimore urban areas, I have confidence in proposing a new conceptual model that I think will assist students of local governance in better understanding organizational complexity. This model focuses attention on organizational entities that blend purposes, structures and resources of multiple jurisdictions and agencies. I will use the eight characteristics listed above in Table 1 as the conceptual framework for testing my practice-based model of hybrid organization.

E. Structure of the study

This study will test my working proposition that organizational entities operate at the local level of governance that reflect organizational complexity as viewed through the hybrid organization conceptual prism. I will proceed to develop and test this proposition in the following four stages.

i. Literature Review. I will undertake a literature review in Chapter Three to show that existing explanations of local governance organizational complexity do not adequately consider characteristics of hybrid organization. I will also perform a

literature review to show that the unique characteristics associated with hybrid organization can best be understood by drawing on the body of research on organizational theory. I will use this literature to further sharpen the practice-based characteristics I have developed to identify and understand hybrid organization.

ii. Operationalizing the Characteristics of Hybrid Organization Into An Analytic Framework. To be of practical value to practitioners and researchers in local governance the hybrid organization model needs to be operationalized into an analytic framework that can be applied in empirical work. This transformation takes place in Chapter Four.

iii. Testing the Analytic Framework. To offer prospective users of the analytic framework an idea of its utility it needs to be empirically tested. This is accomplished in Chapter Five. The test is controlled in that it takes place in an organizational setting with which I am intimately familiar and involves secondary analysis of research that I have previously performed.

iv. Consider the results and implications of the study. In Chapter Six I will summarize the findings of the study, assess their value and consider their implications for public administration and policy theory, research, education and practice.

Chapter Two

Study Methods

A. Chapter overview

This chapter is dedicated to a discussion of the methods used in this study. The methods utilized are appropriate for a study that follows the course described in schematic terms in Figure 1 on the next page.

B. Identification of the problem and description of a practice-based model of hybrid organization in local governance

As I discussed in Chapter One, I have accumulated over two decades of experience as a practitioner and researcher in local governance. During my experience as a local government manager in South Carolina, Missouri, Kansas, Oregon, Maryland and New Hampshire,⁸ and as a researcher in Oregon, California, Maryland, Indiana, Michigan and Minnesota,⁹ I have observed organizational complexity in many forms. I have seen that multiple jurisdictions, agencies and private for-profit and not-for-profit organizations frequently blend purposes, structures and resources to produce and deliver a variety of public goods and services to citizens in America's local public economies. This organizational complexity is frequently exhibited in discrete organizations that operate beyond the organizational boundaries of organizations that serve as sources of their purposes, structures and resources. I have

⁸ Including work in the St. Louis, Kansas City, Washington and Boston urban areas.

⁹ Including additional work in large urban areas: Portland, Los Angeles, San Diego, Baltimore, Indianapolis and Minneapolis.

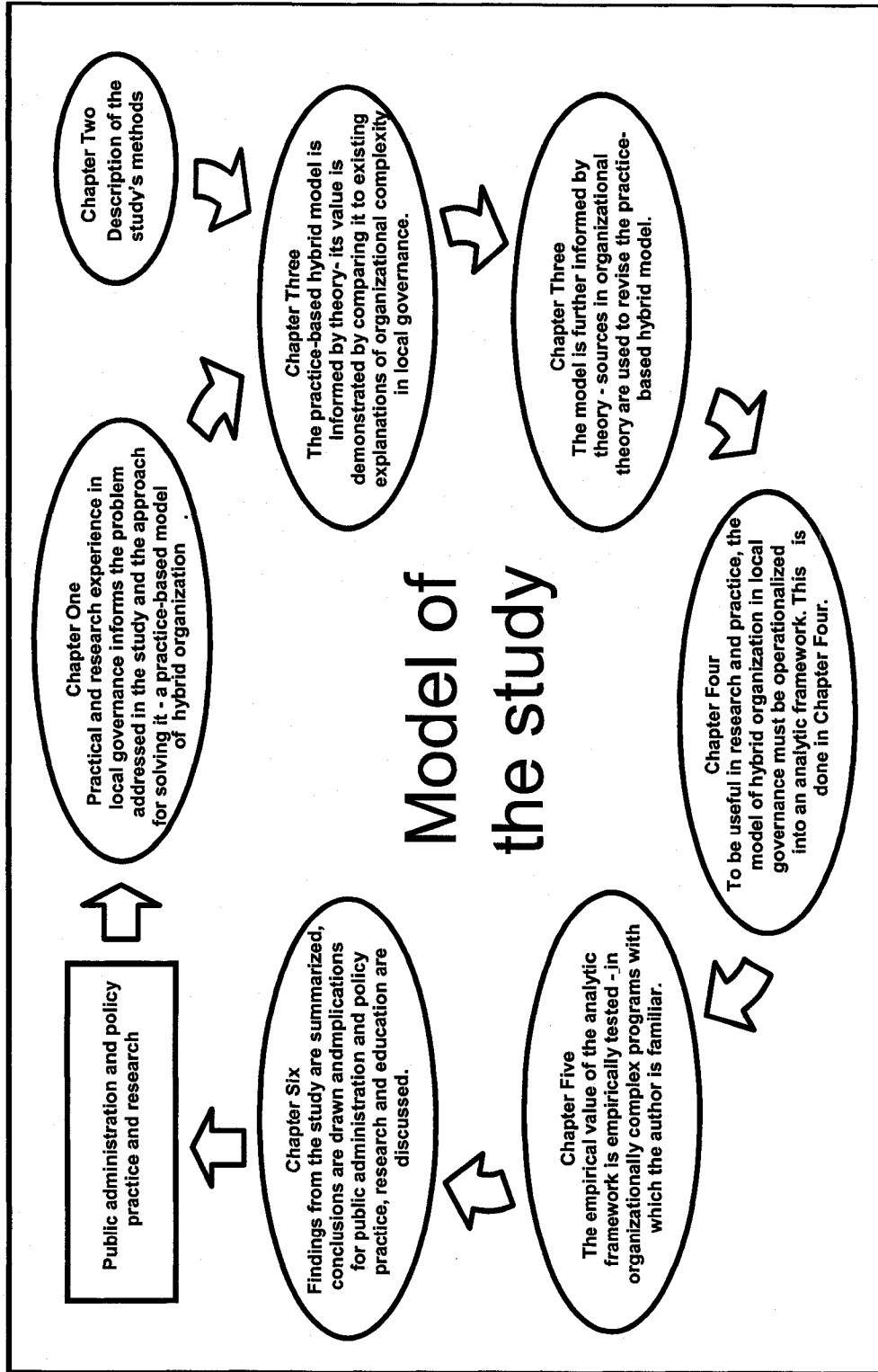
also observed that policy makers, practitioners and researchers possess incomplete understanding of the manifestation and implications of organizational complexity according to these terms.

This incomplete understanding concerning how jurisdictions, agencies and private organizations blend purposes, structures and resources to make organizationally complex responses to local public service challenges is reflected in a variety of ways. Jurisdictional and agency budgets generally do not make account of it. Program documents of agencies that involve organizationally complex implications tend not to reflect such. What I refer to as “organizational variables” that could support better understanding of implications of organizational complexity are not used by local governance researchers. The problem of lack of understanding and appreciation of organizational complexity in local governance practice and research is complicated by inadequate explanations of organizational complexity in the scholarly literature of local governance.¹⁰

As demonstrated in the story concerning NMC in Chapter One, my assessment of the importance of organizational complexity in local governance and the potential usefulness of a conceptual prism that I refer as “hybrid organization” begins with my experience as practitioner in local governance. This assessment received more specificity and analytic value through my experience as researcher. Over the course of my experience as researcher I came in contact with Brian Borys, an administrator with

¹⁰ This will be considered in Chapter IV.

Figure 1. Schematic description of the study design, including logical milestones and concept-building/testing activities.



the Superior Court of Los Angeles. Through correspondence with Dr. Borys and study of an article that he co-authored in 1989, I combined my practical experience with a useful conceptual package (Borys, 2006; Borys and Jemison, 1989). This resulted in my elaboration of a conceptual platform concerning hybrid organization in local governance that ultimately led to the current study. The practice-based model of hybrid organization that appears in Table 1 on page 31 is a product of this concept emergence.

To offer the reader a better feel for the problem considered in the study and the potential value of the hybrid organization conceptual prism in dealing with the problem, I have also included a heuristic exercise in Chapter One. In this exercise I have surveyed ten public organizations in the Portland and Baltimore urban areas that at the outset I suspected of possessing characteristics I have included in the practice-based model of hybrid organization. The survey consisted of a review of online sources including websites of the subject organizations and other websites that may include information related to them. I assessed each of the organizations in terms of the characteristics included in the practice-based model to determine the extent to which they appear to be “hybrid-like,” both in terms of each characteristic and as a whole. To provide substance to the discussion, I have taken two organizations, the Portland Development Corporation (“PDC”) and Baltimore City Public School System (“BCPSS”) and considered them in detail in terms of the hybrid model. To set up the discussion I have provided preliminary analytic criteria for each characteristic. I have also offered and described a speculative rating scale for each – again, intended as

a heuristic device – that I use to assess the intensity of PDC and BCPSS’s exhibition of each characteristic and “hybridness” in toto.

C. Literature review: assessing the conceptual value of and refining the practice-based model

Chapter Three is dedicated to a literature review. It is intended to accomplish two purposes:

- Assess the conceptual value of the practice-based model of hybrid organization in local governance. This is done by comparing it to existing explanations of organizational complexity in local governance.
- Refine the practice-based model of hybrid organization in local governance. This is accomplished through a review of relevant theoretical and empirical work in the realm of organizational theory.

1. Review of existing explanations of local governance

One of the going-in arguments of this study is that existing explanations do not adequately consider organizational complexity in local governance. The nature of organizational complexity that I have in mind takes the form of blending purposes, structures and resources of multiple jurisdictions, agencies and private organizations. Reviewing works by local governance scholars in Chapter Three, I test the veracity of this argument. By assessing theoretical and empirical work by scholars operating from a variety of perspectives in terms of the characteristics I have associated with a practice-based model of hybrid organization in local governance, I illustrate how

organizational variables have been overlooked. I also demonstrate how the hybrid model might enhance existing explanations by correcting such deficiencies.

A product of this review of existing explanations according to terms of the practice-based hybrid model is a matrix that summarizes its findings.

2. Review of concepts from organizational theory

My practice-based model of hybrid organization in local governance is intended to introduce organizational variables to the study of organizational complexity in local governance. Organizational variables, applied at the individual organization level of analysis, consider the impact of organizational purposes, structures, resource acquisition and utilization and other factors on organizational (e.g., program or policy) outcomes. To sharpen and deepen the potential analytic capacity of the practice-based model, in Chapter Three I also review several conceptual sources in organizational theory. In this examination I turn to theoretical and empirical work dealing with: relationships between organizations and their organizational environments; organizational adjustments to environmental challenges; institutionalization; and hybrid organization.

The product of this review of scholarly work from organizational theory is a revised version of the practice-based model. Informing the practice-based model with established theory and research from organizational theory strengthens its credibility. The revised model informed by practice, theory and research is referred to as the “model of hybrid organization in local governance.”

D. Construction of an analytic framework

For the model of hybrid organization in local governance to be of value to practitioners and researchers in empirical work it must be operationalized into an effective research tool. Chapter Four does this.

Again drawing upon my experience as practitioner and researcher, and supported by sources in organizational theory, in this chapter I transform the characteristics of hybrid organization described in the hybrid model into dimensions of analysis. This is done by specifying detailed questions that, when applied in study of subject organizations, provide evidence that reveals to the researcher to what extent purposes, structures and resources are blended. Questions are also asked concerning the relationship between the subject organization and its organizational environment. These questions represent sub-dimensions of analysis. Each of them may also be viewed as independent organizational variables. Application of the analytic framework results in empirical evidence concerning: the extent that subject organizations exhibit hybrid organization characteristics; the nature of their work in and relationships with their source organizations and organizational environments; and their potential for stability/durability in their organizational environments.

In addition to constructing the dimensions and sub-dimensions of the analytic framework, in Chapter Four I offer suggestions as to how the researcher may acquire information that will assist in answering the questions that support each dimension of analysis. The suggestions that are offered are largely products of my experience as practitioner and researcher.

A product of the construction of the analytic framework is a research protocol that is represented in table form. I anticipate that the researcher in local governance will be able to take this table and pursue a research program.

E. An empirical test of the analytic framework

To offer local governance researchers a better idea of the potential value of the analytic framework, as well as to test the descriptive and analytic usefulness of its dimensions and sub-dimensions, in Chapter Five I apply it in a controlled empirical test. The test involves an organizational setting familiar to me: drug court programs in Indiana and Maryland. The test environment is controlled in that I have previously researched the subject organizations in evaluation research projects. The methodology of the test involves secondary analysis of findings emerging from program evaluations of the subject organizations over the past two years. The analytic framework's dimensions and sub-dimensions cum organizational variables are applied to non-confidential empirical material available from the evaluations of the three drug court programs.

Within the discussion concerning the test application of the analytic framework I complete the analytic framework table for each subject organization, dimension by dimension. In an appendix following the study I include a completed analytic framework table for one of the subject organizations.

At the end of the discussion concerning the test application of the analytic framework I consider what it has revealed about the subject organizations. I also

assess the success of the test and discuss the potential value of the analytic framework in future research in local governance.

F. Summary, conclusions and implications of the study

Chapter Six concludes the study. In this chapter I summarize and draw conclusions from the study's findings. I also assess its value for public administration and policy theory, research, education and practice. Viewed in terms of its role in the model of the study represented in Figure 1 on page 36, Chapter Six completes the study's journey. This is a journey that has taken me from identification of the problem and a potential solution in public administration and policy practice and research to presentation of the study's findings to public administration and policy theory, research, education and practice communities.

Chapter Three

Literature Review and Analysis

A. Chapter overview

This study has emphasized the importance of developing a practice-based model of hybrid organization in local governance. The need for such a model is informed by two considerations. The first is the author's personal professional experience as a public administrator and researcher involved in organizational complexity in local government organizations. The second is the author's assessment that there currently are not adequate explanations in local governance discourse that account for organizational complexity. In this chapter, I will focus on local governance literature, which I show fails adequately to explain the relevant complexity that characterizes local governance reality. I will compare current explanations of local governance complexity with the practice-based model I presented in Chapter One.

In this chapter, I will also review the literature on organizational theory with the goal of showing how this body of research provides the best grounding for the practice-based model I presented in Chapter One. I will end this chapter with a discussion of how the literature and research on organizational theory has modified the practice-based model presented in Chapter One.

B. Alternative explanations of organizational complexity in local governance

1. Introduction

This section includes a review of literature dealing with organizational complexity in local governance. The purpose of this review is to assess the descriptive and analytic adequacy of this body of literature in its consideration of local public organizational complexity. This literature review will support my assessment that American local governance is characterized by notable organizational complexity that is not captured by existing theories of local governance. I will argue that this is because existing explanations of local governance complexity overlook the large body of literature in the field of organizational theory. In this review of alternative explanations of organizational complexity in local governance I take into account diverse perspectives: jurisdictional fragmentation; inter-governmental cooperation; public-private sector collaboration; and regionalism. I also include consideration of work that is only partly set in local governance. This work considers quasi-government and quasi-public corporations. In the following subsections I consider each of these conceptual and analytic perspectives.

2. Local jurisdictional fragmentation literature

By “fragmentation” students of American local governance generally mean a proliferation of jurisdictions within a single urban area (Teaford, 1979; Hamilton, 2004; Hamilton, Miller, Paytas, 2004). The roster of jurisdictions within a given urban area involved in producing and delivering local public goods and services include general-purpose units of government – cities (central cities, inner suburbs, far suburbs,

exurbs), counties, and, in a few cases, metropolitan governments. It also includes limited purpose local governments (special districts) such as school districts, community college districts, fire districts, parks and recreation districts, drainage control districts and water districts. Organizational complexity in American urban areas is assumed to exist when the local government landscape is populated by a variety of jurisdictions with complementary and overlapping responsibility within functional areas of local public services (Hamilton, Miller, Paytas, 2004). For example, this fragmentation and resultant organizational complexity can be seen in the research of the Advisory Commission on Intergovernmental Relations concerning the St. Louis and Pittsburgh metropolitan areas. (ACIR, 1987)

Evidence of organizational complexity can be seen in relationships formed among contiguous jurisdictions. Through inter-governmental agreements and other contractual instruments, neighboring jurisdictions align to deal with service provision and production issues. Such relationships, characterized by linkages in purposes, structures, and resources, are born of necessity. In the fragmented jurisdictional “crazy quilt” of American local governance, individual jurisdictions often find that provision and/or production of public goods and services may be accomplished more efficiently and/or effectively by developing cooperative relationships with other jurisdictions. Such relationships may take the form of bilateral or multilateral arrangements (Oakerson, 1999).

Students of fragmentation have demonstrated that American urban areas are organizationally rich. However, these scholars have directed little attention to

organizational variables such as those included in the practice-based model of hybrid organization to assist in understanding this organizational richness. Neither have they considered the extent to which extra/inter-jurisdictional organizational entities that might be described as hybrid organizations according to the terms of the practice-based model may have moderating effects on jurisdictional fragmentation. This will be illustrated with a selective review of the “fragmentation literature”.

As a product of his research concerning the impact of local government fragmentation on urban sprawl, Carruthers (2003) has argued that many jurisdictions sharing responsibility for land use planning within individual urban areas results in sprawl. In addition to his empirical work that included application of econometric models to all metropolitan counties in the United States, Carruthers cited over 30 articles and books dealing with implications of local government fragmentation in the United States. Consistent with his empirical approach, the works he cited are primarily concerned with economic dimensions, land use management, macro political issues, and issues dealing with individual level consequences. Although Carruthers and the sources he cites touch upon dimensions that also infer organizational variables, he neither considered nor cited sources that take into account the existence or consequences of organizational variables that shape inter-organizational complexity in the fragmented landscape that he examines. For example, he has not considered the possibility that jurisdictions might make inter-organizational arrangements reflected in the practice-based model presented in Chapter One. As noted in the model, multiple jurisdictions may combine purposes and resources in response to land use

management challenges that they share, thus militating against the effects of fragmentation.

Stansel (2004) has examined the effect of fragmentation (he calls it “decentralization”) on economic growth in urban areas. In his study of 314 urban areas in the United States he found a positive relationship between level of fragmentation and economic growth. In support of his study, Stansel cited 24 works. With a few exceptions, works he cited were limited to consideration of economic consequences of inter-organizational complexity inferred by local government fragmentation in urban areas. In failing to consider the implications of organizational variables in his research, he did not consider how inter-organizational cooperation might effectively moderate effects of fragmentation. Although Stansel sees a positive correlation between fragmentation and economic growth, he does not consider the possibility that “organizational engineering” found in inter-organizational coordination may intervene to reduce effects of fragmentation. For example, in the survey of the Baltimore urban area discussed in Chapter One I included the Baltimore Area Convention and Visitors Association (“BACVA”). BACVA was established to improve inter-jurisdictional and inter-sectoral coordination to promote the economic welfare of the Baltimore urban area. Stansel fails to account for intergovernmental arrangements such as BACVA that might be found to moderate the effects of fragmentation.

Morgan and Mareschal (1999) have considered consequences of political subdivision fragmentation in 97 large urban areas in the United States. In their study they assessed impacts in terms of social, economic and social dimensions. To support

their research, the authors also cited over 50 works. Among these works are 8 that focus attention on the political relationships between and among jurisdictions – particularly between central cities and their suburbs. The authors also cited 11 articles that consider individual level impacts. Yet, like Stansel, Morgan and Mareschal fail to account for the possibility that fragmentation may be moderated by application of inter-jurisdictional arrangements involving organizational transformations that include purposes, structures and resources of organizational participants. Application of variables of organizational analysis, such as those included in the practice-based model may have greater impact than is allowed by the authors' methodology. For example, if these researchers had taken into consideration the organizational characteristics of the practice-based model of hybrid organization that I introduced in Chapter One they might have found that inter-jurisdictional arrangements such as the SUN Schools program in Portland or the Baltimore County Criminal Justice Coordinating Council are formed to overcome undesirable effects of fragmentation. Consideration of effects of organizational factors may have influenced their findings and analysis, resulting in different conclusions.

Fragmentation in local governance in the United States as considered by Carruthers, Stansel, and Morgan and Mareschal, and scholars upon whom they rely as conceptual and empirical sources, has notable implications for the kind of inter-organizational complexity I consider in this study. The picture of fragmentation that I noted in the survey of the Portland and Baltimore urban areas is reinforced in this body of research. However, scholars from this group have not peeled away the surface

of the fragmented organizational world that they consider in order to see what organizational arrangements have been put in place to mitigate the adverse consequences of fragmentation. As a result, the authors are likely to see fragmentation as a problem, rather than a set of solutions with imbedded complex organizational substructures. In the process of helping us understand the growing organizational complexity in local governance, the “fragmentation scholars” may well have contributed to obscuring the organizational arrangements and variables that make local governance work operationally, rather than formally. Inter-governmental and inter-jurisdictional agreements are more than simple paper transactions and legal documents. They take on reality only when they have been transformed into on-going inter-organizational activities that solve problems on a day-to-day basis.

3. Local inter-governmental cooperation

Structured relationships among units of local government involving provision and production of public goods and services is a characteristic of what Oakerson (1999) has referred to as “local public economies” – a term I frequently use in the current study. Based on his research that includes work with Parks (Parks and Oakerson, 1993) on behalf of the Advisory Commission on Intergovernmental Relations (“ACIR”), Oakerson has argued that, in response to jurisdictional fragmentation in America’s urban areas, state and local governments take advantage of institutional and production capacity to rationalize public service provision and production. As Park and Oakerson (1993) stated regarding their research findings in the St. Louis and Pittsburgh urban areas,

. . . both areas, within the limits of state rules, have created governance structures that facilitate joint deliberation and action across local government boundaries. Overlapping jurisdictions, often thought to contribute to metropolitan “crazy-quilts,” can facilitate inter-local problem-solving when integrated into governance structures that include voluntary associations of local governments and/or private consortia. (p. 38)

Oakerson and Parks recognized what scholars that I included in the “fragmentation” group have not: that local general and limited service jurisdictions cooperate to moderate effects of fragmentation in American urban areas. However, Oakerson and Parks fail to fully consider how this might work. They do not consider what the detailed consequences might be when local jurisdictions blend (as they infer) purposes, structures and resources to accomplish important jobs of local governance. They have not adequately peered within the “black box” of the individual organization level of analysis to gain understanding that may result from the application of organizational variables such as those that support the practice-based model of hybrid organization in local governance. For example, they have not applied organizational variables to consider the consequences of multiple jurisdictions blending resources to form organizational entities designed to do particular jobs of local governance in response to specific challenges.

Like Parks and Oakerson, Hamilton, Miller and Paytas (2004) have considered how inter-governmental cooperation may help to rationalize management of U.S. metropolitan areas. According to them, governance organization of metropolitan areas in the United States has vertical and horizontal dimensions. By “vertical” they mean relationships between levels of government, particularly between state and local units

of government. By “horizontal” they mean relationships between and among units of local government. Miller and Paytas argue that relationships among units of local and state government – primarily administrative and financial in nature – give meaning to governance of America’s metropolitan areas. Despite this insight, like Parks and Oakerson, they do not consider the organizational “engineering” associated with inter-organizational arrangements that are formed to accomplish the inter-jurisdictional functional relationships that they have identified. Miller and Paytas do not assess potential political or public administration consequences of blending organizational purposes, structures and resources that result from the formation of inter-jurisdictional relationships that they have identified. They have not deployed organizational variables that may inform their analysis. Application of organizational factors such as I did to Portland Development Commission and Baltimore City Public School Systems in Chapter One would have added needed depth to their analysis.

Agranoff and McGuire (1999) have explored an area of public administration they believe to be of increasing importance – intergovernmental management. They have initiated what they consider to be a preliminary classification of activity types within this form of intergovernmental interaction. They have also considered (Agranoff and McGuire, 2003) what Hamilton, Miller and Paytas would refer to as horizontal forms of collaboration among units of local government from an organization level of analysis perspective. Agranoff and McGuire have argued that inter-jurisdictional collaboration among organization managers (which may also include for-profit and not-for-profit organization) takes many forms: “. . . partnerships,

networks, contractual relationships, alliances, committees, coalitions, consortia, and councils . . .” (p. 2) The authors say that collaboration in local governance involving multi-organizational arrangements are pursued by public managers to solve problems that individual entities cannot solve, or cannot easily solve, on their own.

Agranoff and McGuire describe forms of inter-jurisdictional collaboration in terms that resemble characteristics included in my practice-based model of hybrid organization. For instance, in their consideration of horizontal arrangements that cities make with other cities, county governments, township governments, and special districts, they describe such arrangements in terms of resource exchange (Agranoff and McGuire, 1999). These inter-organizational arrangements also demonstrate adjustments by one or more local governmental entities to challenges that they identify in their organizational environments. Inter-organizational blending of resources and adjustments to organizational environments are characteristics in the practice-based hybrid organization model. Although Agranoff and McGuire consider concepts that are core considerations in administrative science – managers searching for inter-organizational efficiency and effectiveness solutions – they do not explicitly deploy organizational variables in their analysis. They also fail to account for discrete organizationally complex entities reflecting hybrid characteristics, such as the criminal justice coordinating councils and the SUN Schools program that I identified in my survey of the Portland and Baltimore urban areas in Chapter One, that may emerge to do the work of local governance. Despite these shortfalls, concepts that Agranoff and

McGuire apply in their work provide support for the organization-based perspective that I apply in this study.

Following his earlier work with Parks (Parks and Oakerson, 1993), Oakerson (1999) wrote of the variety of inter-governmental arrangements made to accomplish what he has referred to as “provision” and “production” of public goods and services in local public economies. One local jurisdiction may provide for a service (pass an ordinance, levy a tax, size the service, identify the service area, collect fees) while it pays another jurisdiction that possesses production capacity or specialized production facilities to produce the service. All or part of the production equation may include private for-profit or not-for-profit organizational entities. Exchange of resources, structural linkages and adaptation to organizational environments – key dimensions considered in the practice-based hybrid model – are in play. Oakerson pays little attention, however, to other hybrid organizational characteristics that describe inter-jurisdictional service provision/production arrangements. He does not consider the potential emergence of entities that may be described in terms of hybrid organization characteristics. Neither does he actively deploy a variety of organizational variables that might shed useful light on how these organizationally complex arrangements operate and the consequences of such.

Warner and Hebdon (2001) have examined local inter-governmental arrangements for public service delivery as a form of service restructuring – a product of a search for more efficient and effective methods for service delivery by local public officials. In particular, in their research they have studied inter-jurisdictional

arrangements as alternatives to contractual and other arrangements with private organizations. In a study of cities in New York State, Warner and Hebdon found inter-governmental arrangements were twice as likely (55% as compared to 28%) to be utilized for service restructuring than privatized forms of such. Similar to Oakerson, Warner and Hebdon identified and considered inter-organizational dynamics that give rise to organizational complexity. Local jurisdictions look to neighboring jurisdictions possessing organizational capacity to increase efficiency and effectiveness in service delivery. Similar to Oakerson, however, they pay little attention to inter-organizational linkages in purposes, structures and resources that emerge in inter-jurisdictional relationships they consider. They fail to deploy organizational variables that might deepen and strengthen their analysis.

The results of research by Oakerson, Oakerson and Parks, Hamilton, Miller and Paytas, Agranoff and McGuire, and Warner and Hebdon demonstrate significant organizational complexity in local governance. They have confirmed that inter-organization arrangements for local public service production and delivery are common in American urban areas. They have also demonstrated that such inter-jurisdictional arrangements involve structural linkages and resource exchanges between and among jurisdictions in response to challenges in their organizational environments. Among these scholars, the work of Agranoff and McGuire and Oakerson is most applicable to the current study's focus on organizational complexity as demonstrated in the practice-based hybrid organization model.

Although these scholars of local governance offer substantial understanding regarding organizational complexity as reflected in inter-jurisdictional cooperation, they have not actively utilized organizational variables to deepen this understanding. They have not adequately explained how inter-jurisdictional arrangements result in blends of purposes, structures and resources as demonstrated in my practice-based model of hybrid organization. These students of inter-jurisdictional cooperation in local governance have not acknowledged that inter-jurisdictional cooperation may take the form of distinct entities that exhibit hybrid organizational characteristics. As a result, their analyses stand to be informed by the hybrid organization prism represented in my practice-based model.

4. Local public-private sector collaboration

During the last quarter of the twentieth century governance of American urban areas included expanding involvement of private organizations. Local public policy makers and managers came to increasingly view privatization as a pragmatic option in responding to citizen demands for desirable services at acceptable costs (Warner and Hefetz, 2002, Boyne, 2003, Frederickson, 1997, Cooper, 2003).

Increasingly forms of collaboration between public jurisdictions and private entities on the local level have contributed to a shift from “local government” to “local governance” as an analytic prism through which students of the American local public sector view the many ways local public goods and services can be produced and delivered. Although emergence of the concept (or concepts) of governance has resulted in publication of hundreds of scholarly articles (Hill, et al, 2005), scant

attention has been directed to applying organizational variables in considering effects of complex inter-organizational arrangements that have emerged in this new world of local public action. An organizational perspective has not been adequately applied to consider how purposes, structures and resources of two or more public and private organizations are linked or blended in organizationally complex arrangements. As I discuss below, the characteristics of organization reflected in the practice-based model of hybrid organization have not informed the study of public-private service production and delivery arrangements in local governance.

Students of local governance that I include in this group have argued that market-like solutions for delivery of public goods and services improve efficiency (Warner and Hefetz, 2002). That public-private collaboration has taken hold in the United States is indicated in data collected by the International City and County Management Association ("ICMA"). ICMA has reported that 42% of municipal services are provided through some form of arrangements with private organizations (Warner and Hefetz, 2002). Other research indicates that choices by units of local government to privatize services tend to be made, and are most successful, when the services under consideration are easy to specify and monitor, and for which many alternative providers exist (Warner and Hebdon, 2001).

Public policy makers and managers make arrangements with private entities as a product of their serge for a "good deal" on behalf of taxpayers (Cooper, 2003). Privatization of local public service delivery and operation of public assets takes many forms. These include contracting out (or "outsourcing"); management contracts;

franchises; vouchers; self-help (or "transfer to non-profit organization"); use of volunteers; private corporatization (convert an existing public organization into a private corporation); asset sale or long-term leases; and private infrastructure development and operation (Cooper, 2003; Privatization.org, 2006).

Privatization or public-private collaboration for public service production has many organizational implications. These include a range of mixes of staff and other operating resources. Mixes of employees involved in local public-private collaboration may be predominantly public or 100% private. Materials, supplies and operating equipment used may also involve a variety of mixtures of public and private ownership. Oversight, monitoring and control take many forms. Public policy makers and managers may exert intense oversight and control over private activities, pursue substantially hands-off routines, or involve a mix of approaches. Performance indicators used to determine acceptable performance by private entities might be highly structured or relatively flexible. Collection, retention and application of earnings resulting from public-private collaboration range from highly controlled by the public provisional authority to largely controlled by the private entity (NCPPP, 2006).

Dimensions involved in public-private collaboration considered in the highly variegated literature concerning this topic, as indicated in the preceding paragraphs, infer elements of inter-organizational complexity. Public organizations choose to work with and through private entities in response to challenges in their organizational environments. They form relationships involving exchanges of purposes, structures

and resources. Hybrid organizational arrangements are made that may involve new discrete organizational entities. Despite this extensive “organizational stuff” that happens in making public-private service production and delivery arrangements work, researchers using this perspective have not applied organizational variables to assess its meaning. A conceptual prism that fully considers the extent and consequences of blending of public and private purposes, structures and resources has not been applied to support analysis of public-private arrangements involved in doing the work of local governance. Therefore, the practice-based model of hybrid organization in local governance should be particularly useful in responding to this need for organizational analysis of public-private action.

5. Regionalism

According to Basolo (2003), some students of local governance have taken as given the highly fragmented nature of the public sector in American metropolitan areas and have considered emergence of regional governance solutions as responses to this jurisdictional “crazy quilt.” Regionalists may be generally assigned to two rough categories. One group has argued that forms of governance that are regional in scale are needed to: 1) Deal with public management challenges that are not limited to boundaries of the many small jurisdictions typically found within American metropolitan areas; 2) produce and deliver public goods and services at lowest unit prices; and 3) equitably deliver services to all communities within large urban areas, regardless of their wealth or other demographic characteristics. Basolo (2003)

identifies widely read authors such as Bollens (1986, 1997a, 1997b), Downs (1994), and Rusk (1993, 1999) as members of this group.

Basolo (2003) states that a second group of scholars has argued the highly fragmented character of urban governance in the U.S. is inevitable. This group can be divided into two general subgroups. The first subgroup has argued that a desire for local autonomy among jurisdictions located within urban areas makes the formation of regional forms of governance impossible. As a result, they take local autonomy and resultant fragmentation as given in urban areas of the United States. Basolo (2003) includes Burns (1994), Frug (1988, 1999), and Molotch (1976) in this subgroup. Employing concepts from public choice theory, a second subgroup has used the concept of economic self-interest to move beyond the limiting gridlock described by the first subgroup. The second subgroup has argued that economic competition among jurisdictions within urban areas impede development of collective designs for local public goods and services production and delivery. These scholars also argue, however, that collective arrangements will arise when such are deemed to be in the economic interests of jurisdictional actors involved. Markets naturally form among competing jurisdictions and alternative service provision approaches. These markets ultimately assure that individuals and groups make service provision choices reflecting individual and collective preferences. Citing Basolo (1999, 2000), Peterson (1981) and Schneider (1989) as examples, Basolo (2003) states that competitive markets among jurisdictions result in rationalization of public service provision, production and delivery in metropolitan areas.

Basolo (2003) has also described students of regional governance solutions as “old” or “new.” Old regionalists looked to overcome what they viewed as dysfunctional “crazy quilt” fragmentation in American metropolitan areas through formation of large units of local government empowered to deal with one or more dimensions of public service. Basolo (2003) summarized this scholarly and political action movement as follows:

Its roots can be traced back to metropolitan planning efforts in New York and Chicago in the early part of the 20th century (Hall, 1991; Mitchell-Weaver et al., 2000). However, it was decades later that metropolitan regionalism became institutionalised as a result of federal requirements for transport funding (Gerckens, 1988). Regionalism in this form tended to favour single-purpose functions, not comprehensive metropolitan governance or planning; therefore, cooperation among political units such as cities was limited. The practice of this type of metropolitan regionalism waned somewhat in the 1980s due to federal cutbacks, but returned, at least for transport policy and planning, in the 1990s when the federal government again opened the funding tap. The 1990s also witnessed a return to more comprehensive regional thinking. This most recent wave of interest in metropolitan regionalism was triggered by several books published in the early 1990s (see, for example, Downs, 1994; and Rusk, 1993). Scholars noted the disparities and interdependence between central cities and their suburbs, and the need for regional cooperation among jurisdictions to maintain urban infrastructure, to enhance the quality of life for residents and to compete effectively in the global economic arena (Bollens, 1997b; Mitchell-Weaver et al., 2000; Pastor et al., 2000; Savitch, 1993; Swanstrom, 1996). (p. 449)

According to Basolo (2003) the end of the twentieth century saw a scholarly reaction against regional governance solutions:

The 1990s argument for regionalism drew a tremendous response from urban scholars. Most scholars acknowledged the benefits of a regional model, but many argued that more comprehensive regionalism, or regionalism that Walker (1987) would characterise as the most difficult to achieve from a political perspective, would never happen, except as extremely rare events. (p. 449)

At the level of practical politics, proposals for formation of regional governmental entities have been rejected in all but a handful of settings (Hamilton, 2004).

Recent thought concerning regionalism has been labeled “new regionalism” (Hamilton, 2004). New regionalists have eschewed what they view as politically impractical regional forms of government. Rather, they see emergence of a wide variety of forms of collaboration within urban areas to accomplish primarily economic objectives. Among new regionalists expanded collaboration between public and private sectors is viewed as a significant vehicle for formation of rational patterns of regional governance. The position of new regionalists can be seen as largely driven by public choice theory. Hamilton (2004) has described the new regionalist orientation as follows:

New regionalism focuses on decision making processes on regional issues, brokering cooperative arrangements among governments in the region, and inducing state legislation, when necessary, to implement regional solutions. Even though increasing global competition between urban regions influences new regionalism, it is an entirely local response to make the local region more competitive and attractive for development. This form of regionalism significantly expands the numbers and types of participants. Participants invariably have their own agendas and self-interests, but these agendas are often compromised through the group processes. The collaborative effort is held together by the advantages each participant perceives through mutual involvement. In some instances, collaborative alliances may form to address only one issue, but the same core people tend to be involved in a number of single-purpose alliances. The net result is an interlocking web of people involved in a number of issues so that even single-purpose issues receive a broad focus (Dodge, 1996; Wallis, 1994).

Because the private sector is a major player in new regionalism, economic development is a major priority (Friskin & Norris, 2001; Norris, 2001; Peirce, 1993). Indeed, Brenner (2002) argues that new regionalism is organized primarily in the form of public-private partnerships and voluntary arrangements between local governments and business leaders with the overarching goal to channel both public and private resources to strategies to promote economic development. Political leaders are also

generally supportive of policies to bring jobs to the area. Moreover, there is an increasing body of research on economic growth and community development that purports to show that urban regions are economically interdependent. Suburban prosperity is improved with an economically viable central city (Barnes & Ledebur, 1998; Ledebur & Barnes, 1993; Rusk, 1993; Savitch, Collins, Sanders, & Markham, 1993). (p. 457)

A recent work by Laslo and Judd (2006) may serve as an example of new regionalist research. In their examination of the St. Louis local public economy they refer to an experimental orientation in the search for local governance solutions. They see mixtures of traditional public organizations and market solutions applied as local policy leaders and public managers attempt to make an urban area work. Largely framing their analysis in terms established by Foster (1997), they describe the rise of “shadow governments” in the St. Louis urban region in the 1990s that include a “constellation of quasi-public corporations and special districts” (p. 1237) to support local governance.

Although she may not neatly fit into the group of authors identified as “new regionalist,”¹¹ the work of Nancy Burns (1994) has contributed to understanding the organizational arrangements that are made to rationalize local governance. In her examination of the rise and promulgation of special districts she describes how they contribute to a layering effect in local public service provision, production and delivery. Special districts may layer over general-purpose governments and/or other special districts to provide individual services such as water supply and parks operation. She makes a point of particular interest to the current study: that special

¹¹ Burns’s work may be more aptly described as “pragmatic regionalist.”

districts are carriers of private purposes with powerful economic, political and social value effect. Special districts may be formed to promote the interests of private developers, citizens interested in lower taxes, or groups seeking to enforce ideas of social exclusivity.

Despite the insight that she brings to understanding the proliferation of special districts and the emergence of local government form in general, by not deploying analysis supported by organizational variables, Burns (1994) makes at least one noteworthy misstep in her study. She states that "[special districts] are not accountable to other governments." (p. 6) Based upon the evidence that she relied upon – largely descriptive statistics and examination of the institutional roots of special districts – it is understandable that she could overlook the fact that special districts are indeed accountable to other governments. For instance, in my survey of the Portland urban area, by applying the practice-based model of hybrid organization, I found that two special districts, Portland Community College and Multnomah Educational Service District, are heavily dependent on an institutionally superordinate jurisdiction – the State of Oregon – for financial support through the State's operating budget. One might quibble whether this budgetary linkage equals "accountable to" according to Burns's terms. However, application of organizational variables in her analysis would have been helpful in correcting this deficiency. This misstep is conflated by other factors that Burns fails to adequately consider. Based on my experience as a local government manager reflected in the practice-based model, I know that special districts frequently have complex mutually dependent relationships with units of

general-purpose government. Cities have contractual relations with water districts involving commodity purchase, capital plant investment and utilization and other factors. County and city governing bodies appoint governing body members of special districts with whom they have relationships. Inter-jurisdictional accountability in the form of governance structure connections and contractual relations seem to contradict Burns's assessment of special district accountability independence. Again, application of organizational variables in her analysis would have helped her avoid this error.

Adding organizational variables to Burns's analysis would add depth to it. In that I found other strong hybrid characteristics in my assessment of Portland Community College and Multnomah Education Service District, it appears that Burn's methodology and the practice-based model might be productively used together in inter-contextual study. The point is not that "hybrid organization" is the best descriptor of special districts. Many special districts may exhibit few hybrid characteristics. Neither are "hybrid" and "special district" mutually exclusive terms. The point *is* that the hybrid prism may be useful in better understanding the organizational roles and relationships of special districts in local public economies.

Local governance as viewed by regionalists is obviously one of organizational complexity. New regionalists have confronted organizational complexity in local governance most directly. However, by considering the causes and implications of fragmentation, old regionalists also dealt with organizational complexity. Complex and demanding organizational environments have provided contextual settings for organizational action regionalists have examined. Focusing on new regionalists, on a

conceptual level we see that they have considered inter-organizational blending of purposes, structures, and resources that includes private as well as public organizations. New regionalists have considered novel organizational arrangements, such as might be found in hybrid organizational forms, as par for the course in the search for rationality in the fragmented local governance landscape.

Like the scholars I lumped together in the inter-governmental cooperation and public-private collaboration groups, in large measure regionalists view local governance as involving substantial organizational action. Regionalist literature, however, reveals little interest in organizational variables in research concerning local governance. Regionalist scholars have generally not taken into account the possibility that organizational variables may be used to help assess how purposes, structures and resources of cooperating jurisdictions, agencies and private organizations are blended together in support of rationalization of public action on the local level. They have not considered that organizational variables may prove to be revelatory regarding differential stakes that may be involved among jurisdictions and agencies that choose to cooperate to rationalize the fragmented world of local governance. They typically have failed to consider implications for public policy and public administration of organizational engineering involved when public and private entities create organizationally complex solutions to public service production and delivery challenges.

6. “Quasi-government” and “quasi-public corporations”

A central argument of this study is that, although it has been inferred and related dimensions have been considered, the concept of hybrid organization has not been directly applied in study of American local governance. However, indirect consideration of the concept of hybrid organization can be found in study of the Federal government and, to a lesser extent, on the local level. A small body of literature concerns “quasi-government” and “quasi-public corporations”– cases wherein Federal agencies and local jurisdictions have portions of their functions performed by organizational entities outside their organizational boundaries in the form of organizations with notable private sector characteristics (Koppell, 2003; Moe and Kosar 2005; Laslo and Judd, 2006).

As a product of their Federal government research, Moe and Kosar (2005) defined the quasi-governmental entity as “a hybrid organization that has been assigned by law, or by general practice, some of the legal characteristics of both the governmental and private sectors.” (p. CRS-2) These authors have described seven varieties of quasi-governmental entities:

(1) quasi official agencies; (2) government-sponsored enterprises (GSE); (3) federally funded research and development corporations; (4) agency-related nonprofit organizations; (5) venture capital funds; (6) congressionally chartered nonprofit organizations; and (7) instrumentalities of indeterminate character. (summary page)

Like Moe and Kosar, Koppell (2003) has considered forms of quasi-government as responses to public service challenges faced by the Federal government. He has gone farther, however, to consider other dimensions of interest in

this study. He has focused greater attention to “hybrid” characteristics of quasi-government organizational forms than to their “quasi-governmental” nature. Although the analytic framework applied in his study is largely driven by social control and principal-agent relationships concerns, he also gives “organizational stuff” serious consideration. For the most part, he gives organizational analysis a privileged position over policy analysis. Koppell has considered outcomes associated with hybrids as consequences of organizational factors, such as resource exchange relationships and governance structures. He seriously considers problematics associated with quasi-government resulting from organizational purpose, structure, and resource transformations involved in the creation and operation of these hybrid organizational forms.

In their research in the St. Louis metropolitan area Laslo and Judd (2006) have considered phenomena on the local level of governance similar to quasi-governmental forms. The authors refer to “quasi-public corporations” (Laslo and Judd, 2006, p. 1235) as means pursued by local policy makers to introduce “speed, flexibility, and technical experience” (Laslo and Judd, 2006, p. 1246) to respond to infrastructure, economic development and other local governance challenges. Quasi-public corporations have been historically represented in the form of special authorities intended to perform tasks such as port operation, bridge building, and utility system development and operation. In recent decades quasi-public corporations have been used more frequently to build and operate sports, convention and other facilities

intended to promote economic development objectives. Laslo and Judd (2006)

elaborate on quasi-public corporations in the following terms:

Within all large urban regions a multitude of authorities have taken responsibility for transportation infrastructure (highways, roads, bridges, tunnels, mass transit, airports, seaports, harbors), water supply, wastewater management, solid waste disposal, and other services. In addition to these activities, special authorities by the dozen finance and manage tourism and entertainment facilities (such as convention centers, sports stadiums, museums, and urban entertainment districts). Even though these quasi-public authorities constitute much of the institutional fabric of urban governance, citizens are often unaware that they even exist . . .

Governments help support quasi-public authorities through subsidies and earmarked taxes; in addition they are empowered to raise their own revenues by charging user fees, issuing tax-free bonds, establishing trust funds, and pursuing other financing mechanisms (Leigland, 1995, p. 139). Though they pursue public purposes and receive public funds, these institutions generally conduct their business like private corporations. They do not have to hold public hearings and can claim proprietary control over information and financial information. They need to worry about local electorates only when seeking public subsidies from governments that must answer to voters. (p. 1247)

In their analysis of ways in which local governance in metropolitan St. Louis has been rationalized through "shadow governments," Laslo and Judd (2006) have pursued what they refer to as a "study of power." (p. 1252) They have carefully considered actions taken by policy leaders in improving what they label as "civic capacity." (p. 1252) Although their work is focused on an organization-rich local public economy,¹² Laslo and Judd direct little attention to what I have described as organizational variables in this study. They do not consider the possibility that the kind of "organization stuff" that I include in the practice-based model of hybrid

¹² The authors state that in 2002 metropolitan St. Louis included 11.6 general-purpose jurisdictions and 13.4 special districts per 100,000 residents.

organization may be relevant to policy and program outcomes in the organizationally complex world of local governance.

Moe and Kosar and Koppell's studies of Federal quasi-government and Laslo and Judd's consideration of local quasi-public corporations offer insight that informs the study of characteristics and consequences of hybrid organization, as well as organizational complexity in general, in the realm of local governance. They demonstrate that hybrid organization in public action happens. Public jurisdictions/agencies reach beyond their organizational boundaries to respond to challenges in organizational environments. Agencies form or facilitate formation of private entities in the market to pursue purposes that may lie beyond their internal organizational mandates or capacities to act. These organizational types represent transformation of existing public organization purposes, structures and resources to pursue significant roles in public organizational environments – characteristics represented within the practice-based model of hybrid organization.

Yet, similar to other perspectives used in study of local governance, research of quasi-government and quasi-public corporations has come up wanting in terms of offering concepts and dimensions that will be most useful in studying local public organizational complexity. With the exception of Koppell's work, this research has failed to include organizational variables in consideration of the obvious "organizational engineering" that takes place in the formation of quasi-government or quasi-public entities. This research has failed to consider how two or more *public* organizations may link to construct organizationally complex responses to public

action problems and that these arrangements may also be labeled as “hybrid.” Students of quasi-government and quasi-public corporations generally limit their conceptualization of hybrid organization to blends of public and private or hierarchical and market forms of organization. Beyond source organization authorization giving rise to quasi-governmental or quasi-public corporation entities, they do not thoroughly consider how this blending happens. Students of quasi-government and quasi-public corporations overlook evidence that indicates hybrid organizational action frequently, and consequentially, involves subtle and complex organizational relationships between or among jurisdictions and agencies.

7. Comparison of local governance, quasi-government and quasi-public corporation literature to the practice-based model

Table 2 on pages 71 and 72 compares existing literature dealing with local governance organizational complexity and the literature of quasi-government and quasi-public corporations with the characteristics of the practice-based model of hybrid organization in local governance. Similar to the survey of Portland and Baltimore urban area organizations used in Chapter One, this table should be viewed as a product of a heuristic exercise intended to help clarify concepts rather than reflect finely tuned analysis. As can be seen in the table, I have indicated two levels of comparison:

- I have compared each existing perspective with each hybrid characteristic in general terms. In this comparison I consider whether the existing explanation, in the broadest terms, takes into account the characteristic’s conceptual background. For

Table 2. Comparison of alternative explanations of local governance organizational complexity, quasi-government and quasi-public corporation literature with the practice-based model hybrid organization characteristics.

Hybrid Characteristic	Perspective/Does It Consider the Hybrid Characteristic – in general/as a dimension of analysis?											
	Fragmentation		Inter-governmental cooperation		Public-private collaboration		Regionalism		Quasi-government/quasi-public corporations			
	In general	Analytic dimension	In general	Analytic dimension	In general	Analytic dimension	In general	Analytic dimension	In general	Analytic dimension		
1. Distinct organization	No	No	No	No	No	No	No	No	No	No	No	No
2. Linkages among multiple organizations	No	No	Yes	No	Yes	No	Yes	No	No	Yes	No	No
3. Formed outside source organizations	No	No	No	No	Yes	No	Yes	No	No	Yes	No	No
4. Created to respond to organizational environment challenges	No	No	Yes	No	Yes	No	Yes	No	No	Yes	No	No

Table 2. Comparison of alternative explanations of local governance organizational complexity, quasi-government and quasi-public corporation literature with the practice-based model hybrid organization characteristics (continued).

Hybrid Characteristic	Perspective/Does It Consider the Hybrid Characteristic – in general/as a dimension of analysis?											
	Fragmentation		Inter-governmental cooperation		Public-private collaboration		Regionalism		Quasi-government/quasi-public corporations			
	In general	Analytic dimension	In general	Analytic dimension	In general	Analytic dimension	In general	Analytic dimension	In general	Analytic dimension		
5. More efficient/effective response than source organizations	No	No	Yes	No	Yes	No	Yes	No	Yes	No		
6. Blends source organization purposes	No	No	No	No	No	No	No	No	No	No		
7. Pursues purposes independent of source organizations	No	No	No	No	No	No	No	No	No	No		
8. Blends source organization resources	No	No	No	No	No	No	No	No	No	No		

instance, concerning characteristic 4, “created to respond to organizational environment challenges,” I consider whether the existing perspective considers that organizational complexity emerges in local governance in response in environmental challenges. I am not specifically considering whether the perspective considers the emergence of *hybrid* organizational characteristics in response to environmental challenges.

- In the second comparison I get to whether each perspective makes use of organizational variables to consider the general concept. As the preceding discussion indicates, with the exception of Koppell in the quasi-government group, existing sources of explanation typically do not deploy organizational variables to support their positions.

In the following discussion I offer my summary assessment of comparisons between a practice-based model built on organizational variables and alternative sources of explanation of organizational complexity in local governance.

a. Fragmentation

Scholars who focus on fragmentation in their analyses of local governance obviously see an organizationally complex scene. However, this group fails to consider that organizationally complex solutions arise – either through the invisible hand of the market or through intentional organizational engineering – to moderate the effects of the jurisdictionally fragmented world of American local governance. Causal effects of organizational complexity can be read into the work of scholars in this

group, but they do not recognize such. They have neither considered effects of organizational complexity in the broadest conceptual terms or as organizational variables to support their analyses. This is reflected in Table 2.

b. Inter-governmental cooperation

Unlike the scholars I have lumped together in the fragmentation group, researchers in the inter-governmental cooperation group understand that jurisdictions look for inter-organizational solutions to militate against what may be viewed as negative consequences of fragmentation. These scholars conceptually recognize that inter-organizational solutions involving inter-jurisdictional linkages emerge in response to local governance environmental challenges. Jurisdictions cooperate to rationalize the fragmented picture of local governance in a search for effective and efficient public goods and services production and delivery solutions. These conceptual strengths, particularly as represented in the work of Agranoff and McGuire (1999) and Oakerson (1999), are reflected in Table 2. The depth of the analytic perspective of this group is limited, however, by the fact that it does not make use of variables from an “organizational toolbox.” Scholars in this group fail to consider how the “organization stuff” involved in inter-organizational linkages may ultimately influence policy and program outcomes. This deficiency is indicated in the table.

c. Public-private collaboration

My assessment of correspondence between research concerning public-private collaboration and the organization-driven practice-based model is similar to that concerning inter-governmental cooperation research. In response to challenges in their

service environments, particularly the challenge to find a “good deal” (Cooper, 2003) for taxpayers, policy makers and public managers in recent decades have increasingly looked to private sector solutions. As discussed earlier in this section of the literature review, scholars who have researched this movement have considered elements of organizational transformation on a conceptual level. This is reflected in Table 2. However, the table also reflects that scholars in this group have not turned to what I refer to as the “organizational toolbox” to apply concepts and analytic routines to consider the consequentiality of organizational variables.

d. Regionalism

Among scholars who have considered organizational complexity in local governance, regionalists, either of the “old” or “new” variety, have applied the broadest and most holistic view. They have considered the implications of fragmentation and active and passive “remedies” for such. In the work of new regionalists, a public choice orientation has led them to argue that market forces will lead or push public service provision, production and delivery choices that rationalize the operation of local public economies. These solutions to public action problems include organizationally complex arrangements involving public and private inter-organizational linkages. Therefore, as seen in Table 2, these scholars understand organizational complexity in terms similar to those that support the practice-based hybrid organization model. As with the other perspectives reviewed in the preceding discussion, however, the research of this group has failed to include organizational variables that would add depth to its general analytic approach. The practice-based

model of hybrid organization in local governance might serve as a powerful complement to the work of regionalists.

e. Quasi-government and quasi-public corporations

Of the theoretical and research perspectives considered in this discussion, scholars who have considered quasi-government have come closest to embracing the organizational approach that supports the practice-based model. The scholars included in this group actually describe entities they consider as “hybrid organizations.” On a conceptual level they understand the organizational engineering that takes place when jurisdictions and agencies reach beyond their organizational boundaries to pursue the market-like solutions that they consider. In Table 2 I give the group credit for this conceptual understanding. However, with the exception of Koppell, they do not allow organizational analysis the privileged place needed to support understanding of the impact of organizational variables on public policy and administration outcomes.

f. Summary

This review of local governance and quasi-government and quasi-public corporation literature demonstrates a need for infusion of organizational variables into local governance research programs. Application of the practice-based model of hybrid organization in local governance in concert with existing perspectives or on its own would respond to this need.

C. Informing the practice-based model of hybrid organization in local governance with organizational theory

1. Introduction

In this section of the literature review I turn to organizational theory for two primary reasons:

- To test the veracity of the concepts upon which I have built the practice-based model of hybrid organization in local governance and the organizational characteristics that I have included in the model.
- To identify additional concepts and research findings that can be used to enhance the conceptual power of the model.

In the study thus far I have argued that organizationally complex arrangements emerge as responses to challenges in criminal justice, economic development, education and other organizational environments of local public economies. Based upon my experience as local governance practitioner and researcher I have argued that a perspective supported by organizational factors is needed to understand local governance organizational complexity, particularly as it involves blending of organizational purposes, structures and resources of multiple jurisdictions and agencies. Chapter One included my presentation of a practice-based model that responds to this need. In the first section of Chapter Three, through a review of literature concerning existing explanations of organizational complexity in local governance, quasi-government and quasi-public corporations, I further demonstrated

the need for explanations of local governance organizational complexity that take into account organizational variables.

The areas of organizational theory that I review in this section consider: relationships between organizations and organizational environments; institutionalization; and hybrid organization. This review of explanations from organizational theory that bear upon organizational complexity adds to the value of the practice-based model in responding to the need for explanations of local governance organizational complexity that take into account organizational variables.

After I complete the review of organization theory literature I will assess what it offers to improve the conceptual and potential empirical value of the practice-based model. The product of this assessment will be a refined version of the practice-based model that I refer to as the “*model of hybrid organization in local governance.*”

2. Organizations and organizational environments

a. Introduction

That organizations are influenced by and adapt to their organizational environments is a commonplace assumption in organizational study (Kanter, Stein, and Jick, 1992; Perrow, 1986; Perrow 2000). In response to environmental challenges, organizations adjust purposes, structures and resource allocation. Adjustments organizations make to their environments include development of organizationally complex arrangements that lie beyond their pre-existing organizational boundaries. Such arrangements may take the form of new organizations possessing hybrid

characteristics that include blending of purposes, structures and resources of multiple source organizations.

b. Influence of organizational environments

Before proceeding further it may be useful to clarify what I mean by “organizational environment” in this study. What I refer to as an “organizational environment” corresponds with Scott’s (1991, 2001) conceptualization of “organizational field” and “industry,” as well as “organizational environment.” As he (1991) has stated, an organizational environment is

... a population of organizations operating in the same domain as indicated by the similarity of their services or products. But added to this focal population are those other and different organizations that critically influence their performance, including exchange partners, competitors, funding sources, and regulators. [They] are bounded by the presence of shared cultural-cognitive or normative frameworks or a common regulatory system as to constitute a recognized area of institutionalized life . . .

... An example of an organizational field would be an educational system comprising a set of schools . . . and related organizations, such as district offices and parent-teacher associations . . . (pp. 83, 84)

Organizational environments are important to the current study because organizations that populate them are influenced by and adapt to them. Environmental adaptation is an ingredient in my practice-based model of hybrid organization. Organizational theorists have long considered the influence organizational environments have on their constituent organizations. For instance, Jurkovich (1974) has discussed impacts environmental changes have on internal organizational changes. He has argued that different types of environmental change may stimulate different types of changes on the organization level. Changes organizations make in response to

environmental change may involve modification of purposes, structures and resource allocation.

Kanter, Stein and Jick (1992) have focused attention on relationships between turbulence in organizational environments and responses by their constituent organizations. Environmental turbulence may have many sources: changes in macro or micro political conditions; changes in legal conditions that impact inter-organizational relations; entry of new organizations; introduction of innovations and new technologies; and changes in organizational leadership. Interest in stability and survival drives organizations to adapt to environmental turbulence in a variety of ways including pursuit of new inter-organizational arrangements.

Organizational environments vary in the nature of relationships among organizations that populate them. Some organizations within organizational environments have very close relationships. Others have little or no interaction. Some organizations have established relationships involving regular, particularized interaction. These relationships may involve two or three organizations, or even all organizations that populate organizational environments. The more completely an organizational environment can be described in terms of identifiable and predictable behaviors among its organizational constituents, the more precisely it can be described as an organizational system (Perrow, 1986). As organizations within an organizational environment interact more frequently and develop distinct inter-organizational relationships, they tend to experience organizational changes. Their purposes, structures, and patterns of resource application begin to share characteristics with

proximate organizations. Proximate organizations establish exchange relationships wherein they share purposes, structures and resources (DiMaggio and Powell, 1991; Orru, Biggart, and Hamilton, 1991).

Aside from relationships existing between and among organizations, organizational environments possess other characteristics comprising their “social reality” (Scott, 1991). Organizations are influenced by and influence social characteristics of their environments (Jepperson and Meyer, 1991). They are influenced by actors, problems, and values identifiable in organizational environments, re-stated as social environments. Purposes, structures, and resource requirements of an organization cannot be fully understood without an understanding of its social context. Organizations are collective responses to characteristics of the social worlds in which they operate. They are also tools, however, applied to bring order to their social settings (Friedland and Alford, 1991).

The current study is interested in how organizations adjust to challenges and opportunities in their organizational environments. In particular, the study is concerned with describing and explaining how complex organizational responses emerge as responses to environmental conditions and are activated by existing organizations. These organizational responses may involve linkages between or among multiple proximate organizations that result in characteristics such as those I represent in my practice-based model. As a result, the current study can be seen as consistent with Friedland and Alford’s research (1991): confirming that

organizationally complex arrangements emerge as responses to political, social and economic demands of organizational environments.

c. Adjustments to organizational environments

There is a substantial body of research that demonstrates organizations adjust to their organizational environments in ways that inform the current study. For instance, in his study of diversification of firms in the automobile industry, Fligstein (1991) considered how organizations adjust purposes, structures and allocation of resources to compete more effectively and, ultimately, survive in their organizational environments. Organizations make such changes not only as reactions to their organizational environments, but also so that they can act *upon* organizational environments. Organizations adjust purposes, structures and allocation of resources to impact change stimuli.

In his study of a religious order Bartunek (1984) also assessed ways in which organizational environments stimulate particular organizational changes. He offered evidence that an organization (through its leaders and membership) may interpret and respond to environmentally-driven changes to the extent that it not only modifies its structures and purposes, but goes so far as to change the identity that it presents to its organizational environment. The processes seen in Bartunek's work may be interpreted as organizational environment “structuration” – products of organizational environments acting on constituent organizations, and organizations making adjustments to better respond to organizational environments (Giddens, 1979; Scott,

1991). Formation of organizationally complex entities as considered in this study may be interpreted as reflecting organizational environment structuration.

Johnson and Stern (2004) have considered how multi-product personal computer manufacturers respond to demands of their organizational environments by adjusting technologies and product lines. In a research review/concept-synthesizing article Hrebiniak and Joyce (1985) have suggested that organizational adjustments to organizational environments should be viewed as a balance of environmental determinism and organizational strategic choice. In their study of voluntary organizations, Singh, House and Tucker (1986) have argued that organization ecology theory should be amended to account for organization adaptation theory in describing how organizations behave in response to demands of organizational environments. In a study of bank-holding companies Wischnevsky (2004) has examined how these organizations substantially transformed themselves in response to deregulation. They made substantial changes in products, organizational structures and application of resources to adjust to dramatic organizational environment changes.

Works cited in this subsection support a practice-based assumption of the current study: that organizations make a variety of adjustments in purposes, structures, and resource application to respond to challenges in their organizational environments. In the current study this assumption is used to support another assumption: organizationally complex arrangements such as organizations that exhibit hybrid organization characteristics involving two or more organizations that blend purposes,

structural characteristics, and allocation and application of resources, are responses/adjustments to challenges in organizational environments.

3. Institutionalization

One way to assess the consequentiality of organizationally complex responses to organizational environment challenges such as those considered in the current study is to consider their stability and durability in their organizational environments. A body of literature within organization study considers such concepts. This body of scholarly work involves the study of the processes and products of institutionalization.

“Institutionalization” as used in this study follows Selznick’s (1966, 1984) conceptualization of how organizations become institutions. Selznick explained that institutionalization is a pragmatic process wherein organizations present meaningful responses to demands of their operating environments. This is done to the extent they assume recognized, stable roles in their fields of social action. Importantly for the current study, Selznick argued that institutionalization is a product of how well organizations adapt to environments. If an organization is effective in adapting to its environment, thus usefully meeting demands of its social setting, it will find a stable, meaningful place in that environment. In assessing the consequence of organizational transformations such as those represented in the practice-based model, Selznick’s view of institutionalization is of conceptual and, ultimately empirical value. An indication of the consequentiality of organizational engineering such as that seen in the hybrid organization model will be found through assessment of its stability and durability – its institutional place – in its organizational environment.

Following Selznick's foundational work, many students of organization have offered conceptual and empirical considerations of relationships between organizational environment adaptation and institutionalization of organizations. Zucker (1977) has lead scholarly work to identify bases for determining institutional persistence of organizations within their socio-cultural frameworks. She has argued that organizations pursue a variety of strategies, including structural modifications, to survive and thrive in their organizational environments. Kanter, Stein and Jick (1992) have argued that organizations adapt structures and practices to earn legitimacy in operating environments. Utilizing empirical work of a number of scholars, Scott (2001) has considered impacts of external forces in highly institutionalized environments (such as that examined in this study – local governance) on organizational adaptation and maintenance of institutional roles. Within a multilevel model of institutionalization, Berger, Ridgeway and Zelditch (2002) have emphasized instrumental value of organizations in finding institutionalized places in social settings. In a study of the semiconductor industry, Boeker (1989) has considered relationships between organizational environment and institutionalization of subunit influence. In an examination of administration offices in institutions of higher education, Tolbert (1985) has assessed the influence of institutional environment on organizational structural characteristics.

These scholars offer substantial theoretical and empirical support for an idea expressed in the practice-based model: that organizations make structural adjustments in the interest of finding stability and durability in their organizational environments.

As expressed in the work of Kanter, Stein and Jick (1992), these adjustments include extra-organizational arrangements with other organizations in a given organizational field.

Consideration of stability, durability and consequentiality of organizationally complex responses within the context of organizational environments involves a set of research-proven concepts that will add value to the practice-based model. As a result, consideration of the processes of institutionalization should be incorporated in a revised version of the model. An organization under consideration should be assessed in terms of its relationship with its organizational environment. It should also be assessed, however, in terms of its potential for stability and durability – the extent of its institutionalization – in its organizational environment.

4. Hybrid organization

a. Which definition?

Like many concepts found in social study, “hybrid organization” has been subjected to more than one definition. In this study use is made of a definition that may be applied most flexibly – particularly in the realm of local governance. To clarify why use is made of the definition version deployed in this study, it is worthwhile to briefly consider alternative general conceptualizations.

Most frequently utilized definitions of hybrid organization include combinations of characteristics of private and public or market and hierarchical organization (Lin and Rainey, 1992; Nee, 1992; Powell, 1987; Adler, 2001; Veenswijk

and Hakvoort, 2002; Warner and Hefetz, 2002; Menard, 2004). Although definitions of hybrid organization that involve blending of private and public and/or market and hierarchical organizational characteristics are more limiting than that applied in the current study, theoretical and empirical work utilizing them provides useful support for many of the concepts used here. In that much of this work considers how organizations respond to environmental pressures by mixing purposes, structures and resources of two or more organizations, they are valuable. This body of literature also takes into account other factors that influence this study's accumulation of useful concepts that will ultimately support construction of an analytic framework. For instance, consideration of implications of formal sanction – contracts, franchises, licenses, partnership agreements, etc –involved in establishment of organizational arrangements in the private sector are useful in consideration of institutional sanctions in the public sector. Private inter-organizational arrangements exhibiting hybrid characteristics that are supported by recognized legal instruments are viewed as more substantial and durable than arrangements not backed by such sanction. This can be seen in public action as well. To the extent that hybrid organizational arrangements among multiple jurisdictions and agencies are supported by institutional sanction from source organizations, they may be viewed as stable, durable and, potentially consequential in their organizational environments.

Another body of literature has considered a variety of definitions of “hybrid organization” in the non-profit realm. Within this theoretical and empirical work, “hybrid” has been applied to characteristics of non-profit organizations that have

diversified their service portfolios (Hasenfeld and Gidron, 2005). The term has also been applied to organizations that combine characteristics of non-profit and for-profit organizations (The Aspen Institute, 2004). It has been further applied to organizational forms emerging from combinations of purposes, structures and resources from two or more non-profit organizations (Minkoff, 2002). Again, although this body of literature applies definitions of hybrid organization that are too limiting to capture the forms of organizational action I consider in local governance, insight that it offers informs this study. Authors who consider entities that exhibit hybrid organizational characteristics in the non-profit world see them as responses to environmental conditions. Formation of non-profit organizations with hybrid characteristics involves organizational changes that allow source organizations to respond to environmental conditions in ways that could not have been pursued or not pursued as efficiently or effectively prior to hybrid organizational transformation.

Earlier in this chapter another conceptualization of hybrid organization was considered: “quasi-government.” Moe and Kosar (2005) and Koppell (2003) have studied forms and implications of organizations created by the Federal government to perform public functions beyond “business as usual” organizational boundaries of Federal agencies. Though performing public functions, they are organized like and behave similar to private organizations. This represents a twist on definitions of hybrid organization that focus on mixes of private and public organizational characteristics. In this group Koppell’s work is most interesting in terms of the intent of the current study. Making use of a perspective informed by organizational theory, he has

considered quasi-governmental entities that possess hybrid organization characteristics as responses to stimuli in organizational environments. He has viewed them as organizational responses intended to meet public policy objectives more efficiently or effectively than could be done within traditional organizational structures of the Federal government.

Common themes can be seen between and among the current study and that of scholars who follow different drummers in defining “hybrid organization.” However, this study's use of a more ubiquitous definition designed to take into account a broader set of conditions and to be deployed more widely in organizational studies is necessary and justified. A more flexible conceptualization, represented as a set of theoretically and empirically supported ideas, as well as by my practice-based model is presented later in this chapter.

b. Why not “network”

Before moving on to a conceptualization of hybrid organization that will guide the current work, the literature review should take an additional detour to consider another potentially competing and/or informing set of concepts. Organizational networks have received substantial attention by scholars interested in cooperation among organizations (For example: Berry, et al, 2004; Chisolm, 1995; Cook, 1992; Knoke, 1982; LaPorte, 1996; Meier and O’Toole, 2003; O’Toole, 1997; O’Toole and Meier, 2004). That they should be seriously considered in this study is a product of similarities they share with hybrid organization. The fact that networks in local public economies have been studied in scholarly works reinforces that they deserve

consideration as organizationally complex responses to local public action challenges.

O'Toole (1997) describes networks as follows:

Networks are structures of interdependence involving multiple organizations or parts thereof, where one unit is not merely the formal subordinate of the others in some larger hierarchical arrangement. Networks exhibit some structural stability but extend beyond formally established linkages and policy legitimated ties. The notion of network excludes mere formal hierarchies and perfect markets, but it includes a very wide range of structures in between. The institutional glue congealing networked ties may include authority bonds, exchange relations, and coalitions based on common interest, all within a single multiunit structure. In networks, administrators cannot be expected to exercise decisive leverage by virtue of their formal position. Influence in larger networks is more difficult to document, predict, and model than it is in relatively simple two- or three party relationships. (p. 45)

In considering networks, scholars have included formal inter-organizational arrangements and informal or social versions. Informal networks may transform into formal arrangements under certain conditions. In response to intra- or extra-network challenges, inter-organizational relationships that had been previously characterized by informal or flexible interaction may be structured by contract, rule, regulation or other formal instrument to become more formalized. (Benson, 1975)

A review of literature concerning networks from perspectives of several traditions (Berry, et al, 2004) reveals a consistent view that they represent inter-organizational responses to environmental challenges. These inter-organizational arrangements offer their organizational participants opportunities to introduce innovations in production methods, policy changes, and novel approaches to resource-application that advance individual and shared purposes.

Like organizational forms that exhibit hybrid characteristics, networks can take many shapes involving variations in application of purposes, structures and resources of participating organizations. Differences, however, between organizations that demonstrate substantial hybrid characteristics and networks can be seen in the O'Toole quotation. Networks, though they may include strong bonds and formal sanctions among their participants, have not been formally structured to the extent found in hybrid organization. Hybrid characteristics are found in formal organizations. As a result, they possess more distinct and well-defined identities apart from their source organizations. They possess distinct organizational identities in their organizational environments. Organizations with notable hybrid characteristics may be viewed as network-like in a variety of ways. Likewise, networks can be described in terms of hybrid organization in regard to extent to which they have been formally structured and possess identities apart from those of participant organizations. As a result, conceptualizations of networks and organizations with hybrid characteristics should be viewed as largely complementary – perhaps as different points on a conceptual continuum of organizational environment structuration.

c. A flexible conceptualization of hybrid organization

Conceptualizations of hybrid organization discussed earlier in this chapter are too limiting for consideration of organizational forms found in local governance referred to as possessing hybrid characteristics in this study. In this section concepts developed by Powell, Borys and Jemison, and Williamson will be discussed. The composite work of these scholars represents a more broadly useful conceptualization

of characteristics of hybrid organization. This more flexible conceptualization of hybrid organization supports revision of my practice-based model of hybrid organization in local governance. The revised conceptual model will, in turn, support construction of an analytic framework that can be deployed in research concerning hybrid organization in American local governance.

(1) Powell

In a 1987 *California Management Review* article Walter W. Powell discussed his perception of a theoretical and empirical need to consider forms of organization that do not fit “the twin pillars on which much of contemporary social science rests” (p. 67) – markets and formal organizations. Powell described the existing basic dichotomy of organizations as

... alternative mechanisms for the allocation and control of resources. In markets, resources are allocated through bargaining over prices. Formal organization – whether represented by hierarchy, as in the language of economists, or by the state, in the vocabulary of political scientists – is a means of allocating resources through authority relations. (p. 67)

Powell argued that this dichotomy is lacking in ability to capture the diversity of organizational forms found in the “real world” of social action:

... analytical concepts such as markets and hierarchies may provide us with distorted lenses through which to analyze economic change. By looking at economic organization as a choice between markets and contractual relations on one side, and at conscious planning within a firm on the other, we fail to see the enormous variety that forms of cooperative arrangements can take. (p. 67)

Powell asserted that a new, broad category of organizational arrangements should be added to the existing categories of hierarchies and markets. He suggested

hybrid organization should be a third component of a general classification of organizations. He described the concept of hybrid organization as a break from the vertical integration and structural rigidity of hierarchies. He also viewed organizations possessing hybrid characteristics as “flexible forms of production, [with] greater emphasis on innovation, and more specialized, higher-quality product lines . . .” (p. 78) Organizations possessing substantial hybrid characteristics are responses to rapidly changing environmental conditions and limits of large-scale organization. They offer existing traditional organizational structures potential to respond to environmental changes with speed, intensive and rapid information exchange, and specialized knowledge and production systems. According to Powell,

Hybrid organizations . . . represent a fast means of gaining access to sources of know-how located outside of the organization, without risking the chance that the know-how will dissipate. And, in contrast to merger, hybrid arrangements preserve some measure of independence for the smaller partner. With their network-like configuration, hybrid forms can process information in multiple directions. They create complex webs of communication and mutual obligation. By enhancing the spread of information, they create the conditions for further innovation by bringing together different logics and novel combinations of information. (p. 81)

Organizations with hybrid characteristics also may be viewed as responses to competition in their fields of action. Powell argued that, as large vertically organized industries and firms respond to competitive pressures in highly integrated international business environments, they look to make hybrid organizational arrangements. In Weberian terms, hybrid organization may be viewed as a response to weaknesses of large bureaucracies such as rigidity and inertia. Powell said that organizational hybrids

might serve as responses to “a serious mismatch between organizational outcomes and the demands of clients and customers in changing environments.” (p. 79).

(2) Borys and Jemison

In a 1989 *Academy of Management Review* article, Bryan Borys and David B. Jemison built upon several of Powell’s ideas. They considered a wide agenda concerning hybrid organization: a definition of hybrid forms of organization; identification of common forms of hybrids; illustration of how hybrid characteristics raise important issues for scholars and practitioners; a model of hybrid organization; preliminary work toward a theory of hybrids; and assessment of differences among different hybrid organizational forms.

In their description of organizational hybrids, Borys and Jemison offer a more flexible conceptualization of hybrid organization than those reviewed earlier in this chapter. According to Borys and Jemison, hybrids are

... organizational arrangements that use resources and/or governance structures from more than one existing organization. This definition encompasses a broad range of organizational combinations of various sizes, shapes, and purposes, some of which are formal organizations (e.g., mergers), whereas others are formalized relationships that are not properly organizations (e.g., license agreements). The recent proliferation of these organizational forms appears to be more than a minor and temporary change in the organizational landscape. (p. 235)

Largely echoing Powell, Borys and Jemison argued that organizational forms defined by hybrid characteristics serve to overcome weaknesses of formal, hierarchical organizations in responding to pressures for efficiency and effectiveness in complex, rapidly changing and competitive environments:

Although they arise for many reasons, a generic goal of hybrids is to avoid the disadvantages of conventional (unitary) organizations. Unitary organizations often suffer from, among other things, operational inefficiency, resource scarcity, lack of facilities to take advantage of economies of scale, or risks that are more appropriately spread across several business units. Hybrids offer a wide range of solutions to such problems because they draw upon the capabilities of multiple, independent organizations. (p. 235)

Although the authors admit that there are most likely many more types of hybrid organizational forms that possess a variety of nuances, Borys and Jemison identified five major types (p. 235):

- Mergers – These organizational forms represent a complete combination of two or more organizations into a single organization.
- Acquisitions – This involves purchase of one organization by another. In this hybrid arrangement the purchaser assumes control over the acquired organization.
- Joint ventures – In these hybrid forms a new organization is created to operate formally independent of the parent organizations.
- License agreements – These arrangements “involve the purchase of a right to use an asset for a particular time and offer rapid access to new products, technologies, or innovations.” (p. 235)
- Supplier arrangements – These involve contractual agreements for one firm to purchase the output of another firm.

Consistent with the bulk of literature from organizational theory concerning hybrid organization characteristics (Heald, 1985; Veenswijk and Hakvoort, 2002), Borys and Jemison view them as phenomena of private economic activity. The current

study seeks a wider berth for application of concepts associated with hybrid organizations in study of local public action.

Borys and Jemison argue that a need exists for a theory of hybrid organization:

In order to adequately address hybrids, a theory should analyze them in a way peculiar to themselves alone without resorting to theories of particular types (e.g., a theory of mergers, a theory of licensing agreements). The importance of hybrids in competitive strategies demands that a theory identify the qualities that contribute to hybrid survival/success. More generally, a theory should address the multiplicity of issues raised by hybrids, and it should integrate previous research in these areas into a theoretical whole. Existing theory fails on these counts. (p. 235)

They also asserted hybrids are particularly difficult to analyze. As they stated:

The richness of hybrid forms, combined with their distinctive duality, makes them particularly difficult to analyze. A hybrid is simultaneously a single organizational arrangement and a product of sovereign organizations. This conjunctive nature of hybrids and the possibility for multiple levels of analyses call for an open systems approach (Scott, 1987), which allows the researcher to simultaneously address relations among and within organizations. (p. 235)

Borys and Jemison argued that theories that could be considered as candidates for explaining hybrid forms of organization “achieve generality at the expense of the richness of explanation that is required by the variety of issues raised by hybrids.” (p. 235) Transaction cost analysis, inter-organizational relations theory, and general systems theory fail to adequately deal with the nature of hybrids. A lack of adequate explanations concerning hybrid organizations is exacerbated by scarcity of literature that considers them. At the time of their article, Borys and Jemison stated that literature that touches upon hybrid forms was limited to individual types of hybrids and/or particular disciplinary perspectives, such as network analysis.

As noted earlier in this chapter, network analysis can be seen as contributing to understanding the nature of hybrids. Yet Borys and Jemison argued it actually offers little to a conceptualization of hybrid organizational forms. As they stated,

Network analysis . . . contributes little to our understanding of the determinants of membership in the network, taking for granted the existence of interorganizational fields (Warren, 1967), organizational communities (Astley & Fombrun, 1983), or non-zero-sum market relationships (Jarillo, 1988) that naturally evolve over time (Aldrich & Whetten, 1981). Yet hybrids often are formed to disrupt such naturally occurring industry groups and to gain a competitive advantage over their members, rather than to reinforce them.

More important for hybrid analysis, however, is the failure in network theory to recognize that the hybrid-environment boundary is not the only issue. The boundary between the partners and the hybrid is just as important. Thus, we need to understand not only which organizations will become partners but also which part(s) of each partner will belong to the hybrid. (p. 236)

Borys and Jemison further argued other perspectives that limit consideration to environmental conditions that push or pull multiple organizations to link resources, do not adequately explain the nature of hybrid organization. Likewise, analysts who emphasize importance of strategic decision making on the part of two or more organizations that choose to cooperate through mergers or acquisitions in order to economize on transaction costs or acquire access to capital or technologies also fail to fully explain hybrids. Rather, Borys and Jemison argued that a variety of impetuses might contribute to formation of hybrid organizational arrangements.

Although research on factors related to formation and operation of organizations that include characteristics of hybrid organization has resulted in partial understanding, Borys and Jemison suggested that limitations of pre-existing literature

contribute to understanding what a theory of hybrids organizational forms should consider:

First, selection of partners is important; yet it is not only the *boundary* between the hybrid and its environment that is important, but also that between each partner and the hybrid.

Second, in contrast to unitary organizations, hybrids are composed of sovereign organizations whose continued existence may or may not depend on the hybrid's performance; this *sovereignty* is a constant threat to the *stability* and continuity of the hybrid.

Third, collaboration among sovereign organizations means that different purposes must be reconciled and molded into a common purpose; this means that we need not only a coalitional model of hybrid purpose but also one that recognizes that each partner's commitment to the hybrid's purpose affects the commitments of its own members to its own purpose.

Fourth, the hybrid often incorporates several technologies. How the partners achieve *value* creation affects, and is affected by, the operational interdependencies among partners as well as by the other elements of the theory. (p. 237)

Unfortunately, although they make a case for the need for a theory, Borys and Jemison did not offer one. Rather, they offered an interesting list of propositions regarding hybrid purpose, definition of hybrid organizational boundaries, hybrid organizational value creation, and hybrid organizational stability – a set of concepts that provide assistance for potential development of a general theory of hybrids. Of more particular interest to the current study, Borys and Jemison's work contributes to refining the practice-based model of hybrid organization in local government and consequently constructing an analytic framework for application in local governance research.

The work of Borys and Jemison also demonstrates the need for additional exploration of hybrid organization – exploration such as that pursued in the current

study. Borys and Jemison demonstrate that there exists a need for research tools and research programs designed to better understand hybrid organization. This is the nature of the work in the current study.

(3) Williamson

Like Powell, Oliver E. Williamson (1991) also considered hybrid organization as an alternative to market and hierarchical forms as a generic type of organization. Operating within the context of Hayek's assertion that adaptation to change is society's central economic problem and applying his trademark perspective of transaction cost economics, Williamson argued that hybrid organization is a response to changes in institutional environments. He viewed organizations characterized by hybrid traits as responses to environmental disturbances wherein inter-organization cooperation for realignment of resource specification is required. He argued that hybrid organization is a response that involves modification of governance structures from either market or hierarchical organization form. As he explained,

As compared to the market, the hybrid sacrifices incentives in favor of superior coordination among the parts. As compared with the hierarchy, the hybrid sacrifices cooperativeness in favor of greater incentive intensity. (p. 283)

Williamson blended a neo-classical economic motive – capacity to compete in volatile markets – with institutional theory to consider emergence of organizations with hybrid characteristics.

d. Contributions to the conceptualization of hybrid organization

The work of Powell, Borys and Jemison, and Williamson provide support for the concepts that I built into my practice-based model of hybrid organization. These scholars offer ideas that will enhance the model and assist in construction of an analytic framework to research hybrid organization in local governance. They also emphasize the need for research tools and research programs designed to further advance understanding of hybrid organization. In the following paragraphs I consider ways in which their ideas should be used to refine the practice-based model and build a prospective analytic framework.

Powell has made two key assertions concerning the nature of hybrid organization that serve as conceptual contributions. First, he has argued that hybrid organization emerges in response to changes in organizational environments. Not only are organizations that embody hybrid characteristics responses to environmental stimuli, they are intentionally designed to respond to specific environmental conditions in certain ways. As a result, consideration of organizations that exhibit hybrid organizational characteristic in local governance in a prospective analytic framework should include questions designed to determine which specific environmental challenge or challenges they were designed to respond. Following Powell's arguments, it also seems reasonable that questions should also be asked concerning what organizations with hybrid characteristics are specifically designed to do in response to environmental challenges.

Powell's arguments concerning hybrid-like organizations as resource exchange mechanisms infer a second broad conceptual area. Consideration of organizations defined by hybrid characteristics as resource exchange mechanisms leads to detailed exploratory and confirmatory questions regarding organizational sources of resources applied in the operation of hybrids, ways in which such resources are transformed for alternative uses and purpose(s) to which resources and/or transformed resources are applied in hybrid operations.

Borys and Jemison have offered several useful concepts that will aid in refining the practice-based model and building an analytic framework. As I discussed earlier, their conceptualization of hybrid purpose builds on Powell's arguments. They have argued that assessment of hybrid purposes should be conducted in light of purposes of their source organizations. Exploration of hybrid characteristics in a prospective analytic framework should include a broad dimension that includes questions regarding hybrid purposes as compared to those of source organizations from which hybrids are formed. A key question related to potential hybrid durability and stability should address extent to which organizations with hybrid characteristics are free to determine their purpose or purposes independent of control of source organizations.

In conceptualizing hybrid organizational boundaries, Borys and Jemison were primarily concerned with how precisely hybrid organizational boundaries are drawn in relation to those of source organizations. In delineating a dimension that considers hybrid versus source organizational boundaries, questions should be included that deal

with extent to which operating resources are drawn from source organizations as compared to extent they are acquired within the organizational boundaries of hybrids. Questions concerning freedom of hybrid-like organizations to govern themselves independent of source organizations should also be asked.

Hybrid stability as discussed by Borys and Jemison also infers questions that may be asked in a prospective analytic framework regarding the institutional status of organizations with hybrid characteristics in local public organizational environments. As they considered joint ventures (joint ventures may be a good analogue among private sector hybrid types identified by the authors for hybrid organizations in local governance), Borys and Jemison emphasized “superordinate” (p. 239) institutional goals as sources of hybrid stability. In local governance, the stabilizing influence of private sector superordinate institutional sanctions expressed in contracts, joint venture agreements and so forth may be viewed as serving similar roles as institutional sanctions provided by source jurisdictions described in ordinance, statute or other legal authorization. Operationalization of Borys and Jemison’s concept of hybrid stability should include questions concerning sources, forms and clarity of institutional sanctions provided by source organizations for hybrid foundation, purposes and operational characteristics.

Consistent with Powell’s analysis, Williamson emphasized the importance of organizational environmental conditions to emergence of forms of organization with hybrid characteristics. His analysis supports an assessment that environmental influence should be a key component of a revised model of hybrid organization. To

this end, questions concerning stimuli within local public organizational environments related to formation of hybrid-like organizations should prove to be of analytic value to local governance researchers.

Williamson also emphasized transformation of governance structures involved in emergence of organizations defined by hybrid characteristics. This emphasis on governance structure transformation leads to a need for empirical consideration of sources of oversight and direction of hybrid operation as a component of an analytic framework. Questions regarding the extent to which oversight and direction of hybrid operations are independent of hybrid source organizations should be included in a “governance” dimension of analysis.

5. Contributions of organizational theory to the study

Organization theory is a substantial source of concepts and analytic dimensions that can be applied in empirical study of organizational complexity in local governance represented in characteristics of hybrid organization. Concepts this body of literature offers regarding interaction between organizations and environments, forces of institutionalization and characteristics of hybrid organization enhances each perspective for the study of organizational complexity in local governance considered earlier in this chapter. This body of theory and research also supports revision of the practice-based model of hybrid organization in the next section.

6. Assessing the practice-based model of hybrid organization in local governance in light of contributions from organizational theory

Although organizational theory literature provides extensive support for the content of my practice-based model of hybrid organization in local governance, as I indicated in the preceding discussion, it also offers concepts that can be applied in refining the practice-based model. In this section I do this. In this discussion I will present the characteristics of the practice model and then, as needed, either offer refined versions of the characteristics or new characteristics that conceptually build on the existing characteristics. At the end of the discussion I summarize the product of the revision process in the form of a *model of hybrid organization in local governance*.

i. The organization exists as a distinct entity.

The focus of the current study is on distinct organizational entities that possess characteristics of hybrid organization. As a result, an underlying characteristic of the organization possessing hybrid characteristics is that it is a distinct organization. Supported by the work of each of the scholars who have considered hybrid organization, this basic consideration should remain unchanged in a revised version of the model of hybrid organization.

ii. The organization represents linkages among multiple source organizations.

This study is interested in distinct organizational entities in local governance that exhibit linkages in purposes, structures and resources among multiple organizations. As a result, a second underlying characteristic of organizations with

hybrid characteristics is that they represent inter-organizational linkages. The work of Borys and Jemison provides strong support for this characterization of organizations with hybrid organization characteristics. Therefore, this characteristic should remain unchanged as a basic component of a revised model.

iii. The organization was formed outside the organizational boundaries of its source organizations.

Borys and Jemison, Powell, and Williamson all assessed hybrid organizational responses as lying beyond the organizational boundaries of their parent organizations. Therefore, this characteristic of the practice-based model should remain as part of the revised model.

iv. The organization was formed in response to challenges in its organizational environment.

The scholars who have considered hybrid organization, as well as other organizational theory scholars, emphasize the importance of environment stimuli to organizational transformations such as those that result in hybrid organizational arrangements. However, Powell, Borys and Jemison and others (Jukovich, 1974, for example) also emphasize that hybrid arrangements are intended to do specific things in response to particular environmental challenges. As a result, in a revised model of hybrid organization, two new characteristics will be substituted for the characteristic of the practice-based model indicated by number iv:

- The organization was formed in response to particular challenges in its organizational environment;
- The organization was formed to perform specific tasks in response to particular challenges in its organizational environment.

v. The organization represents a response to environmental challenges that its founders consider being more efficient or effective than could be pursued within their “business as usual” organizational structures.

The scholars who have considered hybrid organization as an alternative to hierarchies and markets base much of their arguments on the search for efficiency and effectiveness.¹³ This search for efficiency and effectiveness can also be seen in the existing work of scholars who have considered organizational complexity in local governance. As a result, in addition to experience from my practice in local governance, this characteristic receives substantial support from the theory and research reviewed in this chapter and should be included in the revised model of hybrid organization.

vi. The organization represents a blend of purposes of its source organizations.

Borys and Jemison, Powell, Williamson as well as scholars who have considered alternative conceptualizations of hybrid organization have noted that such inter-organization responses result in mixing of purposes of their parent organizations.

¹³ Since Borys and Jemison, Powell and Williamson speak in terms of private for-profit organizations, they generally use the language of competitiveness.

As a result, it seems reasonable to maintain this characteristic as a component of a revised model of hybrid organization in local governance.

Borys and Jemison also argue that different source organizations tend to have different purposes in mind when they link to form hybrid organizational arrangements.

As a result, an additional characteristic should be included in the revised model:

- The organization represents a mix of differing purposes of individual source organizations.

vii. The organization pursues purposes that extend beyond those of its source organizations.

Scholars who have examined hybrid organization apparently universally agree that, although organizations that exhibit hybrid organizational characteristics represent blends of purposes of their source organizations, to some extent they also take on purposeful independent organizational lives of their own. This concept is reflected in the current characteristic number vii in the practice-based model. As a result, the characteristic should be maintained in a revised model.

viii. The organization represents a blend of resources of its source organizations.

The scholars who have studied hybrid organization have taken into consideration the existence of resource exchanges in these forms of organizational innovation. Williamson places particular emphasis on resource exchange in hybrid organization. Students of hybrid organization all agree resources from source

organizations are blended within hybrid organizational forms. Therefore, this characteristic remains as an ingredient in a revised model of hybrid organization.

Borys and Jemison emphasize that source organizations will have differential resource stakes in organizations with hybrid characteristics. As a result, an additional characteristic should be added to the revised model:

- The organization exhibits differential resource commitments from its source organizations.

Borys and Jemison emphasize the importance of institutional sanction to the stability and durability of hybrid organizational arrangements. This assessment aligns with that of Scott and others noted above regarding the importance of institutional sanction to an organizational form's acknowledgement and acceptance in its organizational environment. In local governance, as represented in my survey of organizations in the Portland and Baltimore urban areas, organizations with hybrid characteristics that serve the interests of state and local jurisdiction frequently receive sanction from their superordinate organizations in the form of statute, charter, ordinance, resolution, executive order or other form. Therefore, it seems reasonable to add another characteristic to a revised model of hybrid organization in local governance:

- The organization has received institutional sanction from one or more of its source organizations.

D. A practice-based and theory-informed model of hybrid organization in local governance

With the modifications discussed above resulting from contributions of organizational theory, the practice-based model of hybrid organization in local government can be revised as a practice-based and theory-informed *model of hybrid organization in local governance*. The revised model includes the following characteristics of organizations that exhibit hybrid organization:

- i. The organization exists as a distinct entity.
- ii. The organization represents linkages among multiple source organizations.
- iii. The organization was formed outside the organizational boundaries of its source organizations.
- iv. The organization was formed in response to particular challenges in its organizational environment.
- v. The organization was formed to perform specific tasks in response to particular challenges in its organizational environment.
- vi. The organization represents a response to environmental challenges that its founders consider being more efficient or effective than could be pursued within their “business as usual” organizational structures.
- vii. The organization represents a blend of purposes of its source organizations.
- viii. The organization represents a mix of differing purposes of individual source organizations.

- ix. The organization pursues purposes that extend beyond those of its source organizations.
- x. The organization represents a blend of resources of its source organizations.
- xi. The organization exhibits differential resource commitments from its source organizations.
- xii. The organization has received institutional sanction from one or more of its source organizations.

This model of hybrid organization in local governance is supported by concepts derived from substantial practice and research experience and established theoretical and empirical sources in organizational study. With this conceptual support I can now proceed to construct an analytic framework to research hybrid organization in local governance. I do this in the next chapter.

Chapter Four
Analytic Framework for Study of
Hybrid Organization in Local Governance

A. Chapter overview

In Chapter One of this study I introduced a practice-based model of hybrid organization in local government. The model was described as a prism through which an organizational perspective could be applied to examine organizational complexity in local governance. In Chapter Three I compared existing explanations of organizational complexity in local governance to the practice-based model and demonstrated that the model added conceptual value. I also reviewed sources in organizational theory for conceptual and empirical support and enhancement of the practice-based model. A product of this review was a revised *model of hybrid organization in local governance* which is summarized on pages 109 and 110 of Chapter Three. This model is characterized by a robust list of organizational conceptual categories, which taken together, can provide a researcher with an understanding of local government complexity that is much more accurate and sophisticated than other approaches I reviewed in Chapter Three.

In this chapter I transform the organizational characteristics of the model I developed in Chapter Three into an analytic framework that can be used to study organizations that possess hybrid characteristics. In the process of developing this framework, I present a set of research questions for each element of the analytic

framework and identify an appropriate body of evidence that can be used to determine the degree to which an organization possesses the hybrid characteristic in question.

As I discuss each of the framework's analytic dimensions, I address two scholarly audiences: organizational researchers and students of local governance. For both scholars and practitioners involved in the study of organizational complexity, the analytic framework represents a new analytic tool that will broaden the discourse on local governance complexity to include a variety of significant organizational variables that have previously been ignored. This study argues that these variables play a significant role in shaping the creation of organizations with hybrid characteristics and determining their successful operation. This provides particularly useful insight to policy makers and practitioners who are pressed by increased performance expectations to create organizational solutions that will solve complex local government problems efficiently and effectively, while also maintaining high levels of political agreement among the participating partners.

In the discussion concerning each analytic dimension I consider how it will be useful in studying local governance. To do this I make use of my personal practical and research experience, and the results of the survey of Portland and Baltimore urban area organizations. Most importantly, I draw on empirical evidence from the study of drug courts. In Chapter Five I will also draw upon my drug court research experience to test my proposed analytic framework. At the end of the discussion I compile the analytic dimensions and sub-dimensions into a table that can be used by researchers to guide the design and implementation of research projects and provide practitioners

with a template for assessing the organizational variables that may play a significant role in the successful operation of the governance units with hybrid characteristics they direct.

B. Components of the analytic framework

1. Notes regarding organization of the analytic framework

Although the analytic framework is intended for use by multiple groups, the form in which it is presented is primarily intended for an academic/research audience. I have presented the dimensions of analysis in an order that I, as a researcher, would use to accumulate evidence on an incremental basis that ultimately provides me with complete pictures of subject organizations that I seek. However, I think particularly for researchers familiar with the organizational settings under consideration, the framework is flexible enough that the order of the dimensions can be tinkered with in response to evidence acquisition opportunity and personal preference.

The reader will note that the number and order of the analytic dimensions represented in the framework diverges slightly from the list of characteristics in the practice-based and theory-informed *model of hybrid organization in local governance* at the end of Chapter Three. All of the characteristics in the model are addressed in the analytic framework. The choices that I made in operationalizing the content of the model into the most effective research tool resulted in these minor adjustments. The reader should remember that I offer the framework as a contingent tool. This means

that I anticipate that researchers will adjust it to meet the needs of broad sets of research agendas and contextual challenges.

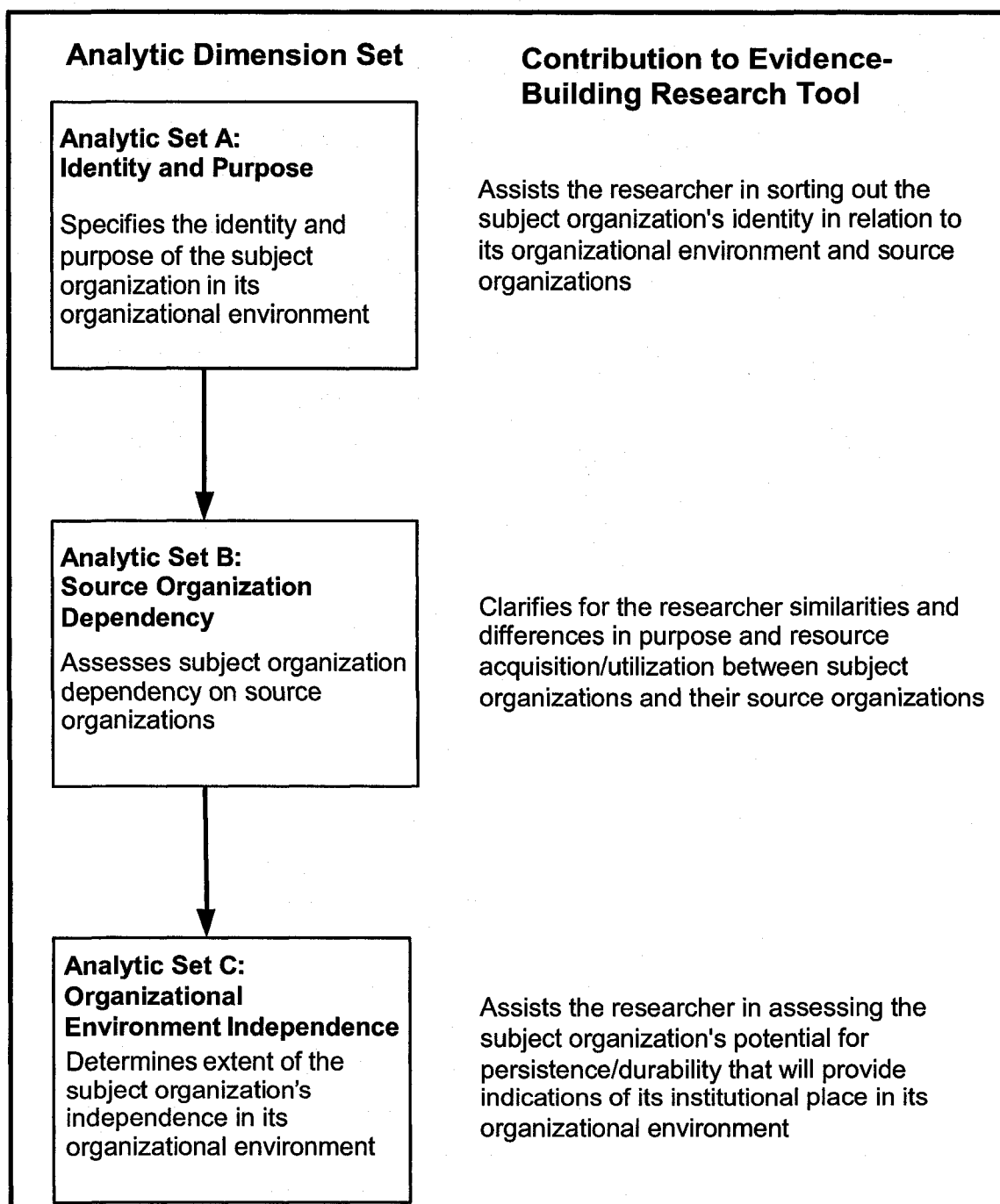
For purposes of discussion, I have organized my proposed analytic framework into three clusters of organizational factors that collectively determine the degree and kind of hybrid organization that has been created. It is not intended to be a predictive model, but a tool that helps us descriptively understand the nature of organizational complexity in local governance hybrid organization. Figure 2 on the next page describes the three clusters and the roles they play in the analytic framework.

Applied in the study of organizations suspected of possessing hybrid characteristics, the three sets of analytic dimensions are designed to support acquisition of evidence that will assist researchers in determining the extent to which subject organizations reflect the characteristics included in the model of hybrid organization in local governance. Evidence accumulates as each dimension set is applied such that, when the last sub-dimension is considered, a complete picture is drawn of the way subject organizations operate and ways that they relate to their source organizations and organizational environments. It should be noted that I refer to each dimension and sub-dimension as "contingent." I consider them to be contingent, subject to test application in an empirical setting. I perform this test in Chapter Five.

2. The sets of analytic dimensions in the analytic framework

The first set of analytic dimensions, *Set A: Identity and Purpose*, deals with identifying organizations suspected of possessing hybrid characteristics. It also

Figure 2. Schematic description of the analytic framework for an evidence-based applied research model for hybrid organization in local governance.



involves describing their purposes in their organizational environments. Responding to arguments made by scholars of hybrid organization cited earlier, the analytic dimensions and sub-dimensions included in this analytic set are designed to sort out the independent identities and roles of subject organizations in relation to their source organizations and organizational environments.

Contingent analytic dimensions included in *Set A*, expressed as research questions, are as follows:

1. What is the name of the organization suspected to possess hybrid characteristics?
2. What are the source organizations of the organization?
3. What challenges in the organizational environment has the organization been created to address?
4. What is the organization designed to do in response to challenges in the organizational environment?

Set B: Source Organization Dependency, the second set of analytic dimensions of the analytic framework, deals with the dependency of subject organizations on their source organizations. This set builds on Borys and Jemison's (1989) focus on interrelatedness of purposes and operational resources of entities with hybrid organizational characteristics and their source organizations. As Borys and Jemison have discussed, hybrids emerge as extensions of purposes and operational characteristics of source organizations that engender them. This set of analytic dimensions is designed to initiate a process of clarification concerning similarities and

differences in purpose and resource acquisition/utilization between organizations with hybrid characteristics and source organizations.

Expressed as research questions, *Set B* includes three contingent analytic dimensions:

1. How does the purpose of the subject organization vary from the purposes of its source organizations?
2. What resources does the organization draw from each of its source organizations?
3. To what extent are resources drawn from source organizations controlled and transformed by the organization with hybrid characteristics?

The third set of analytic dimensions of the framework, *Set C: Organizational Environment Independence*, considers the amount and nature of independence that the subject organization exercises within its organizational environment. It considers the degree to which organizations with hybrid characteristics operate independently of source organizations and whether they exhibit indicators of stable and consequential roles in their organizational environments. This set of analytic dimensions will help researchers collect evidence related to subject organizations' organizational identities and their potential for stability and durability in their organizational environments (Jepperson, 1991; Powell, 1991; Scott, 1991; Zucker, 1991).

There are four analytic dimensions in *Set C*. Expressed as research questions they are as follows:

1. To what extent is the organization with hybrid characteristics free to determine its purposes independent of control by its source organizations?
2. To what extent is the organization's structure of governance independent from those of its source organizations?
3. To what extent are operational resources generated by the organization independent of its source organizations?
4. To what extent are source organization institutional sanctions involved in determination of its organizational characteristics?

In research at the organization level of analysis in local public economies, acquisition of evidence to formulate answers to the questions listed above for each analytic dimension set will assist researchers in understanding day to day factors that impact operational success, stability and durability, and the programmatic and policy impact of entities with hybrid organizational characteristics. These questions address what Perrow (2000) has identified as three of the primary challenges for the organizational analyst: determining the origin of organizational forms; assessing how they function; and, identifying their impact on their organizational environments and beyond. Taken together, these questions that are grounded in practice and supported by organizational theory, provide a framework for organizational analysts to acquire the kind of information that gets at the "meat and potatoes" of organizational realities.

C. Dimensions considered in the analytic framework

In the sections that follow I will discuss how each dimension of the analytic framework can be successfully used by the researcher to obtain a more complete understanding of purposes, operational characteristics, and consequence of organizations suspected of possessing hybrid organizational characteristics. I will use organizations in the Portland and Baltimore urban areas discussed in Chapter One to illustrate and test the value of dimensions and sub-dimensions of analysis. I will draw upon my extensive experience to demonstrate anticipated results of the application of analytic dimensions and sub-dimensions of the framework. I will also use my experience to suggest methods for acquisition of evidence that will assist the researcher in answering the questions posed in the analytic framework.

1. Analytic Dimension Set A: Identity and Purpose

a. Analytic dimension A: 1 –What is the organizational form under consideration?

(1) Description of the dimension

A straightforward beginning point for the researcher interested in studying organizations suspected of possessing hybrid organizational characteristics is to identify them and confirm, at least upon initial examination, that they include characteristics I have labeled as “hybrid” in the model of hybrid organization. This preliminary, confirmatory dimension involves asking three rudimentary sub-questions that serve as sub-dimensions of analysis:

- Question A: 1a – What is the name of the subject organization?

- Question A: 1b – In what organizational environment is the organization located?
- Question A: 1c – What is the preliminary assessment of the extent to which the subject organization possesses hybrid characteristics?

The objective of question A: 1a, identifying the subject organization by name, may seem to be an overly simple, superfluous research step. Doing so may not reveal anything of consequence regarding its possession of hybrid organization characteristics or clearly establish that the organization is a distinct organization. Yet, determining the name of the subject organization may contribute on both counts. An objective of applying the proposed analytic framework is to determine the extent to which the subject organization operates as a distinct, independent entity in its local governance organizational environment and what impact this independence has. Establishing the organization's name may represent at least a small step in this direction. Therefore, identification by name of organizations with characteristics of hybrids – confirming they are discrete organizational entities – is a nontrivial element of the analytic framework.

Scholars cited earlier who have studied organizations with hybrid characteristics argue that they perform specific tasks in response to particular challenges in their organizational environments. Question A: 1b is designed to contribute to delineating roles of organizations with hybrid characteristics in their organizational environments. As a result, identification of organizational environments

of subject organizations is an important step in the evidence-building process represented in application of the framework.

In acquiring evidence to answer question A: 1b, the researcher should remember that in American local governance a variety of organizational environments can be identified. Notable overlap may be found among organizational environments. As a result of history, law, and other factors, organizational actors and functional characteristics of organizational environments within local systems of public action vary from state to state and even within states. Local public organizational environments of interest to researchers include “criminal justice,” “education,” “land-use regulation,” “transportation,” “economic development,” “business regulation,” “recreation and leisure services,” and others. The survey of organizations suspected of possessing hybrid organization characteristics in the Portland and Baltimore urban areas presented in Chapter One included several different organizational environments. For example,

- Baltimore County Criminal Justice Coordinating Council operates in the local criminal justice organizational environment;
- Portland Development Commission and Baltimore Development Corporation operate in local economic development organizational environments; and
- Baltimore City Public School System plays a notable role in the local education organizational environment.

The objective of question A: 1c is for researchers to make going-in assessments of what appears to make subject organizations hybrid-like. Until they complete application of the balance of the analytic framework, researchers will not be able to offer complete descriptions and explanations of characteristics of organizational forms that make them hybrid organizations. Preliminary investigation, however, beginning with application of sub-dimensions of analytic dimension A: 1 will result in at least limited evidence as to whether subject organizations demonstrate characteristics included in the model of hybrid organization in local governance.

(2) Methods to support application of the dimension

Since serious students of organizational complexity in local governance are the audience for use of the analytic framework, I assume that researchers described as such will have good going-in ideas for interesting subjects of analysis located within familiar systems of local governance. In terms of acquiring evidence to answer the questions A: 1a and A: 1b, if a prospective researcher is unfamiliar with the organizations and organizational environments of local public service systems of interest to her, the following simple methods may be useful:

- Skim through websites of the largest jurisdictions that produce and deliver public goods and services within urban areas to which study is directed. These websites include state(s), cities, counties, and large public service districts within urban areas.

- Perform a web browser search for organizational environments of greatest interest. For instance, if “Baltimore economic development” is “Googled,” Baltimore Development Corporation will appear in a list of website options.
- Consult with a knowledgeable informant employed by one of the largest potential source organizations in the urban area and/or organizational environment of interest. For instance, consultation with a police chief in the Portland urban area may lead the researcher to consider Local Public Safety Coordinating Council of Multnomah County as a subject worthy of study in the Portland urban criminal justice organizational environment.

Suspected source organizations and organizational environments within which organizations with hybrid characteristics operate should emerge from the thought process and investigation associated with identifying suspected hybrid organizations. A small challenge may be involved in specifying organizational environments. The researcher may have to choose between or among two or more reasonable choices of organizational environments to assign an organization under consideration. Portland Development Commission may be seen as an example of this. PDC could be seen as reasonably fitting into “economic development” or “urban renewal” organizational environments. A brief review of PDC’s website reveals that the agency represents itself as an engine of economic development in Portland. Since “economic development” as a referent seems to have more national, inter-contextual policy currency than does “urban renewal,” resulting in more local and national applicability,

a reasonable choice for organizational environment designation for PDC may be “economic development.”

Regarding acquisition of evidence that will assist the researcher in answering question A: 1c that concerns a preliminary assessment of what makes the subject organization “hybrid-like,” the best methods available are less clear. I think that the needed evidence will be largely inferential and will emerge from answering questions A: 1a and A: 1b. As the researcher acquires evidence to answer the first two questions, she should be alert for evidence of characteristics represented in the model of hybrid organization presented in Chapter Three.

b. Analytic dimension A: 2 – What are the source organizations of the subject organization?

(1) Description of the dimension

Borys and Jemison (1989) have described organizations with hybrid characteristics as blended products of goals, structures and resources of two or more pre-existing organizations. Identifying their organizational lineage will support exploration of what subject organizations do, how they are organized and what resources are required for their operation. Consideration of the form and consequences of organizations that exhibit hybrid traits should begin with acquiring evidence that will support the researcher in identification of organizations from which they derive goals, structures and resources.

As with analytic dimension A: 1, application of analytic dimension A: 2 is not as simplistic or straightforward as may appear at first blush. Initial observation by a researcher of a subject organization's operation may not reveal evidence of all source organizations. For instance, in the empirical setting of the current study, drug court programs, a researcher may observe key operational components such as participant progress review court sessions or drug court staff meetings and not observe all organizations that impact the program's goals, processes or operating resource requirements. The researcher typically must triangulate evidence gathered through a variety of qualitative methods – key informant interviews, review of organizational policies and procedures, and operational observation – to identify all jurisdictions and agencies that have blended goals, structures and operating resources in drug court programs.

Application of this analytic dimension involves answering two sub-questions that serve as sub-dimensions of analysis:

- Question A: 2a – What organizations participated in founding the subject organization?
- Question A: 2b – What organizations currently support operation of the organization?

By addressing which organizations were involved in formation of subject organizations in sub-dimension A: 2a, the researcher acquires evidence that helps her move toward identifying why the organization was created and what it was intended to

do. One of the reasons study of organizations with hybrid organizational characteristics should be of interest to students of local public action is that they represent organizational expressions and, perhaps, modifications, of policies of multiple source organizations. It seems reasonable to assume that application of organizational variables that lead to answers regarding policy intentions of source organizations in formation of subject organizations should begin with identification of founding organizations.

Identification of organizations currently linked to the operation of subject organizations in sub-dimensions A: 2b involves a step in addressing issues related to extensiveness of commitments contributing organizations make in them. Current casts of source organizations may have grown or decreased in number since founding of subject organizations, thus potentially modifying the organizations' original purposes. All source organizations currently associated with subject organizations should be identified such that complete inventories of purposes, resources, rules, and sanctions that have been blended in subject organizations can be identified and assessed.

The usefulness of analytic dimension A: 2 and its two analytic sub-dimensions in assisting the researcher in the identification of meaningful evidence can be seen in the results of its application to an example from Chapter One's survey of the Portland urban area. Portland Development Commission ("PDC") was created in 1958 by Portland voters through approval of an amendment to the City Charter. Many of the agency's most important urban renewal powers, however, are granted under Oregon statute. Therefore, the City and State may be assessed by the researcher as lead source

organizations at the birth of PDC. Since its formation PDC has relied upon inter-governmental funding from the Federal government to capitalize major projects. As a result, the Federal government may be viewed as a member of the current cast of the PDC's source organizations.

Drawing upon my research experience, I find that application of analytic dimension A: 2 in the study of drug court programs also demonstrates its utility as an evidence-building tool. Through use of this dimension the researcher will find that casts of source organizations involved in establishing drug courts involves a predictable group of agencies – courts, district attorney offices, public defender offices, chemical dependency treatment agencies and probation departments. Jurisdictional homes of agencies involved in drug courts, however, vary. In some states a court involved in a local drug court program will be a subordinate unit of a unified statewide system. In other states, the court will be locally controlled or will reflect shared state and local operational responsibility. Most frequently public defender agencies and probation departments are local agencies. However, in some states these agencies are part of state bureaucracies. Therefore, the researcher must take care to verify jurisdictional affiliation of source organizations involved in drug court programs. In light of a national trend toward centralizing statewide direction of pre-existing local drug court programs, the researcher should also take care to confirm the current roster of source organizations as compared to those identified in organic archival materials associated with formation of each program.

Analytic dimension A: 2 and sub-dimensions A: 2a and A: 2b will prove to be of value to researchers studying organizationally complex entities by assisting in clarifying early in the course of study source jurisdictions and agencies that have substantial stakes in the operation of subject organizations. This will set the stage for more close consideration of relationships between organizations under consideration and their source organizations in the application of subsequent dimensions of the analytic framework.

(2) Methods to support application of the dimension

The researcher will find that application of analytic dimension A: 2 is not simplistic or straightforward. She may have to turn to multiple sources to confirm or triangulate complete answers to sub-dimension questions A: 2a and A: 2b.

Identification of founding and current source organizations of a subject organization may be as simple as a visit to the subject organization's website. As more organizations create websites containing complete and detailed information about their histories and organizational structures, the Internet should be of increasing value to the researcher seeking this information. An example of a successful use of a subject organization's website to confirm its source organizations can be seen in the case of Portland Development Commission. A visit to PDC's website provides a variety of documents revealing evidence of the historic and current source organizations of the agency.

Unfortunately, the researcher should expect to find that not all organizations possessing hybrid characteristics have websites. It is also to be expected that websites of subject organizations will not include all information needed to answer questions included in this and other analytic dimensions. If the researcher is unable to acquire information about source organizations from a subject organization's website, she can pursue several other courses of action. Interviews with knowledgeable informants associated with the subject organization and its source organizations, review of hardcopy versions of documents such as annual reports, policies and procedures of the organization and review of research performed by other researchers, are among such sources of information.

c. Analytic dimension A: 3 – To what challenges in the subject organization's organizational environment is it designed to respond?

(1) Description of the dimension

Powell (1987) and Williamson (1991) have argued that organizations with hybrid characteristics are created in order to respond to changes in their organizational environments. They are engineered by source organizations to impact organizational environments in ways source organizations may not be able to, or may not be able to as efficiently or effectively. This view is consistent with arguments made by other organizational theorists in assessing organizational adjustments to environmental conditions. In his non-profit sector based research, Minkoff (2002) discovered that "hybrid forms of organization develop as an effort to manage environmental uncertainty and episodic change." (p. 383) By identifying the challenges in their

external environments that subject organizations were expected to address, the analytic framework will assist researchers in acquiring evidence for assessing their purpose(s).

Consideration of the environmental challenges to which an organization with hybrid characteristics was designed to respond involves two sub-questions:

- Question A: 3a – In response to what challenge or challenges in its organizational environment was the subject organization originally founded?
- Question A: 3b – To what challenge or challenges in its organizational environment does the organization currently respond?

In answering these questions researchers will not only capture much of the original purpose of organizations under consideration, but also how purposes have changed over time. They will also acquire a basis for comparing purposes of subject organizations with those of source organizations – a step toward confirming which source organizations have the largest stakes in the operation and outcome of the suspected organizational hybrid. Clarifying purposes of subject organizations will also assist researchers in assessing their consequentiality in their organizational environments.

The value of dimension A: 3 and sub-dimensions A: 3a and A: 3b as evidence-building tools may be seen in their application to an example from the Chapter One survey of Baltimore urban area organizations, Baltimore County Criminal Justice Coordinating Council (“BCCJCC”). In applying dimension A:3 to this organization I found that BCCJCC was formed in 2003 by Executive Order of the Baltimore County

Executive, an elected official. According to the Executive Order, BCCJCC was established to “strengthen the local criminal justice system with a cooperative approach to defining needs, assessing the adequacy of existing programs, developing new strategies, and seeking resources and collaborations to implement those strategies.” (BCCJCC, 2006) BCCJCC was obviously organized to respond to a variety of macro and micro level challenges in the local criminal justice system. A review of recent agendas and minutes of BCCJCC will indicate to the researcher that the agency continues to address challenges it was originally designed to consider (BCCJCC, 2006). The challenges to which BCCJCC was designed to respond appears to have remained stable over the early years of its operation. The example of BCCJCC demonstrates that analytic dimension A: 3 and its two sub-dimensions are useful in helping the researcher collect evidence that will ultimately support her understanding of the purposes of subject organizations intended by their source organizations, as well as their roles in organizational environments.

Application of analytic dimension A: 3 in examination of drug courts also demonstrates its value. Drug courts have been established across the United States in accordance with a model first developed by local public policy entrepreneurs – primarily local judges. The model was promulgated nationally through support of federal funding and collaboration among criminal justice practitioners and researchers (Nolan, 2001). The drug court model promoted by organizations such as the National Association of Drug Court Professionals (NADCP, 2006) includes a set of goals identified in “10 key components” of drug courts (BJA, 2004). Goals included in the

drug court model are operational in nature. They typically describe how source organizations collaborate and what program practices support application of the drug court model. The researcher will find evidence that the external environment of drug courts is characterized by challenges of working across agency (courts, prosecution, probation and treatment) and jurisdictional (cities, counties, states) organization lines. These challenges in the organizational environments of drug courts require collaboration among jurisdictional and agency source organizations in local criminal justice and community treatment systems. Focusing on environmental outcome-related goals assists individuals and agencies involved in founding and operating drug courts in overcoming jurisdictional and agency barriers. These goals include reductions in crime, substance abuse, and/or chemical dependency – high profile challenges found in local criminal justice and community treatment organizational environments (Crumpton, Brekhus and Weller, 2004; Crumpton, et al 2006a; Crumpton, et al, 2007).

Experience from my drug court research should serve to caution other researchers analyzing suspected hybrids regarding inter-contextual variation. As leaders of source organizations in systems of local governance collaborate to establish organizational forms based on models acquired from other systems of local governance, research or national informational sources, they will establish program goals that respond to challenges specific to their organizational environments. As a result, operational characteristics, roles played by source organizations and performance indicators of drug courts vary substantially from state to state and within states. It is reasonable to expect this pattern of differentiation will appear in the

promulgation of other “standardized” program models or policy initiatives.

Fortunately, the organizational variables built into the analytic framework and exhibited in dimension A: 3 will assist researchers in uncovering and understanding these inter-contextual variations.

(2) Methods to support application of the dimension

The researcher’s search for answers to questions A:3a and A: 3b will be aided by the growing prevalence of websites of suspected hybrid organizations. For instance, the website of Baltimore Development Corporation (BDC Website, 2006), an organization included in Chapter One’s survey of Baltimore area organizations, states, “[w]ith a mission to retain and expand existing employers and attract new ones, we work collaboratively within City government, and with private partners, to deliver services that will help your business grow.” This quotation infers BDC is intended by its source organizations to respond to the challenge of enhancing the City economic profile.

Smaller, less publicly visible or prominent organizations such as drug court programs may not offer this sort of information online. Therefore, as with analytic dimension A: 2 and other dimensions of the framework, the researcher will rely upon interviews with knowledgeable informants associated with the subject organization and its source organizations, review of hardcopy versions of documents such as annual reports, policies and procedures of the organization and review of research performed by other researchers, among such sources of information.

d. Analytic dimension A: 4 – What is the subject organization designed to do in response to challenges in its organizational environment?

(1) Description of the dimension

Although it might appear to the researcher that answering this question will be a relatively simple matter, in practice it may prove to be much more challenging.

Operatives within a subject organization may identify one set of purposes.

Representatives of one of its source organizations may specify another set of purposes.

Representatives of another of its source organizations may identify yet a third set of purposes. “Reality” revealed through researcher observation or review of

administrative artifacts may indicate the subject organization’s purposes include a blend of the three sets of objectives. The organization’s objectives may also involve modified versions of each of the sets of objectives. Objectives flowing from one source organization may have been conditioned by purposes flowing from another source organization.

In responding to the requirements of dimension A: 4, the researcher needs to ask two questions that form sub-dimensions of analysis:

- Question A: 4 a – What was the subject organization originally designed to do to respond to challenges in its organizational environment?
- Question A: 4 b – What does the organization currently do to respond to challenges in its organizational environment?

As with the preceding two dimensions dealing with purposes of suspected hybrid organizations, dimension A: 4 not only considers original intent of organizations under consideration, it also considers how purposes have changed over time. As environmental conditions change, as needs of source organizations change, as leadership of hybrids change and other factors emerge, it is reasonable to expect transformation of organizational purposes.

The value to the researcher of analytic dimension A: 4 and its component sub-dimensions in accumulating evidence can be seen in another example from the survey of Portland urban area organizations, Local Public Safety Coordinating Council of Multnomah County ("LPSCC"). Like other local public safety coordinating councils in Oregon's counties, Multnomah County's LPSCC is mandated by the Oregon Legislature to "coordinate the use of state and local resources to manage local offenders and local, criminal justice policy." (LPSCC, 2006) This direction was provided in 1997 and remains the focus of LPSCC (Oregon Criminal Justice Commission, 2006). Application of this dimension to LPSCC and other organizations with hybrid characteristics assists researchers in understanding their roles and the stability of such roles over time.

Application of dimension A: 4 and the challenges involved can be seen in acquiring evidence for drug court research. Consider the way drug court program purposes may be viewed by two of their typical source organizations: probation departments and alcohol and drug treatment agencies. Similar to other criminal justice system organizations providing resources to support drug court programs, probation

departments view these alternatives to “business as usual” processing of criminal cases as opportunities to ultimately disengage program participants from a set of public services. If drug courts are successful in realizing reductions in recidivism, program graduates will have fewer contacts with criminal justice agencies, including probation departments. On the other hand, alcohol and drug treatment agencies view drug court programs as vehicles to get individuals with chemical dependency problems to become *more* engaged with sets of public services. Surveillance and accountability characteristics of drug courts improve levels of fidelity of adherence to treatment programs for substance addicts. This increases frequencies of contact with addiction treatment services provided by local alcohol and drug treatment agencies. Thus, although probation and substance treatment agencies may have similar operational objectives for drug courts, the researcher will find that outcomes they seek may look much different. Their consequences may also have much different impacts on other public processes such as agency or jurisdictional budgeting. In this example we see that application of dimension A: 4 assists the researcher in understanding the specific jobs subject organizations are designed to perform in their organizational environments.

(2) Methods to support application of the dimension

Despite potential problems encountered by researchers in specifying a suspected hybrid organization’s purpose, if the organization has an informative website, it may be a relatively simple matter to identify its purposes. For instance, in Portland Development Commission’s website researchers will find PDC’s 5 year

business plan. This document details the organization's operational purposes in the areas of housing, job creation and infrastructure revitalization (PDC, 2006).

As with other analytic dimensions, for dimension A:4, if the subject organization does not have an informative website, the researcher must turn to other methods of evidence acquisition. She will again rely upon interviews with knowledgeable informants associated with the organization under consideration and its source organizations, review of hardcopy versions of documents such as annual reports of the subject organization, policies and procedures and review of research performed by other researchers, among such sources of information.

Policies and procedures of the subject organization or other documents such as annual reports or budgets may not clearly delineate purposes of the organization. As a result, the researcher will rely upon interviews with knowledgeable informants for assistance in making this determination. If this is the case, in identifying the perspective of a source organization knowledgeable informant, the researcher should be aware that one agency representative's assessment of the subject organization's purpose may differ from those of representatives from other agencies. As a result, the researcher must triangulate information offered by knowledgeable informants from multiple organizations to build a composite picture that is as complete as practicable. Answers the researcher acquired to the questions included in dimension A: 2 should also provide assistance in constructing a composite picture of subject organization purposes.

2. Analytic Dimension Set B: Source Organization Dependency

a. Analytic dimension B: 1 – To what extent do purposes of the subject organization vary from those of its source organizations?

(1) Description of the dimension

Borys and Jemison (1989) have argued that organizations with hybrid characteristics are intentionally constructed instruments of two or more source organizations. They are designed to directly or indirectly support objectives of their source organizations. In order to respond to challenges in their organizational environments and/or support improved capacities to impact their environments, however, they are also intended to pursue objectives lying beyond those normally pursued by source organizations. Their intended purposes may include objectives that could be pursued within existing organizational structures of source agencies, but are considered more efficiently or effectively pursued by the subject organizations. By understanding the extent to which the purposes of organizations with hybrid characteristics vary from those of their source organizations, researchers can gain better understanding of the extent to which such organizations are independent entities or instruments of existing jurisdictions/agencies.

Application of dimension B: 1 of the contingent analytic framework involves answering two key sub-questions as sub-dimensions of analysis:

- Question B: 1a – What are the primary purposes of each of the subject organization's source organizations?

- Question B: 1b – To what extent do purposes of the organization correspond with or differ from those of its source organizations?

To determine the extent to which purposes of subject organizations diverge from those of source organizations researchers must first acquire evidence that will help them establish the primary purposes of source organizations. This will allow them to determine the extent to which the purposes of the subject organization vary from those of source organizations. By determining the extent to which subject organizations with hybrid characteristics vary from those of their source organizations, researchers will take a step toward determining the extent they occupy independent, stable and consequential, places in their organizational environments.

The value of the sub-dimensions B: 1a and B: 1b can be seen in my application of them to another organization noted in Chapter One: the case of the Baltimore Area Convention and Visitors Association (“BACVA”). Application of these sub-dimensions reveals that BACVA provides a variety of services to market the Baltimore urban area as a convention and tourist destination. To accomplish its objectives, BACVA receives support from a diverse set of public and private organizations ranging from the City of Baltimore to local colleges to neighborhood promotion organizations (BACVA, 2006). The very broad mission of BACVA is such that it does not correspond precisely nor conflict with its source organizations. Through application of dimension B: 1 and its sub-dimensions the researcher is able to clarify that BACVA was created to pursue purposes lying beyond those of its source organizations, but can also be viewed as complementing or supporting them.

Application of analytic dimension B: 1 to the study of drug court programs also demonstrates its value to researchers. The researcher will find evidence that, by choosing to participate in establishment of drug court programs and providing resources for their operation, leaders of criminal justice agencies serving as source organizations often commit to make notable departures from standard agency purposes. Two agencies demonstrate this. District attorney offices and public defender agencies normally pursue highly institutionalized sets of responsibilities and behaviors rooted in law and long experience. District attorneys represent prosecutorial interests of states. Public defenders represent interests of accused offenders before the bar of justice. Their institutionalized postures toward one another are adversarial. Areas of cooperation between them are typically limited and strictly utilitarian. By choosing to participate in drug court programs, leaders of district attorney and public defender agencies turn these institutionalized roles on their heads. They agree that, within the context of drug court programs, they will cooperate to support therapeutic interests of offenders. They relax their institutionalized adversarial roles. They exchange a set of institutionalized roles for a new set. They are willing to cooperate to support therapeutic programs for substance addicted offenders so long as offenders meet demanding programmatic requirements, including frequent judicial hearings. They accept cooperation in drug courts as a trade-off in support of broader imperatives. For district attorneys drug courts are seen as ultimately supporting their objectives to reduce crime and demands on public resources. For public defenders drug courts are means for reducing punishment for their clients and returning them to the realm of free

citizens. Again, in acquiring evidence to answer the questions of dimension B: 1, the researcher will find that application of organizational variables in the analytic framework reveals a story with more depth and nuance than might be uncovered through application of alternative research perspectives. The organizational perspective of the framework demonstrated through application of dimension B: 1 and its sub-dimensions again shows how impacts on policy and program outcomes might be influenced by relatively obscure organizational factors.

(2) Methods to support application of the dimension

Source organizations for organizations with hybrid characteristics in local governance are state and local jurisdictions and agencies. My national research experience indicates that, in most cases, in acquiring evidence to answer the questions posed under dimension B: 2 the researcher will be able to identify purposes of source organizations through study of their websites. Should this approach prove to be inadequate, the researcher can contact assumed knowledgeable informants identified in source organization websites to provide additional clarification. With this information in hand she can compare it with her findings from application of dimensions A: 2 and A: 3 to assess the extent purposes of the subject organization correspond with those of its source organizations.

Examples of use of this approach to evidence acquisition can be seen in the products of my survey of inter-agency criminal justice coordinating bodies in Baltimore County and Multnomah County (Portland urban area). Baltimore County Criminal Justice Coordinating Council and Local Public Safety Coordinating Council

of Multnomah County each include representatives of local prosecutorial agencies – State’s Attorney’s Office for Baltimore County and Multnomah County District Attorney’s Office. (BCCJCC, 2006; LPSCC, 2006) In addressing primary purposes of the agency, the website of Baltimore County State’s Attorney’s Office states:

The mission of the Baltimore County State's Attorney's Office is to prosecute the Felony, Misdemeanor and Juvenile cases occurring in Baltimore County. This includes the screening of cases, presentation for charging, trial preparation and presentation of evidence. It is our goal to be an advocate for the victim and the citizens of Maryland by presenting a professional prosecution. (BCSAO, 2006)

The website of the Multnomah County District Attorney’s Office describes its goal as follows:

... the goal of the District Attorney's office has been consistent: to ensure solid public safety policies and effective use of public resources. In keeping with this goal, the District Attorney's office will continue to initiate policies and programs that protect victims and maintain timely sanctions and consequences for criminal activity. (MCDAO, 2006)

These agency purposes infer substantial coordination with other organizations in local criminal justice systems – courts, law enforcement agencies, correctional agencies, etc. Further review of the prosecutors’ websites reveals ways in which such inter-agency coordination takes place.

Since primary purposes of county criminal justice coordinating agencies involve improving efficiency and effectiveness of coordination among law enforcement agencies, evidence from dimension B:1 supports an assessment that the purposes of the subject organizations correspond with and support secondary objectives of their prosecutor office source organizations. From the perspective of the

organizations under consideration, they are designed to improve inter-organizational coordination sought by prosecutor offices. The organizational perspective of this dimension has presented the researcher with evidence that she may not have otherwise garnered.

b. Analytic dimension B: 2 – What operational resources does the subject organization acquire from each of its source organizations?

(1) Description of the dimension

Analysis of resource dependency and independence is frequently applied by organizational analysts to assess relationships between and among organizations (DiMaggio and Powell; Powell, 1991; Zucker, 1991). One of the challenges involved in assessing the nature of hybrid-like organizations is in determining their resource specificity and organizational boundaries in relation to their source organizations (Williamson, 1991; Menard, 2004). In his discussion of the variety of arrangements that can be made between and among source organizations to create hybrid organizational forms, Menard (2004) has stated they typically include differential investments of resources by source organizations. Differences in resource investment among participating source organizations may result in differences in levels of dependency between suspected hybrids and their source organizations. Differences in levels of resource commitments may also result in differential stakes among source organizations in the success of subject organizations. Conversely, based on Menard's analysis, it may be expected that the less resource dependent a hybrid-like

organization is on a given source organization, the more distinct will be its organizational boundaries.

Analytic dimension B: 2, involving assessment of resource connectedness of subject organizations with source organizations, includes two sub-questions that represent sub-dimensions of analysis:

- Question B: 2a – What resources – staff, facilities, equipment, funding, etc. – are provided by each source organization to the subject organization?
- Question B: 2b – What is the monetary value of resources provided by each source organization to the organization?

If a subject organization is extensively dependent on a source organization for staff and other key operating resources, it may effectively act as an instrument of that source organization. It may also be interpreted by the researcher as possessing less impetus or capacity to act on behalf of source organizations that contribute fewer operating resources. High resource dependency may limit the suspected hybrid's capacity to act independent of its source organizations in its organizational environment. Therefore, the current dimension will prove useful to the researcher in collecting evidence that will help her in identifying potential differential stakes among source organizations in the operation of organizationally complex entities such as organizations that exhibit hybrid characteristics. It will also offer her inferential evidence of hierarchies of accountability that may exist among and between subject organizations and source organizations located in more than one jurisdiction.

An example of how dimension A: 2a can be applied by researchers to acquire interesting evidence can be seen in a case I have researched in the Portland area: the Donald E. Long Home juvenile correctional facility operated by the Multnomah County Department of Community Justice in Portland. Although at first glance it may appear that this juvenile correctional facility is clearly an operating unit within the organizational boundaries of the Department of Community Justice, with its operating resources solely drawn from this source organization, a closer look challenges this assessment. Three notable quality of life services provided by the facility – health care, education, and library services – are provided by organizational units outside the Department of Community Justice. The budgetary value of services provided by organizations other than the Department of Community Justice represent a substantial portion of the total operating requirements of the Donald E. Long Home (Crumpton, 2000). Application of organizational factors represented in this sub-dimension assists in acquiring evidence that results in unanticipated understanding for the researcher. An organization that she may not have anticipated as possessing hybrid characteristics, upon examination through the organizational prism of sub-dimension B: 2, appears to be hybrid-like in interesting ways. This clarification has some potentially noteworthy policy implications. For example, were this researcher-generated information made available to members of the Multnomah County governing body at budget time, as they considered the budgets of the Library and Health Department, these County policy makers would be able to apply enhanced understanding of what funds provided to these departments “buy” on behalf of the County’s taxpayers.

Dimension B: 2 and its sub-dimensions B: 2a and B: 2b concerning identification and valuation of resources made available by source organizations prove to be worthwhile to local governance researchers in at least two ways. First, they assist in recognizing organizations that may not have appeared to possess hybrid organizational characteristics actually do. As in the case of the Long Home in Portland, surprising subtle and potentially important resource linkages to source organizations may appear in subject organizations when these organizational variables are applied. Second, by identifying monetary value of resources provided by source organizations, sub-dimension B: 2b provides analytic perspective that may assist the researcher in understanding potential source organization stakes in and commitments to subject organizations. The questions considered within analytic dimension B: 2 support understanding of variations in dependence and independence between organizations with hybrid characteristics and source organizations.

The potential value of dimension B: 2 can also be seen in its use in drug court research. In my drug court evaluation experience I have found that local probation department and alcohol and drug treatment agency staff members are frequently core resources for operation of these programs. Drug court programs are designed to pursue objectives independent of those of probation and treatment agencies and, within the operating context of drug courts, probation and treatment employees frequently pursue activities diverging from "business as usual" tasks. However, in that probation and treatment workers still report to superiors within their source organizations and are typically funded through regular source organization operating budgets, their

independence to act beyond regular missions of their source organizations should be subject to doubt. Probation agents and treatment caseworkers may be referred to as members of the “drug court team,” but they usually maintain their hierarchical and principal/agent relationships with their source agencies. Thus, once again, through application of analytic dimension B: 2 we can see that organizational variables assist researchers in acquiring evidence that will help in revealing relatively obscure organizational variations that may be consequential for program outcomes.

Considering the value of sub-dimension B: 2b, it makes intuitive good sense that a key metric for assessing source organization resource dependency of the subject is the monetary value of contributed resources. Monetary valuation of resource contributions will allow the researcher to make comparisons among source organizations to assess their relative influence on subject organization operations. Identification of this information will also support the researcher in assessing jurisdictional budgetary impact, and, ultimately, price to the taxpayer for provision of resource support for organizations under consideration.

Again referring to my drug court research experience to demonstrate the value of evidence emerging from application of sub-dimension B: 2b, in the case of a juvenile drug court I found that find one jurisdiction (a county) and one agency (the county health department) provided the bulk of financial resources to support the drug court. In this case the researcher might assume that the major donor (county health department) will expect to have more control over the outcomes and objectives of the subject hybrid organization (drug court) (Crumpton, et al, 2006a). In sub-dimension B:

2b acquisition and application of what may seem to be arcane budgetary evidence can have substantial value to the researcher and, ultimately, to her public policy maker and public manager clients.

(2) Methods to support application of the dimension

Pursuit of evidence that will assist the researcher in answering the questions of dimension B: 2 should be expected to involve a variety of information gathering and analysis approaches. Websites of subject organizations – even the largest entities with hybrid characteristics – should not be expected to yield complete answers to these questions.

An exception to assumed limited value of subject organization websites to provide evidence to answer questions of this analytic dimension again might be Portland Development Commission. The many documents included in PDC's website reveal the organization does not apply resources such as staff, buildings and equipment provided by source organizations in its day-to-day operations. Rather, PDC employs its own staff and owns and operates physical capacity to produce and deliver goods and services. Resources provided by its source organization are entirely financial. Online review of its budget will demonstrate to the researcher that funding PDC receives from source organizations and resultant percentages of its operating requirements (PDC, 2006).

Applying sub-dimension B:2 within the context of evaluation research projects, my experience in answering these questions concerning drug court programs

is probably more typical of what the local governance researcher should expect to encounter in determining extensiveness of resource commitments made by source organizations to subject organizations. In my experience involving over 30 drug court programs in California, Oregon, Maryland, Michigan, Indiana and Minnesota, I have not found a drug court website that provides information sought in this analytic dimension. Neither have I found a drug court operating budget nor other administrative artifact that fully describes resource commitments made by source organizations in support of drug court operations. To discern types and amounts of resources made available by source jurisdictions and agencies, I have found that an approach that includes review of source agency budgets and other administrative documents, and interviews with knowledgeable drug court program and source organization informants is of value.

Describing types of resources provided by source organizations to drug court programs as called for in sub-dimension B: 2a is a tedious, but not difficult matter for the researcher. Identifying financial value as indicated in sub-dimension B: 2b – a more or less objective way of determining source jurisdictional and agency stakes in the organization under consideration – is a different matter. In order to compare financial stakes source organizations have in drug court programs – in terms of amounts “invested” in the programs and their financial benefits – in my research I have applied a methodology called the transactional and institutional cost analysis (“TICA”) approach to cost analysis of organizational complex local public programs (Crumpton, 2004). Among products of this approach to cost analysis is delineation of

the financial value of resources committed by source organizations to subject organizations. Table 3 demonstrates how information that will be applied in answering question B: 2b can be represented. In this case the value of state and local agency resource commitments to the Harford County, Maryland Juvenile Drug Court program

Table 3. Sub-dimension B: 2b findings: comparative financial value of jurisdictional and agency resource commitments to Harford County, Maryland Juvenile Drug Court program.

Jurisdiction	Agency	Value of resource committed to Drug Court	Agency % of total	Jurisdiction % of total
State of Maryland	Circuit Court	\$ 17,465	3.9%	29.5%
	Office of the Public Defender	\$ 5,439	1.2%	
	Dept of Juvenile Services	\$ 37,381	8.3%	
	Dept of Hygiene and Mental Health	\$ 71,793	16.0%	
Harford County Government	State's Attorney's Office	\$ 4,366	1.0%	69.5%
	Health Department	\$ 1,793	16.0%	
	Office of Drug Control Policy	\$ 235,085	52.5%	
Harford County Public Schools	Harford County Public Schools	\$ 4,366	1.0%	1.0%

is shown (Crumpton, et al, 2006a). Although the TICA methodology applied in this analysis supports a quantitative representation of comparative resource commitments made by source organizations to organizations under consideration, evidence upon which the methodology is built is acquired through qualitative methods described in

the preceding paragraph. Application of sub-dimension B: 2b again demonstrates in rather dramatic terms how an organizational perspective can be used to generate evidence and findings that will be useful to researchers and the policy makers and practitioners they advise. Table 3 demonstrates differential inter-jurisdictional and inter-agency stakes in the operation of the subject program. This information will support analyses such as consideration of whether each source organization's financial stakes "fit" the intent of its policy commitment to the program.

c. Analytic dimension B: 3 – To what extent are operating resources acquired from source organizations controlled and transformed by the subject organization?

(1) Description of the dimension

Powell's (1987) assessment of organizations with hybrid characteristics as resource exchange mechanisms mediating between source organizations and organizational environments leads to questions concerning what hybrid-like organizations do with resources provided by source organizations. The extent to which suspected hybrid organizations control and transform resources provided to them by source organizations may provide indications of the extent to which the suspect organizations might be viewed by researchers as organizational actors independent of their source organizations. To illustrate this let us use the example of a suspected hybrid organization that depends on staff members supplied by source organizations. In such a case the researcher should ask to what extent does the subject organization alter job descriptions and supervision of staff members provided by source

organizations. If the job descriptions in question are altered to fit the needs of the suspected hybrid and hybrid managers supervise the affected employees, the subject organization might be interpreted as having transformed this human resource.

Application of dimension B: 3 in the contingent analytic framework involves answering the following two sub-questions:

- Question B: 3a – To what extent are resources provided to the subject organization controlled by it independent of source organizations?
- Question B: 3b – To what extent does the subject organization transform resources provided by source organizations?

One of the purposes of the analytic framework for the local governance researcher is to determine the extent to which organizations with hybrid characteristics possess independence to act vis a vis their source organizations. If by answering these two questions a researcher determines a subject organization transforms resources provided by source organizations to meet its purposes, the subject organization may be viewed as acting to some degree independent of its source organizations.

Consideration of Portland Development Commission demonstrates how application of analytic dimension B: 3 might be of value to researchers. A review of PDC's FY 2007 budget will reveal that it receives approximately \$10 million or about 6% of its \$176 million annual revenue from two source jurisdictions: City of Portland and the Federal government. Federal grant funds, in accordance with grant requirements, are earmarked for housing development and rehabilitation activities.

However, specific project areas and activities, although the grantor must approve them, are determined by PDC. Funds provided by the City of Portland are programmed for a variety of economic development activities determined by PDC (PDC, 2006). Thus, application by the researcher of dimension B: 3 to the case of PDC demonstrates its value: application of this dimension provides the evidence needed to support the researcher's understanding that, although it is somewhat dependent on funding provided by the Federal government and the City of Portland, PDC exercises substantial flexibility in the expenditure of such funds.

Again drawing upon my experience in drug court research, looking at drug courts in terms of analytic dimension B: 3, it can be seen that drug court coordinators are key staff resources for these programs. Drug court coordinators play a variety of roles, but generally serve as lead program administrators. Drug court coordinators are most frequently employees of local courts, funded through state judiciary operating budgets. However, they typically report to judges assigned to drug court programs or to steering committees responsible for drug court program oversight. In these cases wherein drug court coordinators do not have hierarchical relationships with "business as usual" court administration, the researcher may assess that they serve purposes of drug courts rather than regular court administrations. In other words, they represent resources provided by source organizations transformed to meet purposes of the subject organizations rather than those of source organizations. Yet this assessment is complicated by the likelihood researchers will also find that coordinators are paid by business as usual superior courts, circuit courts, district courts or other judicial

operating units. Their pay grades generally represent those of business as usual position classifications. They often have reporting relationships with business as usual court administrators. Again, application of the perspective of organizational analysis represented in analytic dimension B: 3 reveals potentially consequential organizational subtleties.

(2) Methods to support application of the dimension

Questions B: 3a and B: 3b of dimension B: 3 represent additional steps in determining the existence and permeability of organizational boundaries between suspected hybrid organizations and their source organizations. To this end the researcher will seek evidence to determine how far subject organizations may be allowed to operate as administrative/operational entities independent of control by their source organizations.

Acquiring information that may assist the researcher in answering these questions will be one of the more difficult challenges she will face in application of the analytic framework. Evidence supporting answers to these questions will most likely be inferential. The researcher will be challenged to interpret administrative artifacts, information found on organizational websites and interviews with knowledgeable informants who work for subject organizations and their source organizations.

Application of dimension B: 3 to an example from Chapter One's survey, Maryland Zoo in Baltimore, may be used as an example regarding challenges

associated with acquiring evidence for this analytic dimension. In a preliminary search for this information I found that the Zoo is a private non-profit entity largely supported by the State of Maryland and Baltimore City. By visiting the Zoo's website, including a review of the organization's annual report, the researcher will find much concerning its operating characteristics (Maryland Zoo, 2007). Although information acquired from the website infers that the Zoo substantially transforms financial resources provided by the State and City, the researcher will not be able to confirm such without making contact with knowledgeable informants who may be able to provide more detailed administrative artifacts and offer first-person confirmation and interpretation.

My experience in drug court research also confirms that pursuit of evidence to answer questions B: 3a and B: 3b can be a complex and confusing endeavor, often resulting in ambiguous pictures to report. Acquisition of adequate information to fully report the nature of resource exchanges between the subject drug court program and source organizations may require interviews with representatives of all source organizations. Differential resource exchange effects among source organizations may be discovered. For example, assistant district attorneys and assistant public defenders working within drug court programs may report their work activities are substantially transformed within the context of drug court as compared to their "business as usual" work routine in local criminal justice systems. However, probation officers may report the nature of their work related to drug court participants is little altered from their work with non-drug court probationers.

3. Analytic Dimension Set C: Organizational Environment Independence

a. Analytic dimension C: 1 – To what extent is the subject organization free to determine its purposes independent of its source organizations?

(1) Description of the dimension

As they consider the nature of organizations with hybrid characteristics, Borys and Jemison (1989) and Williamson (1991) pay particular attention to delineation of organizational boundaries and governance structures between subject organizations and their source organizations. According to Borys and Jemison (1989), where authority of source organizations end and that of suspected hybrid organizations begins will not only influence purposes of subject organizations. It will also impact capacity of subject organizations to act independent of their organizational parents.

The extent to which an organization with hybrid characteristics is free to act independent of its source organizations to establish goals, policies and procedures, strategic plans, and indicators of performance, may offer evidence to the researcher of how distinct a subject organization is from its source organizations. It may also provide evidence of how free the organization is to act in and upon its organizational environment. To assist the researcher in collecting evidence that will help her in determining this, analytic dimension C: 1 includes the following sub-questions as sub-dimensions of analysis:

- Question C: 1a – To what extent has the subject organization established goals, policies, rules, and procedures independent of its source organizations?

- Question C: 1b – To what extent must the organization demonstrate effectiveness and efficiency of its performance to its source organizations?

Questions C: 1a and C: 1b go to the core of how and why the study of organizations with hybrid characteristics should be of interest to local governance researchers. Organizations exhibiting hybrid characteristics are creations of existing public jurisdictions and agencies and receive operating resources from them. But to what extent are suspected hybrid organizations instruments or creatures of source organizations? How far have they traveled down the road to establishing themselves as what Selznick (1984) would consider to be institutionalized entities, with identities and connections to their organizational environments independent of their source organizations? Evidence acquired by researchers to answer the two questions included in dimension C: 1 will assist them in finding answers to these broader questions. Based on their analysis of this evidence, if researchers determine that subject organizations act independently of source organizations to establish goals, policies, rules, and procedures, they might assess that the subject organizations possess identities independent of their organizational parents.

Assistance provided by answers to the questions included in analytic dimension C: 1 can be seen in its application to the case of Baltimore Development Corporation noted in Chapter One's survey of Baltimore area organizations. I found that BDC is a not-for-profit corporation contracted by the City of Baltimore to support a variety of economic development-related activities in the City. It receives funding from the City, State of Maryland and Federal government – jurisdictions that may be

designated as source organizations. In pursuit of its programmatic activities, BDC has demonstrated substantial independence in establishing goals, policies, administrative procedures, etc. It has also exercised independence in determining its success in accomplishing operational objectives. An exception to this flexibility and independence can be seen in the organization's connection to funding from the City. In that BDC receives annual operating funding from the City, it might be viewed as accountable to the City's Mayor and City Council (BDC 2006 Annual Report, 2006; Baltimore City Budget, 2006). Thus, acquisition of this evidence through application of analytic dimension C: 1 proves to be of value to the researcher in assessing the extent of BDC's operating independence from its source organizations.

To further demonstrate the usefulness of analytic dimension C: 1, consider the application of sub-dimension C: 1a. to my work in drug court program research. I have found that frequently planning committees made up of individuals who may or may not represent interests of source organizations are involved in writing drug court program goals, policies and procedures. In so doing they do not always consult with the hierarchical leadership of their source organizations. In such cases drug court programs might be assessed as possessing identities somewhat independent of their source organizations. In other cases drug court programs are "babies" of entrepreneurial judges whom, while sitting in their regular "business as usual" bench assignments, determine that their jurisdictions need what the drug court approach has to offer. They establish drug court programs, write, or direct writing of, program

goals, policies and procedures. In these situations the researcher might assess that the underlying independence of subject drug court programs is more questionable.

Assume that, based on evidence collected through application of sub-dimension C: 1b, a researcher finds that a subject organization is responsible for defining and measuring its effectiveness and efficiency independent of its source organizations. She might then assess that the organization is more independent of its source organizations than organizations which are not free to assess their effectiveness and efficiency independent of their source jurisdictions and agencies. Drug court programs are interesting candidates for application of this concept. In my research I have found that drug court steering committees and administrative leaders demonstrate substantial independence in determining indicators of successful program operation and monitoring success according to such indicators. For instance, program leaders frequently focus on rate of program graduation and post-program recidivism as process and outcome indicators of programmatic success. Program leaders make adjustments in program operations to improve rates of success in terms of these dimensions. I have also found, however, that source organizations also look at these indicators of programmatic success in determining whether to continue, expand or contract levels of resources provided to support drug court programs. This review frequently takes place in settings such as state budget hearings. Thus, application of analytic dimension C:1 provides evidence that will assist researchers in sorting through such complex issues of subject organization independence/dependence in relation to their source organizations.

(2) Methods to support application of the dimension

Similar to analytic dimensions that I previously discussed in this chapter, evidence to support answers to the questions included in dimension C: 1 may be found on websites of large organizations with hybrid characteristics, such as Portland Development Commission. These websites may include a great deal of information regarding their goals, policies, rules, and procedures. PDC's website makes it clear the governing body of the organization is free to establish policies, rules, procedures and indicators of efficiency and effectiveness that support goals established by the Portland City Charter and the City's executive and legislative leadership (PDC. 2006b). More frequently, however, the researcher should expect that such information will not be so easily accessible.

Unable to acquire all needed information from a subject organization's website, before she can respond to the questions of this dimension, the researcher will likely have to collect information through the following alternative means:

- Review organizational strategic plans, policies, rules and procedures;
- Interview knowledgeable informants representing the hybrid organization and its source organizations; and
- Observe organizational operations.

b. Analytic dimension C: 2 – To what extent is the subject organization's governance independent of its source organizations?

(1) Description of the dimension

This dimension of analysis is closely related to the preceding dimension.

Whereas dimension C: 1 is concerned with policies, rules, procedures and so forth that provide direction for acts of governance, in acquiring evidence to answer the questions included in the current dimension the researcher seeks to discern how these forms of direction are translated into organizational action. Dimension C: 2 is concerned with whether the organization under consideration possesses administrative capacity to act on its own behalf independent of its source organizations.

Application of this dimension involves asking five interrelated sub-questions:

- Question C: 2a – Is the subject organization's top administrator an employee of one of the source organizations?
- Question C: 2b – To what extent is the organization free to hire and supervise its employees independent of its source organizations?
- Question C: 2c – To what extent is it free to enter into contractual relationships independent of its source organizations?
- Question C: 2d – To what extent is it free to create its operating budget independent of source organizations?
- Question C: 2e – Is the budget of the subject organization included in the budget of one or more of its source organizations?

Questions included in this dimension deal with core issues of organizational analysis. In seeking evidence to assist in answering these questions researchers will assess to what extent organizations with hybrid characteristics function as distinct administrative entities.

In seeking evidence for dimension C: 2a, the researcher should possess a going-in understanding that the importance of the top administrator to the life of an organization is a commonplace assumption in an organizational world. Reflecting this assessment, in his description of the top manager's job, Mintzberg (1973) identified 10 major roles. Among these are: organizational symbol; internal organization leader; external liaison with other organizations; organizational resource allocator; and lead change agent. An organization's top administrator plays a central role in determining organizational ends and establishing means of accomplishing them. As a result, it is reasonable to assert that identification of evidence of whether a subject organization's top administrator is a source organization employee should be one of the objectives of dimension C: 2. If the researcher can confirm the employment status of the top administrator of the subject organization it will help her in determining the source of operational intentionality for the organization under analysis: the subject organization or one of its source organizations.

Consider application of sub-dimension C: 2a concerning the organizational affiliation of the top administrator in drug court research. As the researcher seeks evidence of whether the top administrator of a drug court program is an employee of the subject organization or one of its source organizations, she must first determine

who should be considered the top administrator. Is it the drug court judge? The judge frequently makes key decisions and provides leadership for the drug court. The judge is an employee of a local court, most frequently funded by a state court system. Should the drug court coordinator be designated top administrator? The coordinator provides critical coordination among inter-agency resources applied in drug court programs. The coordinator may be an employee of the drug court program or one of its source organizations. The challenge the researcher faces in identifying the top administrator of a drug court and his or her employment affiliation is symptomatic of the analytic challenges faced in study of organizational forms defined by hybrid organization characteristics. Ambiguity will be the analytic product that results from much of the evidence that is collected. Fortunately, sub-dimension C: 2a provides an analytic platform to acquire evidence to answer a question that may have serious implications.

In considering application of dimension C: 2b, the researcher should have another going-in understanding: that staffs of organizations with hybrid characteristics are usually their most important resources. As a result, the researcher will be concerned with collecting evidence regarding the extent to which subject organizations are free to hire and direct activities of staff members. The resultant answer to question C: 2b will stand as another key indicator of the capacity of subject organizations to act independent of their source organizations. It also will serve as an indicator of where subject organizations might be viewed as standing on a conceptual continuum of institutionalization. The extent to which they are free to manage staff

resources might indicate whether they should be considered as organizational entities independent of their source organizations.

Considering drug courts in terms of sub-dimension C: 2b, my experience indicates that researchers will find that most drug court program staff members are hired by and serve as employees of source organizations. As a result, in responding to this sub-dimension, researchers will find evidence that drug courts generally demonstrate little administrative independence from source organizations.

In pursuing evidence for sub-dimension C: 2c, the researcher should remember that organizational environments are defined, to varying degrees, by formal relationships among organizations – relationships frequently involving contractual arrangements. The number and types of extra-organizational contractual relationships that organizations form will color the way they do their work. Therefore, acquiring evidence to determine whether organizations with hybrid characteristics are free to enter into contractual relations with other organizations will support the researcher's assessment of their operating independence from source organizations.

Based on my research experience, I have found that the drug court serves as an interesting testing ground for application of sub-dimension C: 2c. Many of the services drug courts provide – urine testing and analysis, outpatient and inpatient substance abuse treatment, employment counseling and placement, among others – are provided through contractual arrangements with private for-profit and not-for-profit organizations and other public entities. In some cases drug court programs themselves

contract directly with service providers. In other cases one or more of drug courts' source organizations contract with service providers. In acquiring evidence for sub-dimension C: 2c the researcher will find that the extent a drug court program is free to execute contracts for services on its own will support an assessment of whether it operates independent of its source organizations.

In acquiring evidence to respond to dimension C: 2d, the researcher will find that an organization that exhibits characteristics of hybrid organization may or may not have its own governing body. A subject organization that does not have a policy development and governance oversight body such as a board of directors may still have a group that significantly influences organizational operations. The "steering committee" is an example. A potential indicator to the researcher of whether a suspected hybrid organization is able to act independent of its source organizations may be the number of members of the organization's governing body or operations oversight committee appointed by source organizations, and/or are employees of source organizations. If power to appoint members of policy development/governance oversight leadership of a hybrid resides within the structure of the suspected hybrid, the researcher might assume that the organization has gained some capacity to act independent of its source organizations.

My experience with drug courts provides an example of the type of evidence that will be collected for dimension C: 2d and the implications of such. Drug courts rarely have boards of directors. Sometimes they have steering committees, which may or may not include individuals appointed by source organizations. They typically have

“drug court teams” made up of representatives of source organizations. The drug court team generally deals with individual case issues rather than broader issues related to program governance. Therefore, application of sub-dimension C: 2d to drug courts may offer evidence to researchers that will lead them to conclude that drug courts do not have governing bodies made up of individuals independent of source organizations. This finding may also indicate notable limits to the operational independence of drug courts from their source organizations.

Another indicator of independence of an organization with hybrid characteristics from its source organizations is whether it independently produces an operating budget. Application of dimension C: 2e requires that the researcher acquire evidence to make this determination. Since an operating budget is one of the most important expressions of policy development and application for any organization (Pfeiffer and Moore, 1980), whether a subject organization possesses capacity to establish a budget management system and produce a periodic operating budget may be viewed as emblematic of its operational independence from source organizations. Similar to the capacity to appoint policy development/organizational oversight leadership, a suspected hybrid’s capacity to develop an operating budget independent of its source organizations may demonstrate its progress toward institutionalization.

Consideration of drug courts in terms of budget development independence leads to interesting findings. My research experience indicates that, in applying sub-dimension C: 2e to drug courts, researchers will find evidence that they rarely produce

what may be considered in the world of public budgeting as “formal” budgets.¹⁴ If they produce budgets independent of their source organizations, these documents tend to be relatively informal affairs that do not reflect generally recognized standards for public budgeting. Typically they are not subject to public hearings or governing body approval. Frequently they are responses to requirements of inter-governmental grants upon which drug court programs have historically depended. They may also reflect funds made available from operating budgets of source organizations. They tend not to include some of the most significant resources upon which drug court programs depend – staff, for instance – that are allocated in source organization budgets. Viewed according to these findings resulting from evidence produced by application of sub-dimension C: 2e, drug courts will demonstrate to researchers little independence from their source organizations.

Researchers may find evidence, however, that drug court programs under consideration are formally represented in operating budgets of their source organizations. Although this evidence may indicate little independence from source organizations, the budgeting arrangements may demonstrate that drug courts are charged with durable and important policy roles that warrant these budgetary commitments. Thus, application of sub-dimension C: 2e assists researchers in revealing subtle and complex budgetary relationships between suspected hybrid organizations and their source organizations.

¹⁴ My representations regarding budget systems is a product of having developed and managed several local public organization budget systems and taught public budgeting to MPA students.

Application of the sub-dimensions of dimension C: 2 in inter-contextual study will assist researchers in understanding variation found among organizations possessing hybrid characteristics. For instance, in considering evidence regarding one of the organizations from Chapter One's survey of Portland urban area organizations, the researcher will find that, in terms of each of the first four sub-dimensions considered, Portland Development Commission exhibits a great deal of independence from its most significant source organization, the City of Portland. Its governing body hires the organization's top administrator, who serves as an employee of PDC rather than the City. The agency has an independent human resources operation, with personnel policies and procedures applying only to PDC employees. PDC enters into many types of contractual arrangements and develops an operating budget independent of the City. This picture of PDC's independence is tempered by the fact that membership of the PDC governing body, the Board of Commissioners, is ratified by Portland City Commission and is responsible to the Mayor of Portland. Although PDC relies upon funding delineated in the City's operating budget (PDC, 2006; City of Portland, 2006) – a consideration that may be interpreted as inferring lack of independence – a long-established financial commitment on the part of the City provides support for PDC's stable and durable position in its organizational environment.

In contrast to the substantial operating independence found in PDC, in application of dimension C: 2 the researcher will find evidence of much less administrative independence exhibited by the Baltimore County Criminal Justice

Coordinating Council, an organization included in Chapter One's survey of Baltimore urban area organizations. Although BCCJCC deals with substantial policy and operational issues associated with Baltimore County's local criminal justice system that involve numerous jurisdictions and agencies, it possesses no administrative capacity outside of the organizational structure of Baltimore County Government. It has no permanent staff, much less a top administrator. Since it has no staff, BCCJCC is not involved in hiring and supervising employees. It has no inter-organizational contractual relationships. It has no internal operational budget. BCCJCC receives no budgetary support from its source organizations (Baltimore County, 2006). This lack of administrative independence may be interpreted by the researcher as an indication this hybrid organization is not a significant "player" in its organizational environment. This assessment, however, might be qualified when the researcher notes that the Council is comprised of senior representatives of all key organizations in the local criminal justice system.

Thus, application of the analytic framework's organizational prism as represented by dimension C: 2 and sub-dimensions C: 2a, C: 2b, C: 2c, C: 2d and C: 2e supports an interesting inter-contextual comparison between PDC and BCCJCC. Analyses based upon existing explanations of organizational complexity could not support the textural richness found in this comparison driven by organizational factors.

(2) Methods to support application of the dimension

When answered, the five questions included in analytic dimension C: 2 provide indications of the extent to which a suspected hybrid organization may operate

independent of its source organizations. Yet acquiring evidence that will support answering these questions should prove to be among the least demanding challenges the researcher faces in application of the analytic framework. Answers to the first four questions can most likely be acquired through interviews with one or more knowledgeable informants associated with the subject organization. The fifth question will be answered through one or more of the following methods:

- Interviews with one or more knowledgeable informants associated with the organization under consideration.
- Interviews with one or more knowledgeable informants associated with source organizations. Individuals interviewed may include source organization top administrators, financial officers, and business managers.
- Review of source organization operating budgets.

My experience in evaluating the Harford County, Maryland Juvenile Drug Court supports this assessment of methods that will lead to evidence that supports formulation of answers for the questions included in analytic dimension C: 2. In this case information was acquired through an interview with the coordinator of the program, an interview with the manager of the County's Office of Drug Control Policy (a source organization), a review of the Office of Drug Control Policy operating budget, and a review of Harford County Government Operating Budget.

c. Analytic dimension C: 3 – To what extent does the subject organization generate resources independent of its source organizations?

(1) Description of the dimension

Another indicator of the capacity of organizations with hybrid characteristics to operate in their organizational environments independent of source organizations involves their ability to generate resources – primarily financial resources – independent of source organizations. In local public economies sources of financial wherewithal for the operation of suspected hybrids include intergovernmental grants, fees for services, tax receipts, and fines, among other sources. Analytic dimension C: 3 is designed to support acquisition of evidence of a suspected hybrid organization's capacity to generate financial resources independent of its source organizations.

The following sub-questions included in dimension C: 3 should be asked by the researcher:

- Question C: 3a – To what extent is the subject organization free of source organization control to solicit/procure intergovernmental grants or other funding arrangements?
- Question C: 3b – To what extent is the organization free of source organization control to charge fees for services, or otherwise demand payment for services that it provides?

Evidence acquired by the researcher to answer these questions will assist her in determining whether a suspected hybrid organization possesses legal and operational

substance and independence. In local governance, if an entity exhibiting hybrid organization demonstrates that it possesses financial wherewithal, it might be viewed as an entity of consequence. Demonstration of this financial consequentiality may also be viewed as another indication of the extent to which an organization with hybrid characteristics has established a durable position in its organizational environment.

To demonstrate the value of this dimension, consider application of dimension C: 3 to Portland Development Commission. PDC presents a mixed picture of capacity to independently acquire operational wherewithal in its organizational environment. The researcher's review of its operating budget will reveal that the organization is not free to acquire inter-governmental grants independent of its source organizations. Rather, PDC receives federal grant funds that pass through the City of Portland. (PDC, 2006) The agency, however, exercises substantial independence in acquiring revenue through other means. For instance, in reviewing the agency's budget the researcher will find that it receives approximately \$17 million or 10% of its current operating revenue through loan repayment, property rental, and property sales (PDC, 2006). Thus, evidence concerning PDC's funding arrangements acquired through application of dimension C: 3 demonstrates the dimension's value. In the case of PDC, through the evidence it requires the researcher to collect to answer questions C: 3a and C: 3b, application of dimension C: 3 shows that, while the agency exhibits substantial capacity to generate revenue independent of its source organizations, it is also notably dependent on its most significant source organization, the City of Portland.

Applying dimension C: 3 to the empirical focus of the study, drug courts, we see that over the two decades of their existence, these programs have depended heavily upon inter-governmental grants to support their operations. The Federal government has provided the majority of these grants (Nolan, 2001). In recent years, as the Federal government has reduced funding for drug courts and the number of drug courts competing for grant funds has increased, states have enhanced their financial support for drug courts through inter-governmental transfers. Drug courts have been active in pursuing Federal and state inter-governmental grants with little interference from source organizations. Sometimes drug court programs have directly received these funds and applied them to their operational requirements. More frequently, however, funds are received and administered by drug court source organizations. Therefore, the evidence concerning drug courts required to answer question C: 3a indicates that, although the picture regarding these programs is somewhat mixed, it ultimately reveals little significant revenue generating independence.

In terms of the evidence that the researcher will acquire to answer question C: 3b, she will find that most drug courts charge program participants fees to offset operating costs. Fees may be set amounts charged for all participants for all services provided, or they may be charged on a pay-as-you-go basis for services consumed. Most frequently fees collected by drug courts are retained by the programs rather than passed on to one or more of their source organizations (NADCP, 2006). Therefore, in terms of this sub-dimension, the evidence will indicate to the researcher that drug courts exhibit limited independence from their source organizations.

In the application of dimension C: 3 we see that, once again, consideration of what may seem to be evidence concerning arcane organizational factors proves to have value to the researcher in assessing the consequentiality of organizations with hybrid characteristics. The evidence produced through application of this dimension will assist the researcher in producing findings that will be useful to her policy maker and public administrator clients as they consider the operating implications of programs with hybrid organization characteristics.

(2) Methods to support application of the dimension

As demonstrated by my drug court research experience, the evidence that will be most useful to the researcher in answering questions C: 3a and C: 3b will be acquired through reviews of subject organization and source organization budgets, comprehensive annual financial reports and other administrative artifacts that include financial information. It is likely the researcher will also have to rely upon acquisition of information in interviews with knowledgeable informants associated with the organization under consideration and its source organizations. These informants may include top organizational administrators, business managers, financial managers or analysts and agency or jurisdictional auditors.

d. Analytic dimension C: 4 – To what extent are institutional sanctions involved in determination of the subject organization’s characteristics?

(1) Description of the dimension

The preceding dimensions of the contingent analytic framework might be viewed as cumulatively assisting researchers in determining the extent to which

organizations with hybrid characteristics stand as entities in their organizational environments independent of source organizations. An emerging picture of substance and consequentiality independent of source organizations may demonstrate that these organizations possess institution-like characteristics. In the eleventh and final dimension of the analytic framework the researcher will seek evidence to support consideration of another impetus for organizationally complex entities to be considered as durable and consequential fixtures in their organizational environments: whether and to what extent they have received some form of formal legal sanction to exist and act from one or more of their source organizations. Receipt of formal/legal sanction from one or more superordinate organizations with which subject organizations are linked provides what Scott (2001) has described as institutional legitimacy. Evidence of legal sanction acquired in application of dimension C: 4 will demonstrate that the suspected hybrid organization possesses formal legitimacy in its environment. As Scott has stated,

. . . Organizations require more than material resources and technical information if they are to survive and thrive in their social environments. They also need social acceptability and credibility . . . Sociologists employ the concept of legitimacy to refer to these conditions. Suchman . . . provides a helpful definition of this central concept: "*Legitimacy* is a generalized perception or assumption that the actions of an entity are desirable, proper, or appropriate within some socially constructed system of norms, values, beliefs, and definitions" . . . The socially constructed systems to which Suchman refers are, of course, institutional frameworks . . .

. . . [F]rom an institutional perspective, legitimacy is not a commodity to be possessed or exchanged but a condition reflecting perceived consonance with relevant rules and laws, normative support, or alignment with cultural-cognitive frameworks. Moreover, unlike material resources or technical information, legitimacy is not an input to be combined or transformed to produce some new and different output, but a symbolic value to be displayed in a manner such that it is visible to outsiders . . . (pp. 58-59)

If, through acquisition of evidence for dimension C: 4, a researcher discovers that an organization with hybrid characteristics has received formal sanction by one or more of its source organizations, she might assess that the subject will be more stable and sustainable than if it had received no such sanction. In local governance, if a subject hybrid-like organization has been established and/or empowered by a source jurisdiction through ordinance, charter, statute, or other legal instrument, the organization might be viewed as possessing privileged standing in its organizational environment. If suspected hybrids are recognized through other formal expressions of jurisdictional policy such as strategic plans or operating budgets, they may also be viewed by researchers as possessing potential for legal and functional durability in systems of local governance.

To acquire evidence that will help the researcher consider the extent to which a subject organization has been formally sanctioned by one or more of its source organizations, dimension C: 4 includes the following sub-questions:

- Question C: 4a – Which, if any, source organizations have sanctioned the subject organization through law, policy, budget or other authoritative form?
- Question C: 4b – What instrument or instruments – law, policy, administrative rule, budget or other authoritative form – have been utilized by one or more source organization to provide this sanction?
- Question C: 4c – Does the sanction take the form of establishing the organization, detailing its authority, and/or providing it resources?

Based on the arguments of organization theory sources cited in Chapter Three, provision of formal sanction for a suspected hybrid organization by one or more of its source organizations should be viewed as demonstration of commitment to its existence. The organization is recognized as more than an ad hoc, transitory arrangement of convenience. In local governance, if county, city, and/or state governing bodies approve ordinances, statutes, charters, or budgets authorizing formation of or otherwise empowering an organization that exhibits hybrid characteristics, it may be viewed by the researcher as having received policy support from its source jurisdiction(s).

The form that source organization sanctions take in forming or empowering hybrid-like entities offers additional evidence regarding the substantiveness of source organization commitment to their operation. The researcher will acquire evidence for sub-dimension C: 4b to assist in determining the form that superordinate organization sanctions for hybrid-like organizations take. If evidence is found that an organization with hybrid characteristics is the product of an informal arrangement between agency heads it will most likely be considered of less consequence and durability than an organization that has been formed and/or empowered through legislative action of a jurisdictional governing body.

To demonstrate how analytic dimension C: 4 and sub-dimensions C: 4a, C: 4b and C: 4c will be of value to the local governance researcher, consider a comparison between two organizations from Chapter One's survey of suspected hybrid organizations in the Baltimore urban area: Baltimore Development Corporation

("BDC") and Baltimore City Public School System ("BCPSS"). BDC is a 501 (c) (3) not-for-profit organization operating under contract with Baltimore City. It provides economic development services to the City and assistance to private developers. In addition to its status as contractual agent for the City, BDC is referenced in and receives funding from the City's annual operating and capital budgets. However, the researcher will find that BDC has not received authoritative sanction through the City's most important organic instruments – the *Charter of the City of Baltimore* and *Code of Public Laws of the City of Baltimore* (Baltimore Charter, 2006; Baltimore Code, 2006). Yet the researcher will also find that BDC's contractual and budgetary status, reinforced by the fact that four members of its Board of Directors are key Baltimore City administrators, appear to provide it with notable sanction for operation in its organizational environment. Even with BDC's contractual and budgetary sanction, the researcher will most likely assess that the gloss of this sanction is somewhat dulled by lack of "permanent" status evidenced through representation in the City's organic instruments of constitution.

Application of dimension C: 4 to BCPSS reveals that it is a uniquely constituted entity, formed under a special act of the Maryland legislature. Under provisions of state law BCPSS operates subject to joint jurisdiction of the State of Maryland and Baltimore City. It is governed by a Board of School Commissioners appointed by the Governor and the Mayor (BCPSS History, 2006). BCPSS possesses no taxation powers – it is funded through a combination of budget allocations from the State and City (BCPSS Budget, 2006). According to the terms of the model of hybrid

organization in local governance, the researcher will assess that BCPSS possesses hybrid characteristics, with the State of Maryland and Baltimore City serving as its primary source organizations.

The researcher will also find evidence that, although BCPSS does not possess sanction from the State of Maryland to operate as an independent taxing entity in the landscape of local governance, it possesses extensive legal sanction under State statute. BCPSS in its current reconstituted form was established under state legislative action. The substantiveness of BCPSS's sanction is also evidenced in its privileged positions in State and City operating budgets. These substantive forms of source organization sanction are qualified somewhat by control exercised by the Governor and Mayor through their power of appointment of members of the BCPSS governing body. This evidence will most likely indicate to the researcher that this power of appointment limits the School System's capacity to act as an independent organizational agent.

The application of dimension C: 4 in the comparison of BDC and BCPSS demonstrates that the issue of superordinate organizational sanction is a complicated affair. This dimension focuses attention on evidence that will assist researchers in sorting through commonplace assumptions (school districts are independent local taxing jurisdictions) and assessing the variety of forms of superordinate institutional sanction can take and their consequences. Thus, application of organizational considerations in dimension C: 4 proves to be revelatory in ways that analysis based on existing explanations of local governance organizational complexity would not.

Application of dimension C: 4 to drug courts provides another indication of its value to researchers seeking evidence concerning the institutional status of hybrid-like organizations in their organizational environments. The evidence that researchers collect for this dimension concerning the extent to which drug courts have received formal authorization from source jurisdictions reveals a picture of increasing superordinate organization support. Recently drug court programs have received increasing levels of formal sanction, particularly from state governments. Over the past five years 37 states, the District of Columbia, Guam and Puerto Rico have authorized and delineated roles for drug court programs through legislative action (Cooper, 2006). Another recent trend related to source organization sanction of drug court programs can be seen in states such as Indiana and Maryland where state agencies have been established to support drug courts on a statewide basis. These agencies provide policy direction, training and other forms of support for individual local programs (Indiana Courts, 2006; Maryland Judiciary; 2006). In Maryland the Drug Treatment Court Commission has been granted authority by the Maryland General Assembly to provide operating support for local programs through its annual operating budget (Maryland Budget, 2006). These indications of state sanction will lead the researcher to an assessment that drug courts have moved from recognition as local initiatives of program entrepreneurs to status as expressions of state policy. This finding provides a clear indication of the robustness of the analytic framework.

Application of an organizational perspective in dimension C: 4 supports demonstration

of the extent to which hybrid-like organizations have assumed stable and consequential roles in their organizational environments.

(2) Methods to support application of the dimension

The search for evidence to answer questions C: 4a, C: 4b and C: 4c of dimension C: 4 requires that the researcher utilize multiple techniques. These include the following:

- Search of subject organization websites. This will be useful for large, financially well-heeled organizations such as Portland Development Commission (PDC, 2006).
- Search of source organization websites. Review of the Maryland Drug Court Commission website will offer evidence to the researcher of sanction for local drug court programs provided by the Maryland Judiciary.
- Interviews with knowledgeable informants associated with subject organizations and their source organizations.
- Review of strategic plans, policies, annual reports and similar subject organization administrative artifacts.
- Internet and hardcopy searches of jurisdictional constitutions, statutes, charters, ordinances and other such compilations of state and local law. For instance, an online review of Indiana legislative documents will produce evidence of legislative sanction for local drug court programs.

- Internet and hardcopy searches of agency administrative artifacts such as policies and rules.
- Internet and hardcopy searches of source jurisdictional and agency operating budgets.

D. Summary of the analytic framework

The proposed analytic framework is designed to be a practical tool. It is intended to assist the local governance researcher in acquiring evidence that will support analysis of organizations suspected of possessing the characteristics included in the model of hybrid organization in local governance that I introduced in Chapter Three. The dimensions of analysis that comprise the framework translate the model into a practical research tool. The questions that the framework includes and the methods that support its application in empirical settings are informed by a combination of my experience as public administrator and researcher, and by research performed by others that is relevant to understanding “hybrid organization.” In the interest of making the analytic framework a practical research tool, on the following pages I have presented it in table form. In this form the analytic framework is represented as it may be applied in a research program involving a particular suspected hybrid organization operating in a specified organizational environment of local governance. The table includes the following information:

- Column I: Dimension Set. This column includes the three sets of dimensions considered earlier in this chapter:

- Set A: Identity and Purpose;
- Set B: Source Organization Dependency; and
- Set C: Organizational Environment Independence .
- Column II: Dimension. This column includes eleven analytic dimensions.
- Column III: Sub-dimensions. These are detailed questions that support the researcher in addressing each analytic dimension.
- Column IV: Information acquisition methodology. This column lists methods of most value to the researcher in acquiring evidence needed to answer each question that represents a sub-dimension.
- Column V: Contribution to analytic framework: In this column contributions of analytic dimensions to the evidence-building purposes of the analytic framework are summarized.

E. Assessment of the analytic framework as an evidence-building approach to local governance organizational complexity research

The analytic framework proposed in this study is intended to support researchers of organizational complexity in local governance by “[specifying] . . . variables of interest and . . . expected relationships among them.” (Hedrick, Bickman, and Rog, 1993, p. 19) It includes a set of applied descriptive research questions designed to accumulate evidence regarding entities that exhibit characteristics of hybrid organization in specific organizational environments located within systems of

Table 4. Analytic Framework for the Study of Hybrid Organization in Local Governance.

Column I Dimension Set	Column II Dimension	Column III Sub-dimensions	Column IV Information acquisition method	Column V Contribution to analytic framework
A. Identity and Purpose	1. Identify the organization	<ul style="list-style-type: none"> a. Organization's name b. Organizational environment of the organization c. Hybrid characteristics exhibited by subject organization 	<ul style="list-style-type: none"> • Review websites of large jurisdictions within the study area • Conduct web browser searches for organizational environments that are of greatest interest • Consult with an informant with one of the largest potential source organizations 	<ul style="list-style-type: none"> • Confirms that the organization under consideration possesses hybrid characteristics • Supports understanding of the subject organization's place in its organizational environment
	2. Organization's source organizations	<ul style="list-style-type: none"> a. Subject organization's source organizations at its founding b. Organization's current source organizations 	<ul style="list-style-type: none"> • Review website of the subject organization • Interviews with knowledgeable informants associated with the subject organization and its source organizations • Review hardcopy versions of documents such as annual reports, policies and procedures of the subject organization • Review research performed by other researchers 	Assists in building understanding regarding the relationship between the subject organization and its source organizations

Table 4. Analytic Framework for the Study of Hybrid Organization in Local Governance (continued).

Column I Dimension Set	Column II Dimension	Column III Sub-dimensions	Column IV Information acquisition method	Column V Contribution to analytic framework
	<p>3. Challenges in the organizational environment to which the organization is designed to respond</p>	<p>a. Original organizational environment challenges to which the subject organization was designed to respond b. Current organizational environment challenges to which the organization responds</p>	<ul style="list-style-type: none"> • Review of the website of the subject organization • Interviews with knowledgeable informants associated with the organization and its source organizations • Review of hardcopy versions of documents such as annual reports, policies and procedures of the subject organization • Review research performed by other researchers 	<p>Supports understanding of the relationship between the subject organization and its organizational environment</p>
<p>A. Identity and Purpose (continued)</p>	<p>4. What the organization is designed to do in response to challenges in the organizational environment</p>	<p>a. What the subject organization was originally designed to do to respond to challenges in its organizational environment b. What the organization currently does to respond to challenges in its organizational environment</p>	<ul style="list-style-type: none"> • Review of the website of the subject organization • Interviews with knowledgeable informants associated with the organization and its source organizations • Review hardcopy versions of documents such as annual reports, policies and procedures of the organization • Review of research performed by other researchers • Answers to dimension A: 2 questions should provide assistance in constructing a composite picture of the subject organization's purposes 	<p>Assists in understanding the mediating role of the subject organization between its source organizations and its organizational environment</p>

Table 4. Analytic Framework for the Study of Hybrid Organization in Local Governance (continued).

Column I Dimension Set	Column II Dimension	Column III Sub-dimensions	Column IV Information acquisition method	Column V Contribution to analytic framework
	<p>1. Correspondence between subject organization's purposes and source organization purposes</p>	<p>a. Primary purposes of each of the subject organization's source organizations b. Extent purposes of the subject organization correspond with or differ from those of its source organizations</p>	<ul style="list-style-type: none"> • Review source organization websites • Interview source organization knowledgeable informants • Compare this information to findings from dimensions ii and iii to assess extent purposes of the subject organization correspond with those of its source organizations • These agency purposes infer substantial coordination with other agencies in their organizational environments 	<ul style="list-style-type: none"> • Supports understanding regarding extent the purposes of the subject organization varies from those of its source organizations • Assists determination of independent status of the subject organization in its organizational environment
<p>B. Source Organization Dependency</p>	<p>2. Resources provided to the organization from source organizations</p>	<p>a. Resources – staff, facilities, equipment, funding, etc – provided by each source organization to the subject organization b. Monetary value of the resources provided by each source organization to the subject organization</p>	<ul style="list-style-type: none"> • Review source organization websites • Review of source agency budgets and other administrative documents • Interviews with knowledgeable subject organization and source organization informants • Apply cost analysis methods such as the transactional and institutional cost analysis ("TICA") approach 	<p>Supports understanding regarding the comparative stakes of source organizations in operation of the subject organization</p>
	<p>3. Subject organization's control over resources provided by source organizations</p>	<p>a. Extent resources provided to the subject organization are controlled by it independent of the control of source organizations b. Extent the subject organization transforms resources provided by source organizations</p>	<ul style="list-style-type: none"> • Evidence will most likely be inferential • Interpret administrative artifacts, information found on organizational websites and interviews with knowledgeable informants from subject organizations and their source organizations 	<p>Another supportive step in understanding independence of the subject organization from its source organizations</p>

Table 4. Analytic Framework for the Study of Hybrid Organization in Local Governance (continued).

Column I Dimension Set	Column II Dimension	Column III Sub-dimensions	Column IV Information acquisition method	Column V Contribution to analytic framework
C. Organizational Environment Independence	1. Subject organization freedom to determine its purposes independent of its source organizations	a. Extend the subject organization has established goals, policies, rules, and procedures independent of its source organizations b. Extend the organization must demonstrate the effectiveness and efficiency of its performance to its source organizations	<ul style="list-style-type: none"> • Review subject organization and source organization websites • Review organizational strategic plans, policies, rules and procedures • Interview knowledgeable informants representing the subject organization and its source organizations • Observe organizational operations 	Supports understanding of the extent of the subject organization's independence of action in its organizational environment
	2. Subject organization governance structure independence from its source organizations	a. Determine if subject organization's top administrator is an source organization employee b. Extend the organization is free to hire and supervise its employees independent of its source organizations c. Extend the organization is free to enter into contractual relationships independent of its source organizations d. Extend the organization is free to create its operating budget independent of source organizations e. Determine if organization's budget is included in a source organization budget	<ul style="list-style-type: none"> • Interviews with subject organization knowledgeable informants • Interviews with source organization knowledgeable informants • Review of source organization operating budgets 	Delineation of governance structures of the subject organization and its source organizations contributes to understanding organizational boundaries and the subject organization's inferred independence from its source organizations

Table 4. Analytic Framework for the Study of Hybrid Organization in Local Governance (continued).

Column I Dimension Set	Column II Dimension	Column III Sub-dimensions	Column IV Information acquisition method	Column V Contribution to analytic framework
	3. Generation of subject organization resources independent of source organizations	<p>a. Extend the subject organization is free of source organization control to solicit/procure intergovernmental grants or other funding arrangements</p> <p>b. Extend the organization is free of source organization control to charge fees or otherwise demand payment for the services that it provides</p>	<ul style="list-style-type: none"> • Interviews with subject organization knowledgeable informants • Interviews with source organization knowledgeable informants 	<p>Adds to the contribution of dimension C: 1.</p>
C. Organizational Environment Independence (continued)	4. Institutional sanctions for subject organization provided by source organizations	<p>a. Confirm source organization sanctions for the subject organization through law, policy, budget or other authoritative form</p> <p>b. Instrument(s) used by source organizations to establish and/or empower the organization</p> <p>c. Confirm if source organization sanction establishes or details subject organization authority, and/or provides resources to it</p>	<ul style="list-style-type: none"> • Search of subject organization website • Interviews with subject organization knowledgeable informants • Interviews with source organization knowledgeable informants • Review of subject organization strategic plans, policies, annual reports and similar administrative artifacts • Internet and hardcopy searches of jurisdictional constitutions, statutes, charters, ordinances and other such compilations of state and local law • Internet and hardcopy searches of agency administrative artifacts such as policies and rules • Internet and hardcopy searches of source jurisdictional and agency operating budgets 	<p>Contributes to understanding the extent the subject organization's place in its organizational environment is institutionalized</p>

local governance. It will serve as an applied research tool that supports iterative accumulation of evidence assisting researchers in understanding the nature of hybrid organization in local governance. Once understanding regarding an organization with hybrid characteristics within a given setting is established, the analytic framework will also serve as a research model for comparative analysis among organization types and contexts (Hedrick, Bickman and Rog, 1993).

I have argued that application of a conceptual prism based on the idea of hybrid organization will improve the level of understanding of organizational complexity in local governance. In its operationalization of the characteristics included in the model of hybrid organization into organizational variables, the analytic framework's three sets of analytic dimensions will assist researchers in acquiring evidence through empirical examination of organizational complexity in local governance. The researcher will have a new tool with which to consider organizations suspected of possessing hybrid characteristics in relation to their source organizations and organizational environments. Evidence building supported by the framework will help clarify similarities and differences in purpose and resource acquisition/utilization between suspected hybrids and source organizations. The three sets of analytic dimensions will also assist researchers in assessing the potential of organizations with hybrid characteristics for stability and durability that may indicate the extent of their institutionalization in their organizational environments. All of these areas of understanding regarding organizational complexity will be new to local governance research. The depth of research-supported understanding that the analytic framework

will generate goes substantially beyond that revealed through research perspectives based on existing explanations of local governance organizational complexity.

To demonstrate the empirical value of the analytic framework to researchers it should be “taken on test drive.” In the following chapter I will do this.

Chapter Five

Test Application of the Hybrid Organization Analytic Framework in

Local Governance: Local Drug Court Programs

A. Chapter overview

Thus far in this study, I have drawn from my experience and the existing body of relevant literature to argue for a more complete conceptual framework for understanding organizational complexity in local governance. I introduced a practice-based model of hybrid organization in local governance as a candidate conceptual response to this need. As a product of a literature review of organizational theory, I revised the model to create a practice-based and theory-supported model of hybrid organization in local governance. To make it of empirical value to practitioners and researchers, I suggested that the model should be transformed into a practical research tool. In the last chapter I did this. At the end of the last chapter I further suggested that, to demonstrate the potential usefulness of the analytic framework for research concerning hybrid organization in local governance, it should be taken on an empirical “test run.” This is the intent of the current chapter.

I consider this test of the analytic framework presented in Chapter Four to be “controlled.” I consider it to be a controlled test because: it involves an organizational form with which I have become intimately familiar through my research experience – drug court programs; and I apply the analytic framework as a secondary analysis of research that I have previously performed in three settings in Indiana and Maryland.

After I complete the “test run” application of the analytic framework, I will assess its success and implications.

B. Description of the analytic framework empirical test

1. What will be tested?

This controlled test of the analytic framework should be viewed as a preliminary demonstration of the value of the analytic framework. In testing the contingent analytic framework I place it at risk in two basic ways:

- Its capacity to assist the researcher in collecting evidence that will support her assessment of organizations suspected of possessing hybrid characteristics is challenged.
- Its ability to contribute to understanding local governance organizational complexity in ways that respond to deficiencies identified in Chapter Three is also challenged.

The ways that the framework is placed at risk in the test can be translated into three more specific objectives for the test:

- To make a determination of the usefulness of the analytic framework in research concerning organizational forms in local governance exhibiting what I have described as hybrid organizational characteristics.
- To provide confirmation of assertions made in earlier chapters regarding the value of applying organizational factors in research concerning organizationally complex forms of local public goods and services production and delivery.

- To explore the extent to which hybrid organizational characteristics appear in drug court programs selected for analysis through application of analytic dimensions designed to examine such characteristics.

To accomplish these objectives I used the analytic framework described in Chapter Four in an analysis of three drug court programs. The three drug court programs are located in Maryland and Indiana. They are organizations for which program evaluations have been performed in the recent past – evaluations in which I served as principal investigator or project director. To apply the hybrid organization characteristics analytic framework, I performed a secondary analysis of process, outcome, and cost information resulting from the individual drug court program evaluations. This involved no new data collection from the subject programs or contact with human subjects. Confidential information was not accessed or used in any way. All information used is currently part of public records.

2. Why drug court programs and the multiple case study approach?

In designing this test of the analytic framework I faced two initial questions regarding selection of ways to conduct it:

- How can the test be made adequate as a preliminary demonstration of the analytic framework?
- What empirical method best fits the test of the analytic framework?

In response to the first question I made a choice to apply the analytic framework in personally familiar settings that I considered to exhibit characteristics of

hybrid organization. In response to the second question, I selected a design that involves study of multiple cases exhibiting the organizational type chosen for the test.

Since 2000 I have been involved in national evaluation research concerning drug court programs. Through investigations of over 30 drug courts in six states I have developed intimate inter-contextual familiarity with the characteristics of these alternatives to “business as usual” processing of court cases. As a product of this experience, I possess extensive empirically based understanding of the drug court program model.

Drug courts have become ubiquitous components of local criminal justice and substance abuse treatment organizational environments in the United States. With over 1,200 drug court programs in operation, at least one such program can be found in virtually every American urban area (American University, 2006). As I have discussed earlier in this study, drug courts exhibit characteristics of the model of hybrid organization. Therefore they appear to be sound candidates for a test application of the analytic framework.

The research strategy chosen for this test of the analytic framework involves case study of multiple organizations suspected of possessing hybrid organization characteristics. As will be discussed below, this approach is particularly useful for an exploratory and concept building/confirmation research program.

The case study method has been widely and effectively used to consider research questions involving organizations. Classic works by Allison (1971)

concerning the Cuban missile crisis, Kaufman's (1960) consideration of the U.S. Forest Service, and Selznick's (1980) examination of the Tennessee Valley Authority immediately come to mind. Examples of other organizational studies utilizing the case study method include: Gross, Giacquinta and Bernstein's study of an innovative program in a classroom setting (Yin, 2004); Kelling and Coles's consideration of programmatic changes in the New York City Police Department (Yin, 2004); Messinger's (1955) work concerning transformation of goals of an interest group; Myers and Kanter's (1992) consideration of a large bank corporation's adjustment to market conditions; Nelkin's examination of implementation of a methadone program (Yin, 2004); Perrow's (1963) study of administration of a hospital; and Sykes's (1971) consideration of a maximum security prison. It is worth noting that these applications of the case study approach in organizational settings have involved a wide range of perspectives applied to organizations varying substantially in terms of purpose, size and complexity. Anderson, et al (2005), Mintzberg (1970, 1973a, 1973b) and Schein (1985, 1993) provide reinforcement for the argument that the case study approach is particularly useful for examination of complex organizational settings.

Yin (2003) has persuasively asserted the value of multiple case study designs. As perhaps the most widely recognized proponent of the case study approach, he has also argued for the exploratory and explanation-building/confirmatory value of multiple cases. He suggests the research design logic behind use of multiple cases should be viewed as that of replication – based on an assumption of similar or supportive results emerging from all cases included in the study (Yin, 2003). In the

case of the current test, the usefulness of components of the analytic framework will be subject to replication among the three cases.

Although Eisenhardt and Graeber (2007) diverge somewhat from Yin in assessing the value of cross-case study research designs for explanation building and confirmation, they generally offer support for the approach's use to this end. As they state:

. . . while single-case studies can richly describe the existence of a phenomenon . . . multiple case studies provide a stronger base for theory building . . . [T]he theory is better grounded, more accurate, and more generalizable (all else being equal) when it is based on multiple case experiments. Multiple cases enable comparisons that clarify whether an emergent finding is simply idiosyncratic to a single case or consistently replicated by several cases . . . Multiple cases also create robust theory because the propositions are more deeply grounded in varied empirical evidence. Constructs and relationships are more precisely delineated because it is easier to determine accurate definitions and appropriate levels of construct abstraction from multiple cases. (p. 27)

Eisenhardt and Graeber (2007) further argue, "multiple cases are likely to result in better theory . . ." (p 27) As a result, in the current test of a practice-based and theory-supported analytic framework, I chose to examine three drug court programs.

Evaluation research in which I have been involved regarding individual drug court programs was chosen as the source material for a test of the analytic framework. Program evaluations performed according to recognized standards of social research (Rossi, Lipsey and Freeman, 2004) encompass characteristics of sound case study practice described by Yin (2003) and Eisenhardt (1989). Therefore, use of multiple drug court evaluations support research objectives described by Eisenhardt and Graebner (2007) for theory confirmation through multiple case studies. Copies of the

evaluation research reports used to support this test of the analytic framework can be found at npcresearch.com.

C. Introduction to drug courts

The drug court is a model of alternative adjudication that emerged in Miami in 1989. Drug courts are designed to provide intensive programs of judicial supervision, case management, substance abuse and other forms of treatment and life skill development (employment counseling, education, domestic relations counseling, etc) for individuals with criminal careers driven by substance dependency. Variations of this model have been applied in juvenile justice and dependency system settings (Nolan, 2001).

Since drug courts are relatively new, the body of literature dealing with them is small. This literature, however, is vibrant, growing, and represents a variety of analytic perspectives. Over the past decade drug courts have been examined from the following perspectives: therapeutic (Nolan, 2001); judicial (Hora, 2002); social work (Tyuse and Linhorst, 2005), public policy (Goldkamp, 2003; Harrell, 2003; Galloway and Drapela, 2006; Shaffer, 2006); intergovernmental relations (Cooper, 2006); juvenile justice (Sloan and Smykla, 2003; Crumpton, et al, 2006a) and, cost consequences (Crumpton, Brekhus and Weller, 2004a, 2004b; Carey, et al, 2006). Of particular interest to this study, drug courts have *not* been considered from the perspective of organizational analysis or as examples of complex organizational forms in local governance.

Drug court programs have become deeply embedded in the landscape of American local governance. A substantial list of local and state agencies participate in their operation: district attorney offices (usually county agencies); public defender offices (county or state agencies); alcohol and drug treatment agencies (usually county agencies); municipal, superior, district and circuit courts (city, county or state agencies); probation departments (county or state agencies); juvenile services agencies (county or state agencies); mental health agencies (county or state agencies); sheriff offices (county agencies); family services agencies (county or state agencies); corrections agencies (county or state agencies); school districts (city or county agencies, or limited purpose local governments) and, employment services agencies (county or state agencies). Although drug courts typically utilize a nationally promoted model of structure and programming, as will be seen in the test of the analytic framework, they exhibit notable variation among and within states. For instance, the mixture of agency participants varies from program to program. Mixes and extent of resources committed by contributing organizations varies greatly. Roles played by agencies participating in drug court programs also vary among local settings (Nolan, 2001; Cooper, 2006; Carey, et al, 2006; Crumpton, Brekhus, and Weller, 2004; Crumpton, Brekhus, and Weller, 2004, Crumpton, et al, 2006a).

Drug court programs generally pursue activities closely related to, but not explicitly included among, official purposes of their source organizations. They are established to pursue programming that diverges from that of their source organizations. Drug court programmatic elements are established as responses to

challenges in operating environments of source agencies. Challenges for which drug courts are designed to respond are typically described in terms of characteristics of program participants – substance addiction and criminal recidivism top the list of these. Drug court purposes have also been tied to descriptions of local public service system operating problems. Jails and court dockets overcrowded with individuals whose root problems are related to substance addiction are frequently included in problem descriptions. Purposes of drug courts tend to be mixtures of variations of those of their source organizations (Carey, et al, 2006; Crumpton, Brekhus, and Weller, 2004; Crumpton, Brekhus, and Weller, 2004, Crumpton, et al, 2006a).

Drug courts clearly demonstrate dimensions of local governance organizational complexity of interest in this study. They reflect the majority of characteristics included in the model of hybrid organization. Drug court programs represent complex blends of purposes, structural characteristics, and resources of their source organizations. They exhibit levels of dependence upon and independence from source organizations that vary on situational and contextual bases. Drug courts frequently represent complex interrelationships among public, for-profit private and not-for-profit private organizations. Organizational contributors and purposes of drug courts involve multiple public service environments of local governance – education, community treatment, law enforcement, corrections, and juvenile justice. Drug courts receive mixtures of institutional sanctions from state statutes, local ordinances and varieties of administrative authorization. Drug courts frequently involve complex transformations of purposes and resources of source organizations. For instance, assistant district

attorneys and assistant public defenders assigned to work with drug court programs typically relax institutionalized adversarial roles in support of therapeutic needs of drug court program participants (Carey, et al, 2006; Crumpton, Brekhus, and Weller, 2004; Crumpton, Brekhus, and Weller, 2004, Crumpton, et al, 2006a).

Drug courts are interesting subjects for consideration of institutionalization of new organizational forms. Within systems of local governance across the United States, they have emerged as fixtures in local criminal justice, treatment, and juvenile justice organizational environments. In that they possess varying degrees of dependence upon and independence from source organizations, however, they challenge institutionalization analysis. They do important jobs in local criminal justice systems that have in recent years received increasing authoritative sanction, particularly by state legislatures. However, they are heavily dependent upon state and local agencies for financial, staffing, and other forms of direct operational support.

In terms of the focus of this study, drug courts demonstrate hybrid organization characteristics identified by Powell, Borys and Jemison, and Williamson – characteristics which are also represented in the model of hybrid organization summarized on pages 109 and 110 in Chapter Three. They represent blends of purposes, structures and resources of two or more organizations. They are responses to challenges in organizational environments. They also may be viewed as opportunities for source organizations to respond to environmental challenges more efficiently and effectively than could be done through pre-existing structures and methods of operation.

It appears, therefore, that drug courts represent excellent empirical settings for testing the conceptual model and analytic framework presented in this study.

D. Methodological issues

1. Why were the particular drug court programs selected for analysis?

Drug court programs I chose for consideration in this test application of the analytic framework are located in Baltimore City, Maryland, Harford County, Maryland, and Vanderburgh County, Indiana. Why these programs were selected is discussed in the following paragraphs.

Over the past seven years I have been involved in and written concerning drug court evaluation projects in California, Oregon, Maryland, Indiana, Michigan and Minnesota (Crumpton, D., Worcel, S. and Finigan M., 2003; Crumpton, D., Carey, S.M. and Finigan, M., 2005, Carey, et al, 2006). This research has been conducted in locales ranging from among the most complex urban settings in the United States (Central Los Angeles, Baltimore) to rural communities (Barry County, Michigan) and a variety of environments in between. As a result, I have a large inventory of experience and empirical data to draw upon to identify candidate cases for application of the hybrid organizational characteristic analytic framework.

What criteria should be used in selecting cases to use for a test of my proposed analytic framework? In selecting cases I used criteria recognized as making a multiple case study research design useful in terms of intensity of theory testing and prospective generalizability (Eisenhardt, 1989; Yin, 2003). I have taken into

consideration intensity of theory testing and generalization both for drug court programs and organizations with hybrid organization characteristics in local governance as a whole. Criteria I considered in making case selections include the following:

a. Manageability

Given time and financial resource challenges, I felt a constraint to limit cases selected to a small number of familiar programs. Two of the three cases (Harford County and Vanderburgh County) involve relatively small community and organizational settings. The third case (Baltimore City) is in a large city setting and is a particularly familiar one to me. In that I directed studies of all cases selected and was actively involved in assessment of their processes, outcomes and cost consequences, I am familiar with their operating characteristics. Based on my broad knowledge of drug court programs, I was able to determine that three cases would be an adequate number to allow for at least limited contextual and operating variation and support conceptual testing. As will be seen in my discussion of the test, the cases selected possess organizational complexity and variation adequate for challenging components of the framework.

b. Location and community characteristics variation

In selecting cases to use in this test of the analytic framework, I considered that location, general community characteristics, economic, cultural, social and historic variation would contribute to the generalizable value of the test. As a result, the community settings for the programs tested: are located in industrial Midwest and

Mid-Atlantic states; represent large central city (Baltimore City), medium size central city (Evansville/Vanderburgh County), and suburban community (Bel Air/Harford County) settings; and demonstrate demographic variation.

c. Organizational characteristics variation

The cases I selected include structural differences in terms of elements of organizational design, resource provision, and service delivery. Variation among the cases in terms of jurisdictional and agency responsibility for service provision is in evidence. Drug courts are rich entities for consideration of concepts associated with hybrid organizational forms because they exhibit interesting variation from state to state and within states regarding such matters as jurisdictional and agency roles and sources of revenue.

d. Service population variation

Service population characteristics of the cases selected vary in notable ways. Two cases (Baltimore City and Vanderburgh County) involve adult populations, while one (Harford County) deals with juveniles. Populations served range from almost entirely White (Harford County) to almost entirely African-American (Baltimore City). Criminality and substance abuse careers of populations served in the selected cases vary in terms of duration and intensity.

2. Methods used in the original research concerning the subject cases

To test the analytic framework I used information derived from program evaluations. The evaluations included process, outcomes and cost analysis

components. Each evaluation followed a quasi-experimental research design, with experience of drug court participants (experimental group) compared with that of a similar group (control or comparison group) that had been subjected to “business as usual” criminal justice and substance abuse treatment system processing. Methods used by the research teams in the original program evaluations were developed and applied according to high standards of evaluation research (Rossi, Lipsey and Freeman, 2003; Crumpton, et al, 2006a; Crumpton, et al, 2007; Wietz, et al, 2007).

Process analysis components of the evaluations included:

- Observations of court sessions and program team meetings;
- Interviews with key informants such as judges and program staff members;
- Program participant interviews and focus groups; and
- Review of administrative documents such as program policies and participant handbooks.

Outcome analyses applied to the subject cases primarily involved consideration of criminal justice system and substance abuse treatment outcomes. As a result, outcome analysis methodology of necessity was supported by collaboration with a variety of state and local agencies to gain access to databases that include juvenile and adult criminal justice and treatment experiences of program participants and sample comparison groups. Outcome variables considered in data collection and analysis included:

- Time spent in juvenile justice system placements;

- Time spent on juvenile probation;
- Number of juvenile offenses;
- Number of treatment episodes;
- Time spent in treatment;
- Level (intensity) of treatment;
- Time spent on adult probation and parole;
- Number of adult arrests;
- Time spent in prison; and
- Time spent in jail.

No individual level data from the three evaluations was accessed or used in the current study. As a result, issues of confidentiality are not involved.

Cost analysis methodology used in the evaluations was based on my Transactional and Institutional Cost Analysis approach (Crumpton, 2004; Crumpton, Carey, and Finigan, 2004). The cost analyses were built on information developed during process and outcome analyses to determine costs to taxpayers associated with treatment and juvenile and adult criminal justice system experiences of program participants and comparison groups. Cost data and analysis produced included cost per person for key program and “business as usual” transactions. Source organization costs per program and “business as usual” transaction and total cost per person were also identified. The cost methodology and its products correspond with the interest of

the current study related to the implications of organizational complexity in the production and delivery of local public goods and services.

The original evaluation research relied upon was subjected to institutional review boards at Portland State University and in Maryland and Indiana state agencies. Although for the current study I obtained Portland State University's IRB review and approval, individual level data involving human subjects concerns has not been used.

3. Secondary analysis methodology

Methods I used for the secondary analysis of the three original program evaluations were simple and straightforward. Each of the questions included in the analytic dimensions of the analytic framework were answered through a review of original evaluation findings.

In applying the analytic framework through a secondary analysis of the three original program evaluations, I sought to enhance the original material through use of additional original research. Primarily through use of electronic sources of information, I acquired and analyzed materials such as state legislation and state and local budgets to more fully flesh out responses to questions asked within the framework's analytic dimensions.

4. Approach to discussing analysis of the analytic framework application

In support of the analysis and discussion presented, I applied all of the dimensions of the analytic framework to each of the cases. The reader will note that, in the interest of improving readability, I have shortened the titles of dimensions and sub-

dimensions presented in Chapter Four. In representing results of the test, rather than present analytic dimension findings case-by-case, I determined that it would be more useful to offer results dimension by dimension. This responds to Yin's (2003) suggestion of the replication logic of the multiple case study research design. In this way variation and similarity among cases is more easily and clearly addressed. Potential usefulness of each dimension is also more fully and efficiently considered through this approach.

E. Findings from and analysis of a test application of the analytic framework to three drug court programs

My sources of evidence regarding the cases to which the dimensions of the analytic framework are applied are program evaluations of drug court programs in Indiana and Maryland. As Senior Cost Analyst and Director, NPC-East for the firm of NPC Research of Portland, Oregon I served in lead roles in each of the evaluation projects. The programs evaluated are: Baltimore City Adult Drug Treatment Court, Baltimore, Maryland; Harford County Juvenile Drug Court, Bel Air, Maryland; and Vanderburgh County Day Reporting Drug Court, Evansville, Indiana.

In the Addendum that follows the study complete analytic framework results for one case, Harford County Juvenile Drug Court, have been represented. Complete results for only one case is shown because a table including all three programs would extend for tens of pages. Such would be difficult to read and add little to the intent of the presentation. The results for the Harford County program appear in a transformed table version of the analytic framework table introduced at the end of Chapter Four. I

have modified it to include information on each analytic dimension for the case represented. The information appearing in the table directly supports the following discussion.

1. Analytic Dimension Set A: Identity and Purpose

The first set of dimensions of the analytic framework deals with identifying the subject organizations and describing their purposes in their organizational environments. This set of analytic dimensions and sub-dimensions is designed to assist the researcher in acquiring evidence that will help her sort out the identity of organizations with hybrid characteristics in relation to their organizational environments. This identity specification will also assist in focusing on subject organization relationships with their source organizations.

a. Analytic dimension A: 1 – identify the subject organization

The beginning point in application of the analytic framework involves determining if an organization under consideration includes characteristics that have been identified as being “hybrid” in this study. Underlying criteria considered in assessing whether an organization demonstrates hybrid characteristics involve purpose and resource exchange-based linkages to two or more organizations. Organizations possessing hybrid characteristics are formed to act within organizational environments in ways their source organizations do not or cannot as efficiently or effectively. The preliminary, confirmatory nature of dimension A: 1 assists the researcher in acquiring evidence that will help her develop understanding of subject organizations according

to these terms. Dimension A: 1 includes three rudimentary sub-questions serving as sub-dimensions:

- Question A: 1a – What is the subject organization’s name?
- Question A: 1b – In what organizational environment is the organization located?
- Question A: 1c – What is the preliminary assessment of characteristics that makes it a hybrid-like organization?

(1) Findings for analytic dimension A: 1 – identify the subject organization

(a) Sub-dimension A: 1a – Subject organization’s name

Names of programs frequently not only indicate their function, but also provide at least limited evidence regarding their hybrid nature. In this test of the framework the names of the programs under consideration – Baltimore City Adult Drug Treatment Court, Harford County Juvenile Drug Court, and, Vanderburgh County Day Reporting Drug Court – are names that obviously reflect roles of the programs in substance abuse intervention. By linking substance abuse, treatment and supervision to *courts*, the names stand as evidence that support the researcher’s going-in interpretation of inter-organizational linkages – case supervision and treatment organizations linked to judicial organizations and processes.

(b) Sub-dimension A: 1b – Subject organization’s organizational environment

Drug court programs considered in this test of the analytic framework are supported by source organizations drawn from local criminal justice and alcohol and drug treatment organizational environments of their local public service production

and delivery systems. As a result, the organizational environments in which they operate and to which they should be designated in this test are the "local criminal justice" and "local substance abuse treatment" organizational environments. These designations are not unambiguous. Since administration of law enforcement, adjudication, and incarceration and supervision of criminal offenders on the local level is organized and functions much differently for adults and juveniles, the local criminal justice systems could be described as "local adult criminal justice" and "local juvenile justice" organizational environments. However, source organizations that comprise these subdivisions overlap so extensively that, in the interest of descriptive simplicity in this test, I chose to view this broad area of local public service as one organizational environment.

Regarding identification of local substance abuse treatment organizational environments as systems of interest in this analysis, researchers should note that knowledgeable students of local governance will immediately recognize that these areas of local public service are usually components of broader local public health organizational environments. Local public health systems include numerous areas of responsibility and exhibit notable specialization and organizational compartmentalization. Given these factors, as well as the nature of their relationships with the local criminal justice systems, I deemed it reasonable in this test to designate local substance abuse treatment systems as organizational environments unto themselves.

(c) Sub-dimension A: 1c – Preliminary assessment of hybrid characteristics

Among the reasons I chose drug court programs for the test of the analytic framework is that they consistently exhibit hybrid characteristics. The programs selected for this test offer substantial evidence of this tendency. All of them have relationships with multiple source organizations. They were established as responses by their source organizations to challenges in their organizational environments. They receive resources drawn from multiple source organizations. Through operation of their programmatic components, they transform resources drawn from source organizations to accomplish programmatic purposes. As can be seen in Table 5 on the next page, each of the subject programs demonstrates each of these hybrid characteristics.

(2) Assessment of findings for analytic dimension A: 1 – identify the subject organization

For researchers unfamiliar with the program type or the cases considered, application of this dimension has obvious value in acquiring evidence to support initiation of analysis of organizational characteristics of the subject programs. Application of the analytic dimension offers early grounding for the researcher concerning purposes, structures and resource exchange characteristics of subject organizational forms within the context of their organizational environments. This analytic dimension offers an early indication of the evidence-building value of the

Table 5. Results of the application of analytic dimension A: 1 – identify the subject organization, to the subject cases.

Column I Dimension Set	Column II Dimension	Column III Sub- dimensions	Column IV Analytic Dimension Findings		
			Baltimore City	Harford County	Vanderburgh County
A. Identity and purpose	1. Identify the organization	a. The organization's name	Baltimore City Adult Drug Court	Harford County Juvenile Drug Court	Vanderburgh County Day Reporting Drug Court
		b. The organization's organizational environment	<ul style="list-style-type: none"> • Local criminal justice • Local substance abuse treatment 		
		c. Characteristics that make the subject organization hybrid-like	<ul style="list-style-type: none"> • Multiple source organizations • Responses by source organizations to environmental challenges • Multiple source organizations • Responses by source organizations to environmental challenges 		

organizational perspective of the analytic framework to program and policy analysis of initiatives such as the drug court strategy.

b. Analytic dimension A: 2 – the organization's source organizations

Organizations possessing hybrid characteristics, to varying degrees, blend goals, structures and resources of two or more organizations. As a result, evidence acquired concerning identification of their source organizations provides the researcher with important going-in support for identifying what organizations with hybrid characteristics do, how they are structured and what resources are required for their operation.

Application of this analytic dimension involves answering two sub-questions that represent sub-dimensions:

- Question A: 2a – What are the organizations that participated in founding the subject organization?
- Question A: 2b – What organizations currently support operation of the organization?

(1) Findings for analytic dimension A: 2 – the organization’s source organizations

The organizations that support the subject drug courts considered in this analysis rather dramatically demonstrate organizational mixing found in organizations that exhibit hybrid characteristics in this study. All three cases include complex linkages between state and local jurisdictions. They each include at least five state or local agencies as source organizations. Identification of this organization mixing provides a preview of issues that will be further considered as evidence accumulates in application of the analytic framework. These issues include comparative resource commitments among source organizations and extent to which subject programs serve as policy instruments of organizational benefactors.

As demonstrated in Table 6, application of this analytic dimension to the subject cases reveals mixes of state and local agencies. The mixes of state and local agencies include a variety of functional interests: prosecution, defense, judicial, education, corrections and treatment.

Table 6. Results of the application of analytic dimension A: 2 – the organization's source organizations, to the subject cases.

Column I Dimension Set	Column II Dimension	Column III Sub- dimensions	Column IV Analytic Dimension Findings		
			Baltimore City	Harford County	Vanderburgh County
A. Identity and purpose	2. Subject organization's source organizations	a. Source organizations at the subject organization's founding	<ul style="list-style-type: none"> • Baltimore City Circuit Court • Baltimore City State's Attorney • MD Office of Public Defender • Baltimore City Health Dept • MD Division of Parole & Probation 	<ul style="list-style-type: none"> • Harford Co Circuit Court • Harford Co State's Attorney • MD Office of Public Defender • MD Dept of Juvenile Services • Harford Co Health Dept • Harford Co Office of Drug Control Policy • Harford Co Public Schools 	<ul style="list-style-type: none"> • Vanderburgh Co Superior Court • Vanderburgh Co Prosecutor • Vanderburgh Co Public Defenders Agency • Vanderburgh Co Sheriff's Office • Vanderburgh Co Probation Dept • Indiana Family & Social Services Administration
		b. Organization's current source organizations	Unchanged from founding		

Application of dimension A: 2 also provides interesting evidence of jurisdictional/agency source organization differences between the juvenile and adult programs and between the Maryland and Indiana cases. Evidence that different jurisdictions may be responsible for a given functional area in different settings is also revealed in application of this dimension. For instance, in the Indiana case public defender services and offender supervision are the responsibility of a local

jurisdiction. In the Maryland cases these services are the responsibility of the State. This difference in jurisdictional responsibility may indicate differences in hierarchical relationships and patterns of oversight and control. It might also indicate to the researcher that there could be differences in policy emphasis, resource commitments, level of professionalism, and other factors among the cases considered in the test. Results emerging from application of sub-dimensions A: 2a and A: 2b demonstrate how source organizations of each program have remained unchanged from the programs' establishment to time of the evaluations. This might indicate that the levels of jurisdictional and agency policy and resource commitment have resulted in stable and durable roles for the subject programs in their organizational environments.

(2) Assessment of findings for analytic dimension A: 2 – the organization's source organizations

Application of this dimension reveals evidence in a straightforward way to the researcher of jurisdictional and agency organizational connections to the programs under consideration. In the current multiple case study, application of the dimension also offers preliminary demonstration of inter-contextual differences in the way drug court programs operate.

In Table 6 the State of Maryland has an apparent substantial stake in the operation of the Harford County program. This contrasts with application of the dimension to Vanderburgh County wherein the State of Indiana apparently has less of a stake in the subject program. In the Vanderburgh County case all source agencies are units of County government. However, the State of Indiana has a much greater

commitment to the subject program than would first appear. This is because the State provides substantial funding for several county agencies that support the drug court.

Another way this analytic dimension is useful for inter-contextual research relates to understanding differences in agency responsibility for functional components of the subject cases. In Maryland supervision (parole and probation) activities are the responsibility of State agencies – both for juveniles and adults. In the Indiana case supervision is the responsibility of a County agency. In another example, public defender services in Maryland are provided by a State agency, while in Indiana these services are a County responsibility. This offers preliminary evidence that states and counties, at least on the agency or organization level of analysis, may have different oversight and control, budgetary and policy stakes in the operation of the subject programs. This potentially consequential evidence may not have emerged without the application of the analytic framework's organizational variables to the analysis.

Application of this analytic dimension to the subject drug court programs demonstrates its usefulness in assisting researchers in understanding the importance of local organizational conditions in dissemination of supposed standardized programmatic interventions. As discussed earlier in this study, drug court programs have been promoted nationally as more or less standardized interventions in local criminal justice and substance abuse treatment organizational environments. Through application of this analytic dimension the researcher will begin to see that, through application of the organizational perspective of the analytic framework, the drug court

model is not so “standardized” in terms of jurisdictional and agency participation. Variation seen in this early step in application of the analytic framework should alert the researcher to potential consequential differences associated with purposes, structures and resource provision among subject cases. Utilization of this component of the analytic framework supports visualization of how local programs apply available organizational resources to respond to organizational environment challenges in different ways based on variations in institutionalized patterns of local governance organization. The variations seen in the application of this dimension have not been demonstrated in the existing research concerning drug courts. The interesting and potentially consequential information that emerges from application of organizational variables as seen in this dimension of analysis have not been made part of the drug court research discourse.

Application of sub-dimension A: 2b. also offers initial revelation of the value of the analytic framework in assessing the extent to which programs under consideration have progressed toward institutionalization in their organizational environments. In the current test the casts of source organizations have not changed since founding of the subject programs. This may indicate that these programs have satisfactorily met the needs of their source organizations and demands of their environments, which is reflected in continuing support from their organizational benefactors.

c. Analytic dimension A: 3 – organizational environment challenges to which the subject organization responds

Organizations with hybrid characteristics are responses to challenges in their organizational environments. They are designed to respond to specific challenges in particular ways. These organizations are engineered by source organizations to impact organizational environments more efficiently or effectively than the source organizations. By identifying what environmental challenges suspected hybrids were designed to respond, the analytic framework assists the researcher in acquiring evidence that will help her in assessing the purpose or purposes of subject organizations as they operate in and impact organizational environments. Ultimately the dimension also assists the researcher in assessing the impact and durability of organizations exhibiting hybrid characteristics.

Application of dimension A: 3 involves asking two sub-questions that represent sub-dimensions of analysis:

- Question A: 3a – In response to what challenge or challenges in its organizational environment was the subject organization originally founded?
- Question A: 3b – To what challenge or challenges in its organizational environment does the organization currently respond?

(1) Findings for analytic dimension A: 3 – organizational environment challenges to which the subject organization responds

In his study of the development of the drug court movement in the United States, Nolan (2001) observed that the drug court model emerged in local criminal justice systems in response to an apparently straightforward problem: “the growing number of drug cases overcrowding America’s criminal court calendars.” (p. 5) He also argued, however, the drug court movement may be viewed as a response to a perception among judges that a “therapeutic ideal” (p. 37) should be introduced to the adjudicative process to deal with substance dependency as a disease. This represents a shift from a long-standing “rehabilitative ideal” (p. 37) applied in post-adjudicative processes.

Viewed in more simplified utilitarian terms by drug court professionals, the drug court alternative to traditional adjudication is a commonsense improvement in the relationship between local criminal justice and treatment systems. From this perspective drug courts are seen as designed to break down perceived barriers to getting offenders to treatment. Among most notable of these perceived barriers are traditional adversarial characteristics of adjudicative processes (NADCP, 1997). Therefore, drug courts may be assessed as programmatic tools, designed for improving local criminal justice efficiency and effectiveness.

Evaluations of the subject drug court programs used in this test demonstrated that the challenges to which the programs were designed to respond reflect the NADCP perspective. Evaluator review of administrative artifacts and results of

interviews with knowledgeable informants revealed utilitarian concerns among organizers of the subject programs. The programs are seen as tools designed to respond to community substance abuse and as ways to deal with widespread substance abuse among criminal offenders. The subject programs are also seen as responding to challenges to local public safety associated with crime related to substance abuse.

The evaluators also found that challenges to which the programs are intended to respond have remained constant over the range of five to ten years during which they have been in operation. Representation of findings concerning application of analytic dimension A:3 to the subject cases is seen in Table 7.

Table 7. Results of the application of analytic dimension A: 3 – organizational environment challenges to which the subject organization responds, to the subject cases.

Column I Dimension Set	Column II Dimension	Column III Sub- dimensions	Column IV Analytic Dimension Findings		
			Baltimore City	Harford County	Vanderburgh County
A. Identity and purpose	3. Challenges in the organizational environment to which the organization responds	a. Original organizational environment challenges to which subject organization was designed to respond	Community substance abuse problem		
		b. Current environmental challenges to which the organization responds	Unchanged from founding		

(2) Assessment of findings for analytic dimension A: 3 – organizational environment challenges to which the subject organization responds

In a straightforward way, this dimension of analysis assists the researcher in acquiring evidence regarding a key characteristic of the model of hybrid organization – that subject organizations are designed by their source organizations to respond to specific challenges in their organizational environments. The dimension is not just concerned with a snapshot of subject organization intent at the time of its initiation. It also considers how the challenges to which the organizations respond may have changed over time. Application of sub-dimensions A: 3a and A: 3b in the secondary analysis of three drug courts clearly reveals this evidence. It supports the researcher's assessment that the challenges to which the organizations were intended to respond are clear and have not changed over the course of the programs' operation. The evidence that the researcher finds in the test regarding the constancy of the challenges to which the subject organizations respond provides a preliminary indication that they are finding stable and durable places in their organizational environments. In other words, they might be interpreted as becoming institutional fixtures in their local criminal justice and community treatment organizational environments.

d. Analytic dimension A: 4 – what the subject organization is designed to do in response to environmental challenges

As indicated in the discussion concerning the test application of dimension A: 3, the model of hybrid organization and the sources in organization theory from which it derives support assert that organizations with hybrid organizations are designed by

their source organizations to perform particular jobs in response to specific challenges in their organizational environments. Dimension A: 4 assists the researcher in completing the two-step process that was initiated in the application of dimension A: 3 of acquiring evidence to demonstrate whether this assertion holds in consideration of the subject organizations.

Application of dimension A: 4 requires that the researcher ask two sub-questions forming sub-dimensions of analysis:

- Question A: 4a – What was the subject organization originally designed to do to respond to challenges in its organizational environment?
- Question A: 4b – What does the organization currently do to respond to challenges in its organizational environment?

(1) Findings for analytic dimension A: 4 – what the subject organization is designed to do in response to environmental challenges

Drug court programs are designed to respond to community drug problems, particularly substance addiction among criminals. This is accomplished by transforming “business as usual” adjudicative processes such that they support therapeutic intervention for individuals who qualify and are selected for program participation. According to the National Association of Drug Court Professionals, drug courts are designed to impact substance abuse problems of their participants and improve public safety. This is reflected in “10 Key Components” of drug courts (NADCP, 1997):

Key Component #1: Drug courts integrate alcohol and other drug treatment services with justice system case processing. (p. 9)

Key Component #2: Using a nonadversarial approach, prosecution and defense counsel promote public safety while protecting participants' due process rights. (p. 11)

Key Component #3: Eligible participants are identified early and promptly placed in the drug court program. (p. 13)

Key Component #4: Drug courts provide access to a continuum of alcohol, drug, and other related treatment and rehabilitation services. (p. 15)

Key Component #5: Abstinence is monitored by frequent alcohol and other drug testing. (p. 21)

Key Component #6: A coordinated strategy governs drug court responses to participants' compliance. (p. 23)

Key Component #7: Ongoing judicial interaction with each drug court participant is essential. (p. 27)

Key Component #8: Monitoring and evaluation measure the achievement of program goals and gauge effectiveness. (p. 29)

Key Component #9: Continuing interdisciplinary education promotes effective drug court planning, implementation, and operations. (p. 35)

Key Component #10: Forging partnerships among drug courts, public agencies, and community-based organizations generates local support and enhances drug court. (p. 37)

As seen in Table 8 on page 224, evidence from the evaluations considered in this test of the analytic framework provide evidence that each of the three drug court programs very closely adhere to the nationally promoted drug court design. The process evaluation report for Baltimore City Adult Circuit Drug Treatment Court (Crumpton, et al., 2007) offers a representative description of the connection between

Table 8. Results of the application of analytic dimension A: 4 – what the subject organization is designed to do, to the subject

cases

Column I Dimension Set		Column II Dimension	Column III Sub- dimensions	Column IV Analytic Dimension Findings		
				Baltimore City	Harford County	
A. Identity and purpose		4. What the subject organization does to respond to organizational environment challenges	a. What the subject organization was originally designed to do to respond to challenges in its organizational environment	<ul style="list-style-type: none"> • Divert pre-trial detainees assessed as drug-dependent and who present low risk to public safety into treatment systems with close criminal justice supervision and monitoring. • Provide an alternative to incarceration for offenders whose crimes are drug involved, providing a cost-effective sentencing option, freeing valuable incarceration related resources for violent offenders, and reducing the average length of pre-trial jail time. • Provide the criminal justice system with an integrated and comprehensive treatment program. • Provide graduated levels of incentives and sanctions as motivators for participation, and program completion. • Reduce criminal justice costs, by reducing addiction and street crime. • Facilitate academic, vocational, and pro-social skill development of criminal defendants. 	<p>Support the following participant outcomes:</p> <ul style="list-style-type: none"> • Substance abstinence and abstinence skill building • No further participant arrests • Academic achievement • Improve participant family relations • Employment placement • Support development of healthy life choices • Goal-setting and attainment skills • Development of personal responsibility • Participation in self-help groups) 	<ul style="list-style-type: none"> • Have participants satisfactorily complete a drug treatment program. • Have participants be drug free and employed for 6 continuous months. • Have participants be arrest free for 1 year. • Have participants pay fees in full.
			b. What the organization currently does to respond to organizational environment challenges	Unchanged from founding		

the subject programs, environmental challenges to which they are designed to respond, and how the programs translate the national model into local action: According to its Procedures Manual, BCDTC-Circuit's program goals are to:

1. Divert pre-trial detainees who have been assessed as drug-dependent and who present low risk to public safety into treatment systems with close criminal justice supervision and monitoring.
2. Provide an alternative to incarceration for criminal offenders whose crimes are drug involved, in turn providing the judiciary with cost-effective sentencing option, freeing valuable incarceration related resources for violent offenders, and reducing the average length of pre-trial jail time.
3. Provide the criminal justice system with a fully integrated and comprehensive treatment program.
4. Provide graduated levels of incentives and sanctions for defendants as motivators to fully participate in, and successfully complete, the program.
5. Reduce criminal justice costs, over the long run, by reducing addiction and street crime.
6. Facilitate, where appropriate, the academic, vocational, and pro-social skill development of criminal defendants. (p. 4)

Goals of the Baltimore City adult program offer evidence that demonstrate utilitarian, ends-oriented responses of the subject programs to challenges in their organizational environments. Desired outcomes are intended to make their organizational environments work more efficiently and effectively. The Baltimore City goals also demonstrate strong connections to purposes and concerns of source organizations such as courts and corrections agencies.

The evaluation of the Harford County Juvenile Drug Court also offers evidence of the utilitarian nature of the program's goals. As seen in Table 8, the program goals translate into demands that participants modify their life choices by attending school, acquiring employment skills, improving personal relationships and avoiding contact

with the local juvenile justice system. Table 8 demonstrates that the Vanderburgh County's program's expectations of participants are short and to the point: to stay clean, avoid contact with the local criminal justice system and pay their program fees.

As seen in Table 8, application of dimension A: 4 and its sub-dimensions A: 4a and A: 4b, offers evidence to the researcher that all three of the subject cases exhibit a utilitarian orientation in their program design. As of the dates of the program evaluations, although processes of each program had been adjusted from founding to the time of evaluation, their overall programmatic responses to environmental challenges had not changed.

(2) Assessment of findings for analytic dimension A: 4 – what the subject organization is designed to do in response to environmental challenges

As I indicated in the model of hybrid organization, a notable characteristic of the organization exhibiting hybrid characteristics is that it represents a response to its organizational environment lying beyond the structures and organizational capacity of its source organizations. Improved efficiency and effectiveness are high on the list of why such organizational responses emerge. As the researcher will see in Table 8, application of analytic dimension A: 4 to the subject organizations offers evidence that they are designed to do particular things in response to the environmental challenges specified in dimension A: 3. Each of the subject programs applies components of the national drug court model as utilitarian purposes intended to mitigate the challenges of community drug addiction and impact of drug addiction on local criminal justice and

treatment systems. In response to local concerns, the programs look beyond the national drug court model in utilitarian, ends oriented ways to improve efficiency and effectiveness of local criminal justice and treatment system agencies.

Dimension A: 4 supports the researcher's development of understanding regarding relationships among the subject organizations, organizational environments and source organizations. It represents a building block in assessing the impact of suspected hybrid organizations and their potential for stability and durability in local systems of public goods and services productions and delivery. In that the subject organizations are designed to do important jobs in response to environmental challenges of concern to local policy leaders, the researcher might assess that they possess stable and durable places in their organizational settings.

2. Analytic Dimension Set B: Source Organization Dependency

This set of analytic dimensions focuses on the interrelatedness of purposes and operational resources of organizations with hybrid characteristics and their source organizations. It recognizes that hybrid-like organizations emerge as extensions of the purposes and operational characteristics of source organizations. The analytic dimensions of this set are designed to initiate a process of assisting the researcher in acquiring evidence that will help her clarify similarities and differences in purpose and resource acquisition and utilization between the subject organizations and their source organizations. Questions considered in application of these analytic dimensions also serve as building blocks in helping the researcher to assess the environmental consequentiality and durability of organizations exhibiting hybrid characteristics.

a. Analytic dimension B: 1 – correspondence between subject organization purposes and source organization purposes

Borys and Jemison (1989) argue that organizations with hybrid characteristics are intentionally constructed instruments of source organization policy. They directly or indirectly support objectives of source organizations. In order to respond to challenges in organizational environments and/or to support improved capacities to impact organizational environments, however, they are also intended to pursue objectives lying beyond those of source organizations. They may be intended for action that can be pursued more efficiently or effectively outside rather than inside pre-existing structures of source organizations. By determining the extent to which purposes of organizations that exhibit hybrid characteristics vary from those of source organizations, the researcher can move toward determining the extent to which such organizations are independent entities or instruments of existing jurisdictions and agencies. Analytic dimension B: 1 helps the researcher acquire evidence that will assist her in specifying not only if an organization with hybrid characteristics is intended to serve as an instrument of one or more of its source organizations, but also how it does so. Application of this dimension of the prospective analytic framework involves uncovering evidence that will help the researcher answer two questions:

- Question B: 1a – What are primary purposes of each of the subject organization's source organizations?
- Question B: 1b – To what extent do purposes of the subject organization correspond with or differ from those of its source organizations?

(1) Findings for analytic dimension B: 1 – correspondence between subject organization and source organization purposes

Agencies serving as source organizations for drug courts have highly institutionalized purposes. Purposes of courts, prosecutor offices, public defender offices, probation agencies, and treatment agencies are pursued according to well-established legal and professional precedent. Their authority and practices are generally extensively prescribed under state constitutional or statutory provisions, and local charters or ordinances.

The Office of the Public Defender (“OPD”) in Baltimore City represents an example of evidence the researcher will find in responding to sub-dimension B: 1a regarding the highly institutionalized roles of drug court source agencies. OPD is an independent State agency. It was created in 1971 under provisions of Chapter 209 of the Laws of Maryland, Acts of 1971. According to *Maryland Manual Online* (Maryland State Archives, 2007),

[t]he Office provides legal representation to defendants who cannot afford to hire a private attorney without incurring undue financial hardship. Assistance of counsel is extended to qualified indigent adults (who may be incarcerated or not) and to juveniles in proceedings before the District Court of Maryland and Circuit Courts, and during juvenile hearings . . . Throughout the legal process, the Office of Public Defender represents defendants while in custody, during interrogation, and at the preliminary hearing, arraignment, trial, and appeal. The Office also provides counsel to parents in Child in Need of Assistance (CINA) proceedings and civil contempt proceedings for nonsupport before a judge where there is the possibility of incarceration. For indigent persons facing civil commitment to Maryland psychiatric hospitals, the Office provides representation as well.

OPD is funded through the Maryland State operating budget and staffed by State employees housed in State offices. Baltimore City Adult Drug Treatment Court is supported by OPD staff located in an office building adjacent to Circuit Court buildings in downtown Baltimore where Baltimore City Adult Drug Treatment Court progress hearings are conducted.

In applying sub-dimension B:1b to compare the evidence concerning the purposes of public defender source organizations with the subject organizations, the researcher should consider that Key Component #2 of the national drug court model noted above indicates that, in support of a cooperative therapeutic environment in drug court programs, prosecutors and public defenders relax traditional adversarial positions to respond to therapeutic needs of program participants. In the case of public defenders, this represents one of the most notable role transformations among drug court source agencies. As Nolan (2001) states:

The effect of this non-adversarial team-approach on the defense attorney is particularly pronounced. Traditionally, the defense counsel is concerned with protecting, in a highly adversarial setting, the client's constitutional rights and liberties. The defense function is seen as a protective counterforce against the formidable law enforcement and prosecutorial resources of the state. The defense lawyer's job is to assert every ethical and legal barrier in opposition to perceived efforts against the client's welfare . . . In its service to the overall administration of justice, then, the traditional defense function ideally contributes toward the assurance of a "just" outcome for the defendant. Moreover, defense lawyers have typically been skeptical of alternative "problem solving" approaches to criminal defense.

The drug court, of course, fully departs from this traditional defense posture. Defense lawyers are, in essence, asked to consider the "higher" priorities of helping solve the client's drug addiction problem. (p. 77)

The evaluation of Harford County Juvenile Drug Court offers evidence that reflects this contrast between traditional purposes of the public defender and those of the drug court program. As the evaluators (Crumpton, et al., 2006a) stated regarding assessment of the program's performance in comparison to Key Component #2:

Harford County Juvenile Drug Court appears to respond to this key component effectively. Prosecution and defense counsel are included as part of the Drug Court Team. Key stakeholders reported that the Assistant Public Defender's role in Drug Court is equal to that of other Team members. The Assistant Public Defender and Assistant State's Attorney relax their normally adversarial roles in the interest of supporting the needs of participants . . . These two team members reportedly work well together. If there is disagreement between the ASA and the APD regarding sanctions, they discuss it in court, with the Judge listening to both sides and making the final decision. (p. 23)

Applying sub-dimension B: 1b to Baltimore City Adult Drug Treatment Court program demonstrates that public defenders do not always fully depart from traditional advocacy/adversarial roles. Again, in comparing program performance to Key Component #2, the evaluators (Crumpton, et al., 2007) reported:

This drug court appears to retain . . . the traditional roles between the prosecution and defense counsel as would be seen in regular court processing. Observation of drug court sessions confirmed these traditional relationships as well as a minimal use of rewards or reinforcements for participants. (p. 22)

In applying sub-dimension B: 1b to Vanderburgh County Day Reporting Drug Court the researcher will find evidence that, although they apparently do not relax advocacy/adversarial postures to the extent demonstrated by public defenders in Harford County, the role of public defense counsel exhibited in this program is more consistent with purposes demonstrated by public defenders in Harford County than

those observed by evaluators in Baltimore City. As the evaluators of the Vanderburgh County program reported (Wiest, et al., 2007):

Respondents indicated that all the entities involved in this drug court are fully committed to it. The participant advocate (public defender role) participating in the program retains the role of advocate, but cooperates with the other team members for what seems to be the participant's best interest.

The prosecutor and the public defender are both looking for prospective participants that they can refer to the program. Without such intervention, it is possible that those defendants would be convicted and sent to correctional facilities. Consistent with the national drug court model, the prosecutors and participant advocate in this program have embraced alternative, non-adversarial roles built on cooperation and communication.

This cooperative perspective is also reflected in the interaction between the prosecutor and participant advocate during drug court. They appear to respect each other. During the session when other team members pointed out behaviors that were not constructive (in deciding whether to give a sanction), the participant advocate (public defender) was invited to speak on the client's behalf. They strove to understand the client's situation in its entirety before making decisions. (p. 20)

These findings from application of dimension B:1 and sub-dimensions B: 1a and B: 1b to just three cases, as represented in three tables beginning on the following page, lead to interesting and challenging analytic considerations regarding variations found in the evidence. In examining one source organization type, the public defender agency, this secondary analysis of three subject case findings demonstrates a range of variation in resource application from "business as usual" source organization purposes. Whereas Baltimore City exhibits public defenders pursuing purposes that appear consistent with traditional roles of public defenders, Harford County shows notable divergence from the traditional model. Vanderburgh County may be interpreted as lying between these extremes.

Table 9. Results of the application of analytic dimension B:1 – correspondence between subject organization and source organization purposes findings for Baltimore City Adult Drug Treatment Court.

Column I Dimension Set	Column II Dimension	Column III Sub- dimensions	Column IV Analytic Dimension Findings
B. Source Organization Dependency	1. Correspondence between subject organization and source organization purposes	a. Primary purposes of each source organization	<ul style="list-style-type: none"> ● <u>Baltimore City Circuit Court</u>: Handles more serious criminal cases, major civil cases, including juvenile and other family law cases such as divorce, custody and child support and most cases appealed from the District Court, orphans’ courts and State administrative agencies. ● <u>Baltimore City State’s Attorney</u>: Represents the State of Maryland in all criminal prosecutions that result from crimes charged by local law enforcement agencies occurring in Baltimore City. It enforces child support orders, prosecutes traffic and other violations of state law, conducts juvenile adjudications, and provides information, assistance and support to crime victims and witnesses. ● <u>MD Office of Public Defender</u>: Provides legal representation to indigent defendants. ● <u>Baltimore City Health Dept</u>: Provides a comprehensive program of public health services. ● <u>MD Division of Parole & Probation</u>: Supervises/monitors offenders serving or completing sentences in the community. It operates field offices with parole and probation agents and drinking driver monitors.
		b. Extent purposes of the subject organization correspond with its source organizations	<ul style="list-style-type: none"> ● <u>Baltimore City Circuit Court</u>: The Court drug court program intervenes in offender outcomes in ways that substantially diverge from the Court’s “business-as-usual” purposes. ● <u>Baltimore City State’s Attorney</u>: The program diverges substantially from SAO’s traditional prosecutorial purposes. ● <u>MD Office of Public Defender</u>: The program deals with offenders more or less consistent with the ODP standard purposes. ● <u>Baltimore City Health Dept</u>: Treatment services provided by the program are consistent with other addiction services provided by the Department. The level of supervision provided is not consistent with the Department’s business as usual. ● <u>MD Division of Parole & Probation</u>: Services provided to program participants are similar to those provided under business as usual conditions. ● <u>MD Division of Corrections</u>: Services provided to program participants are similar to those provided under business as usual conditions.

Table 10. Results of the application of analytic dimension B:1 – correspondence between subject organization and source organization purposes findings for Harford County Juvenile Drug Court.

Column I Dimension Set	Column II Dimension	Column III Sub- dimensions	Column IV Analytic Dimension Findings
B. Source Organization Dependency	1. Correspondence between subject organization and source organization purposes	a. Primary purposes of each source organization	<ul style="list-style-type: none"> • <u>Harford County Circuit Court</u>: Handles more serious criminal and civil cases, including juvenile and family law cases appealed from the District Court, orphans' courts and State administrative agencies. • <u>Harford County State's Attorney's Office</u>: Investigates and prosecutes criminal cases. It also works to establish paternity, set and collect child support. • <u>Maryland Office of Public Defender</u>: Provides legal representation to indigent defendants. • <u>Maryland Department of Juvenile Services</u>: Through provision of residential and community services, DJS supervises juvenile offenders. • <u>Harford County Health Department</u>: Provides comprehensive services to County residents. • <u>Harford County Office of Drug Control Policy</u>: Using public and private resources, promotes and provides prevention services through a variety of programs. • <u>Harford County Public Schools</u>: Serves as a comprehensive public educational resource.
		b. Extent purposes of the subject organization correspond with its source organizations	<ul style="list-style-type: none"> • <u>Harford County Circuit Court</u>: Intervenes in offender outcomes in ways substantially diverging from "business-as-usual" purposes. • <u>Harford County State's Attorney's Office</u>: The drug court program diverges substantially from the SAO's traditional prosecutorial purposes. • <u>Maryland Office of Public Defender</u>: The program diverges substantially from the OPD's standard purposes. • <u>Maryland Department of Juvenile Services</u>: Treatment and supervision services provided by the program are roughly business as usual purposes. • <u>Harford County Health Department</u>: Services provided by the program are consistent with other addition services provided by the Department, though the level of supervision provided is not. • <u>Harford County Office of Drug Control Policy</u>: The program is one of a set of activities that the Office was designed to support. • <u>Harford County Public Schools</u>: The extent of treatment and supervision intervention is not consistent with primary missions of the schools.

Table 11. Results of the application of analytic dimension B:1 – correspondence between subject organization and source organization purposes findings for Vanderburgh County Day Reporting Drug Court.

Column I Dimension Set	Column II Dimension	Column III Sub- dimensions	Column IV Analytic Dimension Findings
B. Source Organization Dependency	1. Correspondence between subject organization and source organization purposes	a. Primary purposes of each source organization b. Extent purposes of the subject organization correspond with its source organizations	<ul style="list-style-type: none"> • <u>Vanderburgh Co Superior Court</u>: Court of general jurisdiction for juvenile cases and all matters pertaining to probate cases. The Court also deals with small claims and misdemeanor division. • <u>Vanderburgh Co Prosecutor</u>: Represents the State in all felony and misdemeanor criminal prosecutions. It conducts criminal investigations, supervises Grand Jury proceedings, enforces child support orders entered in divorce and paternity cases, and conducts juvenile adjudications and prosecutions. • <u>Vanderburgh Co Public Defenders Agency</u>: Has responsibility for representation of indigent clients in all Vanderburgh County courts. Attorneys also handle termination of parental rights cases, children in need of services cases and mental health commitments • <u>Vanderburgh Co Sheriff's Office</u>: Provides law enforcement in unincorporated areas of the County, operates correctional facilities, provides transportation and security services for County courts, and supports processing of civil actions. • <u>Vanderburgh Co Probation Dept</u>: Generally limited to misdemeanor offenders. It also conducts pre-sentence investigations, makes recommendations to alcohol/drug treatment programs and supervises offenders who are ordered to anti-abuse therapy. • <u>Indiana Family & Social Services Administration</u>: Provides a variety of family and individual health services, including mental health and substance addiction treatment. • <u>Vanderburgh Co Superior Court</u>: The program diverges from business as usual Court purposes. • <u>Vanderburgh Co Prosecutor</u>: The program somewhat diverges from normal Prosecutor purposes. • <u>Vanderburgh Co Public Defenders Agency</u>: The program somewhat diverges from normal Prosecutor purposes. • <u>Vanderburgh Co Sheriff's Office</u>: The purposes of the program do not notably diverge from standard purposes. • <u>Vanderburgh Co Probation Dept</u>: The purposes of the program do not notably diverge from standard purposes. • <u>Indiana Family & Social Services Administration</u>: The program is consistent with the agency's substance abuse treatment purposes.

(2) Assessment of findings for analytic dimension B: 1 – correspondence between subject organization and source organization purposes

Application of analytic dimension B: 1 to acquire evidence concerning the subject cases demonstrates its usefulness in several ways. The dimension considers a basic hybrid characteristic: although hybrid-like organizations might be intended as instruments of source organizations, they pursue purposes that vary from those of their organizational parents. As indicated in the findings for public defender agencies, evidence is produced that indicates the Harford County and Vanderburgh County cases demonstrate source agency purposes are modified to support purposes of the drug court programs. Application of the dimension also reveals that in one case, Baltimore City, the public defender source agency's pursuit of its purposes has been little changed within the operating context of the subject program.

Variation indicated in findings concerning application of dimension B: 1 for Baltimore City, Harford County and Vanderburgh County drug court programs reveals interesting intra-state and inter-state differences. These differences might lead the researcher to assess that there is consequential variation among the cases in terms of their roles and performance in their organizational environments. Differences in jurisdictional commitments could lead to differences in policy interest, oversight and control attention and resource commitments among the cases considered. If, through further study, the researcher finds differences in performance among the cases – cost per case or recidivism rates, for example – these organizational differences could be deemed more than curiosities. Sub-dimensions B: 1a and B: 1b might, perhaps, be

considered as potentially important independent variables to be further considered in inter-contextual studies. Application of dimension B: 1 reveals that analysis based on organizational considerations provides evidence of potentially consequential findings that might not have emerged through application of existing analytic perspectives.

b. Analytic dimension B: 2 – resources provided to the subject organization from source organizations

Earlier in the study I noted that analysis of resource dependency and independence is frequently applied by organizational analysts to assess relationships between and among organizations. As organizations with hybrid characteristics acquire resources from source organizations differences in resource commitments among source organizations to suspected hybrids should be expected. Differences in resource investment among participating source organizations may result in variable levels of dependency between suspected hybrids and source organizations. Differences in levels of resource commitments might also result in differential stakes among source organizations in the success of subject organization operations. The researcher might expect that the less resource dependent a subject organization is on a given source organization, the more distinct may be organizational boundaries between organizational parent and offspring. Analytic dimension B: 2 supports exploration by the researcher of evidence concerning resource dependency between organizations with hybrid characteristics and source organizations. It involves asking two exploratory/confirmatory questions:

- Question B: 2a – What resources – staff, facilities, equipment, funding, etc. – are provided by each source organization to the subject organization?
- Question B: 2b – What is the monetary value of the resources provided by each source organization to the subject organization?

If an organization exhibiting hybrid characteristics is extensively dependent on a source organization for staff and other key operating resources, the researcher might view it as an instrument of that source organization. Heavy dependency on one source organization may result in limited capacity to act on behalf of other source organizations. Subject organization capacity to act independently in its organizational environment might also be viewed by the researcher as being limited. If an organization with hybrid characteristics is substantially more resource-dependent on one source organization than others, it might be interpreted by the researcher as more of an instrument of that organization than others.

(1) Findings for analytic dimension B: 2 – resources provided to subject organizations by source organizations

(a) Sub-dimension B: 2a – resources provided by source organizations

Application of this sub-dimension to the subject cases reveals evidence that resources required for their operation – funding, staff, office space, etc – come from mixtures of state and local agencies. In two cases, Harford County and Vanderburgh County, staff and direct financial support for procurement of services such as treatment or drug testing materials are provided largely by local agencies. In Baltimore

City, however, a larger portion of these essential operating resources is provided by state agencies. Evidence in support of these assessments is far from unambiguous. For instance, although some staff members and funding for contractual service acquisition may be represented in local agency budgets, original sources of their funding are state agency budgets.

Evidence procured for this sub-dimension reveals that Harford County Juvenile Drug Court depends upon resources provided by Harford County Health Department, Harford County Office of Drug Control Policy, Harford County State's Attorney, Harford County Circuit Court, Harford County Public Schools, Maryland Office of Public Defender, and Maryland Department of Juvenile Services. Members of the program's core staff, however, are employees of just one County department, Harford County Health Department. When sources of financial wherewithal are considered, Harford County Office of Drug Control is the dominant source of funding. This County agency generally supports the program by providing funding for procurement of treatment, transportation and other contractual services. Therefore, the researcher might assess that two County agencies, the Health Department and Office of Drug Control Policy, are in positions to exert more influence over the program than other source agencies.

As seen in Table 12 on the following page that summarizes findings for sub-dimension B: 2a, application of this sub-dimension to the Harford County program demonstrates the ambiguous and confusing lineage of funding sources often found in the complex organizational arrangements represented in suspected organizational

Table 12. Results of the application of sub-dimension B: 2a – resources provided by source organizations, to the subject cases.

Column I Dimension Set	Column II Dimension	Column III Sub- dimensions	Column IV Analytic Dimension Findings		
			Baltimore City	Harford County	Vanderburgh County
			<p>B. Source Organization Dependency</p> <p>2. Resources provided to the subject organization from source organizations</p> <p>a. Resources – facilities, equipment, funding, etc provided by each source organization to the subject organization</p>	<p>Baltimore City</p> <ul style="list-style-type: none"> • <u>Baltimore City Circuit Court</u>: Services of judge and related support staff. Court facilities. <u>Drug Court Coordinator</u>. • <u>Baltimore City State's Attorney Office</u>: Services of assistant state's attorney and related support staff. • <u>Maryland Office of Public Defender</u>: Services of assistant public defender and related support staff. A paralegal is also assigned to drug court cases. • <u>MD Division of Parole and Probation</u>: 8 parole and probation agents are assigned full-time to supervision of program participants. • <u>Baltimore City Health Dept</u>: The agency provides treatment and related services through a contract with Baltimore Substance Abuse Systems, private non-profit organization. • <u>MD Division of Corrections</u>: Provides jail space for jail time as a program sanction. 	<p>Harford County</p> <ul style="list-style-type: none"> • <u>Harford County Circuit Court</u>: Services of judge and related support staff. Court facilities. • <u>Harford County State's Attorney's Office</u>: Services of assistant state's attorney and related support staff. • <u>Maryland Office of Public Defender</u>: Services of assistant public defender and related support staff. • <u>Maryland Department of Juvenile Services</u>: Services of probation officer. • <u>Harford County Health Department</u>: Services of coordinator and counselors. Contractual treatment and other services. Program office space. • <u>Harford County Office of Drug Control Policy</u>: Managerial support from Office's Manager. Budgetary support for the program. • <u>Harford County Public Schools</u>: Services of counseling staff member.

hybrids. Several local agencies involved in the drug court operation, the public schools and Health Department, for instance, receive substantial portions of their funding from the State of Maryland. One supposed local agency, Harford County Circuit Court, is largely funded by the State's Administrative Office of the Courts.

(b) Sub-dimension B: 2b – monetary value of resources provided by source organizations

Findings for sub-dimension B: 2b are summarized for all three cases in Table 13 on the next page. This sub-dimension describes the annual monetary value of resources provided by each source organization to each subject program.

(2) Assessment of findings for analytic dimension B: 2 – resources provided to subject organizations by source organizations

As indicated in the model of hybrid organization in Chapter Three, organizations with hybrid organization characteristics draw upon resources provided by multiple source organizations to support their operations. Delineation of comparative resource commitments among source organizations might be viewed by researchers as useful in assessing which source organization or organizations have greatest stakes in the success or failure of hybrid-like organizations. Analytic dimension B: 2 is useful in acquiring evidence that will assist assessment of which source organizations are positioned to ultimately exert most influence over the subject cases.

Table 13. Results of the application of sub-dimension B: 2b – monetary value of resources provided by source organizations, to the subject cases.

Column I Dimension Set	Column II Dimension	Column III Sub- dimensions	Column IV Analytic Dimension Findings		
			Baltimore City		
B. Source Organization Dependency	2. Resources provided to the subject organization from source organizations	b. Monetary value of the resources provided by each source organization to the subject organization	<u>Source Organization</u> <u>Amount</u> <u>%</u>		
			Balt City Circuit Court	\$ 636,334	15.6
			Balt City State's Attorney's	261,733	6.4
			MD Office of Pub Defender	273,832	6.7
			MD Parole & Probation	1,693,807	41.6
			Baltimore City Health Dept	876,023	21.5
			MD Division of Corrections	329,728	8.1
			Harford County		
			<u>Source Organization</u> <u>Amount</u> <u>%</u>		
			Harford Co. Circuit Court	\$ 17,465	3.9
			Harford Co State's Attorney	4,366	1.0
			MD Office of Pub Defender	5,439	1.2
			MD Dept of Juv Services	37,381	8.3
			Harford Co. Health Dept	143,586	32.1
			Harford Co Drug Cont Pol	235,085	52.5
			Harford Co. Public Schools	4,366	1.0
			Vanderburgh County		
			<u>Source Organization</u> <u>Amount</u> <u>%</u>		
			Vand Co. Superior Court	\$ 50,040	15.2
			Vand Co. Prosecutor	12,480	3.8
			Vand Co. Pub Def Agency	20,580	6.2
Vand Co. Sheriff's Office	198,660	60.3			
Vand Co. Probation Dept	13,920	4.2			
IN Family & Social Services	33,960	10.3			

Application of B: 2, as seen in the findings represented in Tables 12 and 13, offers interesting and somewhat dramatic evidence for the researcher to consider regarding the extent of resource interdependency among subject and source organizations and the financial influence of the source organizations. For example, in terms of evidence provided in the application of sub-dimension B: 2a, as represented in Table 12, noteworthy differences are seen in jurisdictional provision of resources to the subject organizations. In the Maryland programs public defender and probation

resources are provided by state agencies. In the Indiana case these resources are provided by county agencies. What will the researcher assess as the meaning of these differences? The researcher might determine that there are differences in jurisdictional policy commitments to the programs. In Maryland the state and two of its large executive departments might be assessed as having notable policy stakes in local drug court programs. In Indiana, while the state and its constituent agencies may have less policy commitment to this local drug court than that found in Maryland, Vanderburgh County might be interpreted as having a much more substantial policy commitment to this program than Baltimore City or Harford County.

As seen in Table 13, application of sub-dimension B: 2b to the subject cases offers more detailed evidence to add support to the differential resource analysis initiated in sub-dimension B: 2a and Table 12. For example, Table 13 reveals that a different agency in each case provides resources of the greatest monetary value. In two cases – one in Maryland and one in Indiana – the agency contributing resources of the greatest value is a county agency. In one case in Maryland the agency is a state agency. What does this evidence tell the researcher? Perhaps this evidence provides an initial indication that the nationally promoted drug court model, supposedly standardized according to recommendations by a national professional organization, may not be so “standardized” after all. It may mean that local institutional differences matter in the way program initiatives are “organizationally engineered.” It certainly indicates that application of the organizational perspective of the framework provides information and forms of analysis that do not currently exist in the drug court

literature. Table 13 also demonstrates the potential inter-contextual value of dimension B: 2 for the study of drug courts and other forms of organization that exhibit hybrid organization characteristics.

Dimension B: 2 is useful in demonstrating the subtlety and complexity involved in resource provision and application in hybrid-like structural arrangements. It is valuable in supporting researchers in the acquisition of evidence that will assist them in asking and answering questions regarding which programmatic elements receive most attention as demonstrated by monetary investments. For example, the evidence presented in Tables 12 and 13 might lead the researcher to ask questions related to the subject programs such as: Is more spent on program participant treatment or monitoring?

Application of this dimension provides important background information involved in seeking answers to significant questions involving policy direction and programmatic control related to inter-organizational arrangements for the provision of local public services: Whose policy initiative is involved? Which jurisdiction or agency ultimately possesses determinant power over a subject organization? As funding passes through jurisdictions or agencies more proximate to resource application, to what extent is its intent transformed by those organizations? Dimension B: 2 clearly demonstrates the analytic richness that the organizational perspective of the analytic framework might bring to program and policy evaluation.

c. Analytic dimension B: 3 – subject organization control over resources provided by source organizations

Based on the model of hybrid organization and the sources in organizational theory that support it, a going-in assumption in application of the analytic framework is that organizations with hybrid characteristics can be viewed as resource exchange mechanisms mediating between source organizations and organizational environments. This assessment leads to questions that should be asked by researchers concerning what hybrid-like organizations do with resources provided by source organizations. The extent to which organizations with hybrid characteristics control and transform resources provided by source organizations might provide indications of the extent to which they can be assessed as independent organizational actors in their organizational environments. For example, confirmatory evidence of this can be seen in the extent to which job descriptions and supervision of staff members made available by source organizations to subject organizations are modified to reflect purposes and hierarchical control of the organization with hybrid characteristics. If a subject organization substantially changes duties of staff resources and supervises them independent of their source organizations, the researcher might determine that the organization experiences meaningful operational independence. Application of analytic dimension B: 3 requires that the researcher ask two sub-questions:

- Question B: 3a – To what extent are resources provided to the subject organization controlled by it independent of its source organizations?

- Question B: 3b – To what extent does the subject organization transform resources provided by source organizations?

(1) Findings for analytic dimension B: 3 – subject organization control over resources

The evidence that emerges from application of analytic dimension B: 3 and sub-dimensions B: 3a and B: 3b to the subject organizations demonstrates a mixed picture regarding the extent to which the subject cases exhibit independence from their source organizations. In one case, Harford County, the program substantially transforms human resources provided by source organizations to pursue ends of the program. In another case, Baltimore City, little evidence of transformation of source organization resources can be discerned. The Vanderburgh County case might be viewed as exhibiting levels of transformation lying somewhere between those of the other two cases. Taken as a whole, however, application of dimension B: 3 to the subject programs provides little evidence to indicate that they exhibit notable freedom from control of and oversight from their source organizations.

Focusing attention on evidence from Harford County Juvenile Drug Court, the researcher will see that the program modifies resources provided by its source organizations to support programmatic requirements. In this case jobs of prosecutors and defense attorneys are substantially transformed to support the intent and operational methods of the program. Although the program coordinator and program caseworkers are employees of the County Health Department, they perform duties unlike those of other employees in the Department. Within the operating context of the

program, roles played by Maryland Department of Juvenile Services probation officers notably depart from standard case supervision patterns. An area where less transformation takes place involves treatment resources. The program utilizes treatment and related sources in accordance with general purposes of the County's Office of Drug Policy. In that these contractual treatment services are shared with other local programs supported by the Office, use by the Juvenile Drug Court program is consistent with patterns of utilization followed by other programs.

In three tables beginning on the next page, the results of application of analytic dimension B: 3 to the Baltimore City, Harford County and Vanderburgh County cases can be seen.

(2) Assessment of findings for analytic dimension B: 3 – subject organization control over resources

Transformation of resources provided to hybrid-like organizations by their source organizations is an important component of the model of hybrid organization. Dimension B: 3 is intended to assist the researcher in acquiring evidence to help in determining the extent to which subject organizations exhibit this characteristic. Similar to other dimensions of analysis included in the analytic framework, dimension B: 3 offers several areas of analytic value. It is of clear value in case-specific analysis. It also demonstrates usefulness in comparative analysis – both on intra- and inter-case bases. In addition, it makes useful contributions to the concept-building purposes of the analytic framework.

As demonstrated in the Harford County case, wherein the researcher finds differences regarding the extent to which the subject organization transforms resources provided by its source organizations, in case-specific analysis the organizational analysis prism supporting this dimension contributes to assessing the extent of

Table 14. Results of the application of analytic dimension B: 3 – subject organization control over resources, to Baltimore City Adult Drug Treatment Court.

Column I Dimension Set	Column II Dimension	Column III Sub- dimensions	Column IV Analytic Dimension Findings
			Baltimore City
B. Source organization dependency	3. Subject organization control over resources	<p>a. Extent resources provided to the subject organization are controlled by it independent of the control of source organizations</p> <p>b. Extent the subject organization transforms resources provided by source organizations</p>	<ul style="list-style-type: none"> • <u>Baltimore City Circuit Court</u>: Activities of the judge are notably transformed from business as usual patterns, but control by source organization is unchanged. • <u>Baltimore City State's Attorney Office</u>: Activities of assistant state's attorneys are notably transformed from business as usual patterns, but control by source organization is unchanged. • <u>Maryland Office of Public Defender</u>: Activities of assistant public defenders are somewhat modified from business as usual patterns, but control by source organization is unchanged. • <u>MD Division of Parole and Probation</u>: The nature of parole and probation agent work and source organization accountability patterns are little changed from business as usual patterns. • <u>Baltimore City Health Dept</u>: The nature of services provided and organizational control differ little from non-drug court programmatic patterns. • <u>MD Division of Corrections</u>: The services provided by the division and accountability patterns differ little from business as usual patterns.

Table 15. Results of the application of analytic dimension B: 3 – subject organization control over resources, to Harford County Juvenile Drug Court.

Column I Dimension Set	Column II Dimension	Column III Sub- dimensions	Column IV Analytic Dimension Findings Harford County
B. Source organization dependency	3. Subject organization control over resources	<p>a. Extent resources provided to the subject organization are controlled by it independent of the control of source organizations</p> <p>b. Extent the subject organization transforms resources provided by source organizations</p>	<ul style="list-style-type: none"> • <u>Harford County Circuit Court</u>: Activities of the judge are notably transformed from business as usual patterns, but control by source organization is unchanged. • <u>Harford County State’s Attorney’s Office</u>: Activities of assistant state’s attorneys are notably transformed from business as usual patterns, but control by source organization is unchanged. • <u>Maryland Office of Public Defender</u>: Activities of assistant public defenders are notably transformed from business as usual patterns, but control by source organization is unchanged. • <u>Maryland Department of Juvenile Services</u>: Activities of probation officers are notably transformed from business as usual patterns, but control by source organization is unchanged. • <u>Harford County Health Department</u>: Activities of staff members are notably transformed from business as usual patterns. Treatment services are consistent with business as usual patterns, but control by source organization is unchanged. • <u>Harford County Office of Drug Control Policy</u>: Funded program services are consistent with agency purposes, but control by source organization is unchanged. • <u>Harford County Public Schools</u>: Activities of staff members are notably transformed from business as usual patterns, but control by source organization is unchanged.

Table 16. Results of the application of analytic dimension B: 3 – subject organization control over resources, to Vanderburgh County Day Reporting Drug Court.

Column I Dimension Set	Column II Dimension	Column III Sub- dimensions	Column IV Analytic Dimension Findings Vanderburgh County
B. Source organization dependency	3. Subject organization control over resources	<p>a. Extent resources provided to the subject organization are controlled by it independent of the control of source organizations</p> <p>b. Extent the subject organization transforms resources provided by source organizations</p>	<ul style="list-style-type: none"> • <u>Vanderburgh Co Superior Court</u>: Activities of the judge and other court staff members are notably transformed from business as usual patterns, but control by source organization is unchanged. • <u>Vanderburgh Co Prosecutor</u>: Activities of deputy prosecutors are notably transformed from business as usual patterns, but control by source organization is unchanged. • <u>Vanderburgh Co Public Defenders Agency</u>: Activities of participant advocates are transformed from business as usual patterns, but control by source organization is unchanged. • <u>Vanderburgh Co Sheriff's Office</u>: The work of Community Corrections unit case managers are somewhat modified in the program. The work of a home verification officer is not substantially different from business as usual patterns. Use of jail space is little changed from normal operations. The source organization relinquishes no control over these resources to the program. • <u>Vanderburgh Co Probation Dept</u>: The nature of probation agent work and source organization accountability patterns are little changed from business as usual patterns. • <u>Indiana Family & Social Services Administration</u>: Provision and control of treatment and related services through a contract with Southwestern Indiana Health Center is little different from non-drug court patterns.

operational independence of programs under consideration. Conversely, the dimension offers evidence of the extent to which subject organizations serve as policy instruments of source organizations. In the Harford County case the researcher might

assess that, since the subject organization does not notably transform treatment resources provided by the Office of Drug Control Policy, it serves as a policy instrument of this executive office. Either way, the dimension adds substance to the assertion made earlier in the study: organizations exhibiting hybrid characteristics, at least in part, serve as mediating resource exchange mechanisms between source organizations and organizational environments. The evidence that dimension B: 3 supports the researcher in acquiring demonstrates the innovative insight found in application of the organizational perspective of the analytic framework – insight not found through use of existing perspectives in local governance research.

The test application of analytic dimension B: 3 also demonstrates its value in intra- and inter-case comparative analysis. Within the Harford County case variation can be seen in the extent to which source organization resources might be viewed as transformed by the program. Prosecutor and defense resources appear to be substantially transformed, while treatment sources appear to be less so. The dimension also provides a basis for assessing that, in comparison to the Baltimore City case, the Harford County program might be viewed as more extensively transforming resources provided by its source organizations.

The test of analytic dimension B: 3 also makes a useful contribution to the cumulative concept-building objectives of the analytic framework. The analytic framework is designed to take concepts cobbled together regarding hybrid organizational characteristics and operationalize them for study in local governance. The concept that hybrid-like organizations play mediating roles involving resource

transformation between source organizations and organizational environments is an important component of the set of concepts applied in assessing operation of suspected hybrid organizations in local governance. This analytic dimension contributes to proving this assertion.

3. Analytic Dimension Set C: Organizational Environment Independence

The third set of analytic dimensions is designed to consider whether organizations with hybrid characteristics exercise independence within their organizational environments. It considers the extent to which these organizations operate independently of source organizations and whether they exhibit durable and consequential roles in their organizational environments. This set of analytic dimensions attends to issues of organizational identity, persistence and durability, and purpose establishment – factors involved in assessing an organizational entity’s institutional place in its organizational environment.

a. Analytic dimension C: 1 – subject organization freedom to determine its purposes independent of its source organizations

Concepts brought to the construction of the analytic framework from organizational theory include a focus on delineation of organizational boundaries and governance structures between hybrid-like organizations and their source organizations. Delineation between the authority of source organizations and that of organizations with hybrid characteristics does not just influence purposes of organizations under consideration. It also impacts the capacity of suspected hybrid organizations to act independently of their organizational parents. The extent to which

organizations that exhibit hybrid characteristics are free to act independently of source organizations to establish goals, policies and procedures, strategic plans, and indicators of performance, may demonstrate their distinctness from their source organizations. It may also indicate the independence of subject organizations to act in and upon their organizational environments. To determine such, I have included the following questions in analytic dimension C: 1:

- Question C: 1a – To what extent has the subject organization established goals, policies, rules, and procedures independent of its source organizations?
- Question C: 1b – To what extent must the organization demonstrate its effectiveness and efficiency to its source organizations?

(1) Findings for analytic dimension C: 1 – subject organization freedom to determine its purposes independent of its source organizations

(a) Sub-dimension C: 1a – extent subject organizations establish goals independent of source organizations

State jurisdictional sponsors have established overarching, foundational goals for drug court programs included in this test. In Indiana provisions for drug court programs are indicated under Title 12 of the Indiana Code. This statutory provision specifically sites the 10 Key Components of drug courts as operational objectives for local Indiana programs. In addition, however, it also authorizes local programs to establish their own policies, rules, and procedures: “A court establishing a drug court under this chapter may establish uniform rules and may make special orders and rules

as necessary” (Cooper, 2006, p. 40). Although Maryland has no state statutory provision for drug courts, sanction for a statewide system of drug courts has been established under an order of the Maryland Court of Appeals – the governing body of the Maryland Judiciary. In 2003 the Court of Appeals approved an order establishing the Drug Treatment Court Commission of Maryland. Although the Commission is actively involved in the operational lives of Maryland’s local programs, it does not prescribe individual program goals. Through training, requirements associated with Commission grants and other means of disseminating “best practices,” the Commission influences local program goals, policies, rules and procedures. Yet individual local programs are free to establish such on their own.

Local program leaders established goals for all of the subject cases. For instance, in the Vanderburgh County program the evaluators (Wiest, et al., 2007) found program leaders acted under provisions of Indiana law to set goals and objectives for the program:

According to the VCDRDC staff, the overarching long-term goal of the VCDRDC is to provide treatment and support to help people with addictions become contributing members of the community. The VCDRDC couples treatment with rules and accountability to help participants take responsibility for their disease in order to increase the number of employed, productive members of society. As stated in the *Participant Handbook*, in the service of achieving these goals, the VCDRDC has four main short-term objectives:

1. Have participants satisfactorily complete a drug treatment program.
2. Have participants be drug free and employed for 6 continuous months.
3. Have participants be arrest free for 1 year.
4. Have participants pay fees in full. (p. 6)

In Harford County, although they are consistent with the national drug court model and broad goals identified by the Maryland Drug Treatment Court Commission, goals established by the program fit what local leaders have identified as community needs. The evaluators identified the following goals for this program: (Crumpton, et al, 2006)

According to HCJDC team members, the program's goals are for youth to:

- Abstain from drugs and alcohol, and develop and maintain the necessary tools to stay drug-free
- Have no further arrests (decrease recidivism)
- Achieve in school (including public/private education, part-time/full-time programs, alternative education, ABE/GED classes, college, etc), earn a GED or high school diploma
- Improve relationships with family, including working toward reconciling with family members as needed
- Secure and maintain employment (at least part-time), if not in school full-time
- Understand addiction and its consequences
- Learn how to make healthy decisions, deal with triggers and decrease negative/destructive behaviors
- Set goals related to Drug Court (and life in general) and achieve them; seek out and secure appropriate assistance to meet those goals (e.g., through treatment planning)
- Maintain self-discipline and responsible behavior
- Develop and maintain an interest in a new support group (e.g., through NA/AA or other self-help groups) (p. 5)

(2) Sub-dimension C: 1b – the extent subject organization must demonstrate its effectiveness and efficiency to its source organizations

In application of sub-dimension C: 1b the researcher will find that in neither Indiana nor Maryland is the performance of local drug court programs subject to

regular formal performance monitoring by their state or local source organizations. That state judicial agencies had program evaluations performed on the subject programs, however, indicates interest among state policy leaders and managers in exerting performance accountability. The researcher will find evidence that accountability to state and local source organizations is also exerted through annual budget preparation and approval processes. In Harford County the program is subject to approval of the Health Department and Office of Drug Control Policy budgets by the County's governing body. All programs in Maryland are subject to investigation by the General Assembly's Department of Legislative Services, hearings by relevant legislative oversight committees and ultimate funding approval by the legislative body. During development of the FY 2008 State budget, Maryland's drug court system was subjected to intense scrutiny in all three of these venues of oversight (Crumpton, 2007).

Application of analytic dimension C: 1 and sub-dimensions C: 1a and C: 1b to the subject cases appears in Table 17 on the following page.

(2) Assessment of findings for analytic dimension C: 1 - subject organization freedom to determine its purposes independent of its source organizations

In the test application of analytic dimension C: 1 to the subject Indiana and Maryland cases it proves to provide evidence that helps to build a clear schematic picture of the places of these organizations in their organizational environments. In the subject cases the dimension assists in determining the extent to which these organizations might be free to establish goals, objectives, procedures and so forth. The

Table 17. Results of the application of analytic dimension C: 1 – subject organization freedom to determine its purposes independent of its source organizations, to the subject cases.

Column I Dimension Set	Column II Dimension	Column III Sub- dimensions	Column IV Analytic Dimension Findings
C. Organizational Environment Independence	1. Organization's freedom to determine its purposes independent of its source organizations	a. Extent the subject organization has established goals, policies, rules, and procedures independent of its source organizations b. Extent the organization must demonstrate the effectiveness and efficiency of its performance to its source organizations	Baltimore City
			a. The program has been free to establish its goals, policies, rules and procedures. However, these are generally consistent with the national drug court model and goals, etc. of the Maryland Drug Treatment Court Commission.
			b. The subject organization is subject to performance oversight in at least two ways: 1. Source agencies are subject to jurisdictional budget processes; 2. Drug Treatment Court Commission has had a third party program evaluation performed on the organization.
			Harford County
			a. The program has been free to establish its goals, policies, rules and procedures. However, these are generally consistent with the national drug court model and goals, etc. of the Maryland Drug Treatment Court Commission.
			b. The subject organization is subject to performance oversight in at least two ways: 1. Source agencies are subject to jurisdictional budget processes. 2. Drug Treatment Court Commission has had a third party program evaluation performed on the organization.
			Vanderburgh County
			a. The program has been free to establish its goals, policies, rules and procedures. However, these are generally consistent with the national drug court model and requirements established under Indiana statute.
			b. The subject organization is subject to performance oversight in at least two ways: 1. Source agencies are subject to jurisdictional budget processes; 2. Indiana's Judiciary has had a third party program evaluation performed on the organization.

dimension also assists in determining the extent to which the programs must operate within the context and overall policy direction established by superordinate organizations.

Application of this analytic dimension also reveals that, although hybrid-like organizations may be free from day-to-day performance oversight from source organizations, they still might be subject to intense scrutiny at critical junctures. Jurisdictional budget development is typically the most important regular occasion of performance review and evaluation in state and local government. Identification of how organizations such as drug courts are subjected to budget process scrutiny emerges in the application of this analytic dimension.

Analytic dimension C: 1 also contributes to the researcher's development of a picture of dynamic tension existing between organizations with hybrid characteristics and their source organizations. To the extent interests of their source organizations are supported, the researcher might determine that suspected hybrids will be relatively free to operate in their organizational environments. In that they are dependent on resource and policy support from their source organizations, the assessment might be made that subject organizations will be "reeled-in" at budget time or through performance evaluations to account for their performance to their organizational masters.

Use of analytic dimension C: 1 to assist the researcher in acquiring evidence to help her consider the independence of subject organizations to act in their

organizational environments once again demonstrates the value of an organizational perspective to understanding the inter-organizational dynamics involved with organizationally complex programmatic interventions such as drug courts.

b. Analytic dimension C: 2 – subject organization governance structure independence from source organizations

Whereas analytic dimension C: 1 is concerned with goals, objectives, policies, rules, procedures and so forth that provide direction for acts of organizational governance, oversight and performance, the researcher will find that dimension C: 2 focuses on acquiring evidence that will help in understanding how these dimensions are translated into organizational action. It is concerned with whether organizations with hybrid characteristics possess administrative capacity to act on their own behalf, independently of their source organizations. Application of dimension C: 2 requires that the researcher ask five closely related questions:

- Question C: 2a – Is the subject organization’s top administrator an employee of a source organization?
- Question C: 2b – To what extent is the organization free to hire and supervise its employees independent of its source organizations?
- Question C: 2c – To what extent is it free to enter into contractual relationships independent of its source organizations?
- Question C: 2d – To what extent is it free to create an operating budget independent of source organizations?

- Question C: 2e – Is the budget of the subject organization included in the budget of one or more of its source organizations?

The questions included in dimension C: 2 deal with core issues of organizational analysis. In seeking evidence to answer these questions the researcher assesses to what extent subject organizations function as distinct entities in their organizational environments.

(1) Findings for analytic dimension C: 2 – subject organization governance structure independence

Application of analytic dimension C: 2 and its five constituent questions helps the researcher to obtain evidence about structural relationships between the subject programs and their source organizations. As with findings that emerged in application of analytic dimension C: 1 and indicated in the three tables that begin on the following page, this analytic dimension reveals patterns of independence and dependence between the subject programs and their source organizations.

(a) Sub-dimension C: 2a – status of top program administrator

Locating evidence and assessing whether there really is anyone “in charge” of drug court programs is a challenge. Application of this sub-dimension to the subject cases demonstrates this. Part of the problem relates to a dichotomy found between program leadership and administrative responsibility in the programs. Consistent with national experience, in the subject cases program leadership is provided by drug court judges. In program participant progress review hearings and in program team meetings, judges are clearly authoritative figures. In representing interests of the

programs to their communities in speaking engagements or in the media, again, judges are looked to as organizational leaders of these programs. In terms of purely administrative duties such as staff coordination, development of program procedures, monitoring participant progress, writing reports and so forth, positions referred to as “program coordinators” play central roles in the subject cases. This too is consistent

Table 18. Results of the application of analytic dimension C: 2 – subject organization governance structure independence, to Baltimore City Adult Drug Treatment Court.

Column I Dimension Set	Column II Dimension	Column III Sub-dimensions	Column IV Analytic Dimension Findings
C. Organizational Environment Independence	2. Subject organization governance structure independence from its source organizations	a. Determine if organization’s top administrator is an employee of one of the source organizations	The judge and coordinator are employees of Baltimore City Circuit Court.
		b. Extent the organization is free to hire and supervise its employees independent of its source organizations	The program has no freedom to hire employees.
		c. Extent the organization is free to enter into contractual relationships independent of its source organizations	The program possesses no freedom to enter into contracts independent of its source organizations.
		d. Extent the organization is free to create its operating budget independent of source organizations	The program possesses no freedom to create an operating budget independent of its source organizations.
		e. Determine if organization budget is included in the budget of one of the source organizations	Funds for the programs are identified in the Maryland Drug Treatment Court Commission operating budget.

Table 19. Results of application of analytic dimension C: 2 – subject organization governance structure independence, to Harford County Juvenile Drug Court.

Column I Dimension Set	Column II Dimension	Column III Sub-dimensions	Column IV Analytic Dimension Findings
C. Organizational Environment Independence	2. Subject organization governance structure independence from its source organizations	a. Determine if organization's top administrator is an employee of one of the source organizations	The judge is employed by the Circuit Court, while the coordinator is employed by the Health Department.
		b. Extent the organization is free to hire and supervise its employees independent of its source organizations	The program possesses no freedom to hire employees independent of its source organizations.
		c. Extent the organization is free to enter into contractual relationships independent of its source organizations	The program possesses no freedom to enter into contracts independent of its source organizations.
		d. Extent the organization is free to create its operating budget independent of source organizations	The program possesses no freedom to create an operating budget independent of its source organizations.
		e. Determine if organization budget is included in the budget of one of the source organizations	The program is formally represented in the operating budget of one source agency – the Office of Drug Control Policy. The program is also included in the Maryland Drug Treatment Court Commission operating budget.

Table 20. Results of application of analytic dimension C: 2 – subject organization governance structure independence, to Vanderburgh County Day Reporting Drug Court.

Column I Dimension Set	Column II Dimension	Column III Sub-dimensions	Column IV Analytic Dimension Findings
C. Organizational Environment Independence	2. Subject organization governance structure independence from its source organizations	a. Determine if organization's top administrator is an employee of one of the source organizations	The judge and program coordinator are employed by the Superior Court.
		b. Extent the organization is free to hire and supervise its employees independent of its source organizations	The program possesses no freedom to hire employees independent of its source organizations.
		c. Extent the organization is free to enter into contractual relationships independent of its source organizations	The program possesses no freedom to enter into contracts independent of its source organizations.
		d. Extent the organization is free to create its operating budget independent of source organizations	The program possesses no freedom to create an operating budget independent of its source organizations.
		e. Determine if organization budget is included in the budget of one of the source organizations	Funds for the program do not explicitly appear in the budget of any source organization.

with national experience. So, although it is not a neat and clean determination, it is reasonable to assess that in the subject programs judges and program coordinators share designation as “top administrator”.

Regardless of whether judges or coordinators are designated as top program administrator, or if they are considered to share this designation, in the subject cases

all judges and coordinators are employees of source organizations. Referring to Baltimore City and Harford County as examples, judges sitting on the drug court bench are employed by their respective circuit courts. Administrative judges of their circuit courts supervise them. The coordinator in Baltimore City is also an employee of the Circuit Court and reports to a court administrator. The coordinator in Harford County is an employee of the Harford County Health Department and reports to a departmental administrator. Therefore, in terms of sub-dimension C: 2a, the researcher might assess that the subject cases exhibit little evidence of independence from their source organizations.

(b) Sub-dimension C: 2b – freedom to hire employees

In the secondary analysis of the drug court program evaluations I found evidence that none of the workers who perform functions in support of the subject programs are actually employed by the programs. For example, all individuals who perform the work of the Harford County program are employed by the County Health Department. As a result, the researcher will assess that the subject cases offer no evidence of independence from their source organization according to the terms of sub-dimension C: 2b.

(c) Sub-dimension C: 2c – freedom to enter into contractual arrangements

In the test application of this sub-dimension the evidence indicates that, like many drug courts, the subject cases rely on contractual arrangements for some services provided to their program participants. Treatment services are program elements that

are most commonly provided under contract with private for-profit or not-for-profit organizations. This is in evidence in each of the three programs considered here. Other services, however, may also be provided through contracts. In Harford County, for instance, transportation for program participants is provided through contractual arrangements.

In each of the cases studied all contractual services involve arrangements with source organizations rather with the subject programs. For example, in Harford County and Baltimore City treatment services are provided by private non-profit organizations through contracts with local health departments. So, again, the researcher will determine that the evidence indicates that the subject cases exhibit little independence in terms of sub-dimension C: 2c.

(d) Sub-dimensions C: 2d and C: 2e – freedom to prepare an operating budget and/or inclusion in source organization budgets

Unlike some organizations with hybrid characteristics such as Portland Development Commission or Baltimore City Public School System, drug courts exhibit evidence that they are rarely free to develop operating budgets independent of their source organizations. In fact, drug courts rarely appear as budget entities *within* budgets of source organizations. Rather, cost centers within existing jurisdictional agencies are used to draw resources applied in drug court operations. In the case of Vanderburgh County for example, case management and other core services of the drug court are programmed in the County's budget dedicated to operation of Superior Court. Treatment services are provided by Indiana Family and Social Services

Administration. In Harford County the bulk of drug court services are supported by the budgets of the County's Office of Drug Policy and the County Health Department.

(2) Assessment of findings for analytic dimension C: 2 – subject organization governance structure independence

Organizations with hybrid characteristics, to varying degrees, operate in two worlds: as extensions of purposes of source organizations and as independent entities. Analytic dimension C: 2 is designed to test the extent of operational independence of subject organizations in relation to their source organizations by examining three important areas of administration: human resources, contract and budget management. In the test application of this analytic dimension it proves to be useful in assessing the subject cases according to these terms. The subject cases were found to exercise little independence from their source organizations. The application of the five sub-dimensions of analysis that support this dimension also demonstrates their potential use as independent variables to apply in broader studies of drug courts or other forms of organization with hybrid characteristics.

c. Analytic dimension C: 3 – generation of subject organization resources independent of source organizations

Another indicator of the capacity of organizations with hybrid characteristics to operate in their organizational environments independently of source organizations involves ability to generate resources – primarily financial resources – independently of source organizations. In local governance sources of financial wherewithal include intergovernmental grants, fees for services, tax receipts and fines, among other

sources. To assess subject organization financial independence, analytic dimension C: 3 requires that the researcher ask two questions:

- Question C: 3a – To what extent is the subject organization free of control of its source organizations to solicit/procure intergovernmental grants or other funding arrangements?
- Question C: 3b – To what extent is the organization free of control of its source organizations to charge fees for services, or otherwise demand payment for services that it provides?

Answers to these questions will provide evidence as to whether an organization under consideration possesses legal and operational substance and independence in its organizational environment. Evidence of financial independence might also be assessed by the researcher as an indication of the extent to which organizations with hybrid characteristics have established institutionalized positions in their organizational environments.

(1) Findings for analytic dimension C: 3 – independence to generate financial resources

The evidence from the evaluations of the subject cases indicates that they offer a mixed picture of financial independence from source organizations. Ultimately, however, application of dimension C: 3 demonstrates that they exhibit much more dependence on their source organizations for financial resources than independent capacity to generate financial resources on their own.

Drug courts raise funds to support their operations in three ways: participant fees, inter-governmental grants and local external fundraising activities. Among the cases to which the contingent analytic framework was applied, only one, Vanderburgh County, charges fees to participants. Before individuals are allowed to graduate from this program they are required to pay all fees owed. The program's authority to collect fees is delineated in State law authorizing drug court operations. Each of the three programs has benefited from inter-governmental grants – primarily from the Federal government. In each case, however, legal recipients of grant funds have been source organizations. All three programs have been funded by external sources such as non-profit organizations. For example, the Vanderburgh County program has been supported by funds from Foundation Assisting in Recovery (“FAIR”). FAIR is a 501 (c) (3) non-profit organization specifically established to provide financial support for the program. Again, however, such funds have been received and managed by a source organization. In the Harford County program, local externally raised funds intended to support the Juvenile Drug Court program are received and managed by the County Government. Results of application of analytic dimension C: 3 to the subject cases are found in Table 21 on the next page.

(2) Assessment of findings for analytic dimension C: 3 – independence to acquire financial resources

This analytic dimension is designed to assist the researcher in acquiring evidence that will help her assess the capacity of an organization with hybrid characteristics to operate independently of its source organizations. This assessment

Table 21. Application of analytic dimension C: 3 – independence to acquire financial resources, to the subject cases.

Column I Dimension Set	Column II Dimension	Column III Sub- dimensions	Column IV Analytic Dimension Findings		
			Baltimore City	Harford County	Vanderburgh County
C. Organizational Environment Independence	3. Generation of its resources independent of its source organizations	a. Extent the organization is free of source organization control to solicit/procure intergovernmental grants or other funding arrangements	The program has been supported by inter-governmental grants. The funds, however, have been received and dispersed by source organizations – primarily Circuit Court and Division of Parole and Probation.	The program has been supported by inter-governmental grants. The funds, however, have been received and dispersed by source organizations – primarily Circuit Court and Office of Drug Control Policy.	The program has been supported by inter-governmental grants. The funds, however, have been received and dispersed by source organizations – primarily Superior Court.
		b. Extent it is free of source organization control to charge fees or otherwise demand payment for the services that it provides	Although the program could levy participant fees, they are not charged by the program or by source organizations on behalf of the program.	Although the program could levy participant fees, they are not charged by the program or by source organizations on behalf of the program.	The program charges program participants fees that must be paid prior to program graduation.

supports analysis of the organization's durability and consequentiality in its organizational environment. The extent to which an assumed hybrid can generate resources on its own may indicate the degree to which it exercises independence from its source organizations. This in turn might indicate to the researcher the organization's potential for durability in its organizational environment.

In applying dimension C: 3 to the subject programs, the researcher will find that, although they prove to be highly dependent on source organizations for receipt and management of extra-organizational financial resources, the evidence also reveals that they may have established “resource roots” in their organizational environments not directly connected to their source organizations. The programs have benefitted from private community organizations that support their operation. This might demonstrate that the subject organizations have established constituencies supportive of their activities to the extent they are willing to provide financial support or pressure source organization and jurisdictional leaders to fund the programs. It may also provide an indication to the researcher that the subject organizations are finding institutionalized places in their organizational environments.

d. Analytic dimension C: 4 – extent source organization sanctions are involved in determination of the subject organization’s characteristics

Dimensions A: 1 through C: 3 provide cumulative evidence of the extent to which subject organizations function independently of their source organizations in their organizational environments. The extent to which they are considered organizational entities of substance and consequentiality independently of source organizations might demonstrate that they possess institution-like characteristics. To further support this analysis, in the last dimension of the analytic framework, dimension C: 4, the researcher is asked to consider whether and to what extent organizations under consideration have received authoritative sanction to exist and act from one or more of their source organizations. Receipt of formal or legal sanction

should be seen as indicating institutional legitimacy in suspected hybrids' organizational environments. Legitimacy acquired through source organization sanctions may provide critical support for subject organization durability – even in cases where organizations under consideration do not exhibit administrative or funding independence from source organizations.

If an organization with hybrid characteristics has received authoritative formal or legal sanction from one or more of its source organizations, the organization under consideration might be predicted to be more stable and sustainable than if it has received no such sanction. In terms introduced earlier in Chapter Three's review of sources from organizational theory, with such authoritative sanction, organizational and individual actors in the subject organization's operating environment may view the organization as legitimate. In local governance, if a subject organization has been established and/or empowered by a source jurisdiction through ordinance, charter, statute, or other legal instrument, it may be viewed as possessing privileged standing in its organizational environment. If a supposed hybrid organization is recognized through other formal expressions of jurisdictional policy such as strategic plans or operating budgets, it may also be viewed as possessing potential for legal and functional durability in its organizational environment.

To consider the extent to which one or more source organizations provide sanction for a subject organization, dimension C: 4 requires that researchers ask the following three questions:

- Question C: 4a – Which, if any, source organizations have sanctioned the subject organization through legislation, policy, budget or other authoritative form?
- Question C: 4b – What instrument or instruments – legislation, policy, administrative rule, budget or other authoritative form – have been utilized to provide sanction for the organization?
- Question C: 4c – Does the sanction take the form of establishing or detailing authority, and/or providing resources for the organization?

Provision of formal sanction for a suspected hybrid organization by one or more of its source organizations might demonstrate to the researcher substantial evidence of policy commitment to the existence of the organization. The subject organization might be viewed as recognized as more than an ad hoc, transitory arrangement of convenience. In local governance, if county, city, and/or state governing bodies approve ordinances, statutes, charters, or budgets authorizing formation of or otherwise empowering an organization with hybrid-like characteristics, the organization under consideration will be assessed by the researcher as having received substantial policy support from its source jurisdiction(s). Such commitments by source jurisdictions might appear as making the organization more authoritative and of greater consequence in its organizational environment than if it is a product of less formal, more transitory arrangements.

The form source organization sanctions take in establishing or empowering a subject organization offers additional evidence to the researcher regarding the

substantiveness of source organization commitment to its operation. For example, a suspected hybrid that is the product of an informal arrangement between agency heads most likely will be considered as demonstrating less consequence and durability than one formed and/or empowered through legislative action of a jurisdictional governing body.

(1) Findings for analytic dimension C: 4 – source organization sanctions

As seen in Table 22 on the following page, examination of the three cases considered in the test according to terms of analytic dimension C: 4 reveals interesting evidence of variation among them. The Indiana program has received substantial legal sanction on the state jurisdiction level. In the Maryland cases state legal authority takes different, but still substantial, form. Local jurisdictional sanction varies among the cases, with little clear difference between states in evidence.

As I reported in findings for dimension C: 1, Indiana drug courts are authorized under State statute. The evidence indicates that their roles, structures and responsibilities are prescribed in straightforward terms in Title 12 of the Indiana Code. In Maryland individual drug courts are not specifically authorized under durable state legislation. By order of the State Court of Appeals, however, the Maryland Drug Treatment Court Commission was established with a primary purpose of providing support and direction for local drug court programs. Furthermore, while the State of Indiana does not provide direct state to local inter-governmental budgetary support

Table 22. Results of application of analytic dimension C: - 4 – source organization sanctions, to the subject cases.

Column I Dimension Set	Column II Dimension	Column III Sub- dimensions	Column IV Analytic Dimension Findings		
			Baltimore City	Harford County	Vanderburgh County
C. Organizational Environment Independence	4. Source organization sanctions	a. Confirm source organization sanctions for the organization through law, policy, budget or other authoritative form	<ul style="list-style-type: none"> • The program has not received authorization through state or local law. • Through state and local budget actions it has received policy support. 	<ul style="list-style-type: none"> • The program has not received authorization through state or local law. • Through state and local budget actions it has received policy support. 	<ul style="list-style-type: none"> • The program is authorized and empowered by the State.
		b. Instrument(s) used by source organizations to establish and/or empower the organization	<ul style="list-style-type: none"> • An order of the Chief Judge of Maryland established the Drug Treatment Court Commission, which provides financial and other forms of support for local programs. 	<ul style="list-style-type: none"> • An order of the Chief Judge of Maryland established the Drug Treatment Court Commission, which provides financial and other forms of support for local programs. 	<ul style="list-style-type: none"> • It is authorized and empowered under state statute. • The statute details authority for the program, but does not authorize funding.
		c. Confirm if the source organization sanction establishes or details hybrid authority, and/or provides resources to the organization	<ul style="list-style-type: none"> • Local policy support for the program is expressed through budget support for source agencies. 	<ul style="list-style-type: none"> • Local policy support for the program is expressed through budget support for source agencies. 	<ul style="list-style-type: none"> • Local policy support for the program is expressed through budget support for source agencies.

for individual drug court programs, through the Judiciary’s operating budget, the State of Maryland provides operating grants to local drug court programs. The States of

Indiana and Maryland can each be assessed as providing substantial policy sanction for local drug court programs. That the State of Maryland also provides the life-blood of program operations – financial support through drug court operating grants – may be viewed as providing additional substance to state jurisdiction level sanction for the local programs. The researcher might also view state financial support in state agency operating budgets for key members of drug court teams, such as judges, probation officers and public defenders as evidence of jurisdictional policy commitment.

Application of analytic dimension C: 4 to the subject programs reveals evidence of interesting consistency among them in terms of local jurisdictional sanction. Local jurisdictional sanction is not as direct or substantial as state jurisdictional authority provided to the local drug courts. Yet, the forms that local support for the subject programs take can be interpreted as meaningful. In Vanderburgh County, while the County has not provided authority for the drug court through ordinance, executive order or similar sanctions, in that all key drug court team members are directly supported through County agency operating budgets provides substantial material acknowledgement of the program. Harford County and Baltimore City have not provided authority for their drug court programs through governing body legislative action or executive directive. Yet, as in the case of Vanderburgh County, these local jurisdictions provide substantial acknowledgement of the institutional places of their drug court programs through budgetary support for key program positions and services. For example, in addition to staff support provided by the school district and State's Attorney's Office, one of the most important program

staff members – the coordinator – is an employee of a core Harford County agency, the Health Department. In Baltimore City local budgetary support is provided for assistant state’s attorneys assigned to the program and through the City Health Department for treatment services.

(2) Assessment of findings for analytic dimension C: 4 – source organization sanctions

This test application of analytic dimension C: 4 to the subject cases demonstrates its value in the analytic framework. Its use in the examination of evidence concerning the subject cases not only confirmed source jurisdiction sanction for the assumed hybrid organizations under consideration, but also supported assessment of types of sanction in play among the cases.

In terms of policy support, dimension C: 4 offers evidence that Indiana provides substantial policy support for local drug courts through State legislation. In Maryland State policy authorization is provided through action of the Judiciary’s governing body. In neither of the subject cases is broad local policy support through legislative or executive sanction for individual programs found. In all three cases, however, local authority for the organizations under consideration is expressed through funding for positions and program services. Therefore, application of dimension C: 4 and sub-dimensions C: 4a and C: 4b proves to be useful to the researcher in identifying state versus local authorization and broad legislative or executive policy authority versus budgetary authorization.

Application of dimension C: 4 in the test of the analytic framework might support the researcher's assessment that policy and budgetary sanctions the subject programs receive from state and local source organizations provide them with noteworthy operational authority in their organizational environments. Based on concepts identified in the literature of organizational theory in Chapter Three, this supports interpretation of the degree of institutionalization of and potential for organizational survival for the subject programs in their organizational environments. In light of inter-jurisdictional policy and budgetary commitments the subject programs have received, the researcher might predict that they will have durable roles to play in their organizational environments.

This test of analytic dimension C: 4 also demonstrates an area of research potential that it shares with the overall analytic framework: support for inter-contextual study. In this test the dimension provides assistance in framing intra- and inter-state comparisons among the cases considered. In a broader national study of drug courts or other organizations with hybrid characteristics in local governance a researcher could apply this dimension and its constituent subdimensions as independent variables to assist her in examination of rate of survival of hybrids and other issues related to organization durability and consequentiality.

Application of dimension C: 4 in the test serves as something of a coup de grace in demonstrating the value of an organizational perspective to the study of organizational complexity in local governance. The sub-dimensions of this analytic dimension applied as organizational variables support acquisition of evidence that

should prove to be meaningful for policy and program evaluation in an organizationally complex milieu.

F. Summary of results of the test application of the analytic framework

The test application of the analytic framework offers a preliminary, but noteworthy demonstration of the value of organizational variables in local governance research. The test offers evidence that an organizational perspective represented in the dimensions and sub-dimensions of the analytic framework adds value to existing explanations of local governance organizational complexity. The following summary of findings from the test further highlights the analytic value of an organizational perspective.

The test of the analytic framework resulted in the collection and analysis of substantial evidence concerning the subject cases. The evidence that the framework assisted in accumulating not only helped in determining the extent to which the organizations under consideration demonstrate hybrid characteristics. The analytic framework also provided support in illuminating subtleties in their relationships with their source organizations and organizational environments. In this section I will summarize findings that emerged in the test for each of the three sets of analytic dimensions included in the framework.

1. Analytic dimension Set A: Identity and Purpose

In Chapter Three I reviewed concepts from the literature of organizational theory that support an underlying assumption of the model of hybrid organization in

local governance: that organizations with hybrid characteristics are linkages among multiple organizations. They are formed by their source organizations to pursue distinct purposes in response to challenges in organizational environments. In applying the four analytic dimensions included in Analytic Dimension Set A, the subject programs were found to represent structural and resource exchange linkages among a variety of state and local source organizations – courts, prosecutors, public defenders, probation agencies, and treatment agencies. The evidence that supports these findings confirms that the subject organizations were formed to perform clearly delineated sets of case supervision and treatment functions for adult and juvenile offenders/program participants in response to substance abuse and related crime challenges in local criminal justice and substance abuse treatment organizational environments.

The findings that emerged through application of this set of analytic dimensions offer the researcher evidence early in the evidence acquisition and analysis process that the subject organizations possess hybrid characteristics according to the terms of the model of hybrid organization. These findings represent an important first step in identifying the subject organizations' relationships with their source organizations and their places in their organizational environments.

The questions asked about the subject organizations in this set of analytic dimensions may seem simplistic at first glance. However, they provide the foundation for a framework of research that has not heretofore been applied in local governance research. The evidence and findings that emerge from application of the first set of dimensions to a rather obscure organizational form in local governance are somewhat

dramatic. This set of dimensions reveals that some of the most significant public organizational actors in local criminal justice and treatment environments join together in drug court programs to perform important jobs in making these public systems function more efficiently and effectively. Even in this early stage of application of the framework it reveals a picture of organizational complexity in local governance that cannot be found in either the literature of drug courts or the broader discourse concerning local governance.

2. Analytic Dimension Set B: Source Organization Dependency

The picture of the relationships between drug courts and their source organizations revealed through application of this dimension set is one of a subtle mix of dependency and independence. In helping the researcher assess the correspondence between subject organization and source organization purposes, this dimension set shows that drug courts exhibit support of the purposes of their superordinate organizations. However, they also demonstrate departures from source organization purposes. In that drug courts across the United States have been established with a standardized model in mind, it may come as a surprise to the researcher to find the amount of purpose correspondence variation that this dimension reveals in just three cases. For example, as highlighted earlier in this chapter, sub-dimension B: 1 offers evidence of variation in the extent that public defender purposes are modified among the subject programs. It is particularly interesting that this variation is not necessarily seen on an inter-state comparative basis. Variation was found within a state. This sort

of comparison emerges from application of the organization perspective of the analytic framework. It cannot be found elsewhere in local governance or drug court research.

As seen in this test, the application of this set of analytic dimensions also helps the researcher in acquiring evidence concerning hybrid-like organizations as resource exchange mechanisms. The test demonstrates that, in helping the researcher identify the extent of source organization resource commitments to the subject organizations – in terms of resource type and monetary value – dimension B: 2 assists in determining and comparing the stakes of source organizations in the programs under consideration. The dimension also reveals subtle inter-contextual variations in resource commitments – variations that, based on existing analytic perspectives or on the “standard” drug court model, may not have been predicted. Application of this dimension revealed that a different agency had the largest financial investment in each of the subject cases. It also helped to produce evidence of substantial variation in terms of state versus local resource commitments.

Evidence, findings and analyses resulting from application of the Set B analytic dimensions in the test also provide novel demonstration of resource exchange characteristics of the subject cases. The organizations under consideration clearly receive and apply resources derived from source organizations in pursuit of programmatic activities. To some extent each of the subject programs transforms source organization resources from “business as usual” purposes. The evidence concerning use of prosecutor, public defense and probation resources provided by source organizations to the subject programs indicates that these key resources (and

their financial value), to varying degrees, are transformed by the organizations under consideration. These resources are converted from source organization business as usual purposes to those of the drug court programs. This set of analytic dimensions offers support for an assessment that, although the subject organizations are notably dependent on resources provided by their source organizations, in that they transform some of these resources to meet programmatic purposes, they exercise some degree of operating independence. This is a finding that could not have emerged from existing research perspectives in local governance. It also represents a new addition to the body of research concerning drug courts.

Test application of Analytic Dimension Set B resulted in production of evidence for which it was designed – clarification of utilitarian relationships between the organizations under consideration and their source organizations. In considering the subject cases an emerging picture of complexity and nuance in these relationships was found. Although the programs are essentially based on the same model of program intervention, interesting and surprising inter-contextual differences were found – both between and within states in which the subject programs are located.

3. Analytic Dimension Set C: Organizational Environment Independence

Analytic Dimension Set C has two basic purposes. It completes the process initiated in Set B involving determination of the nature of relationships of hybrid-like organizations and their source organizations. The dimensions of analysis included in Set C also help the researcher in acquiring additional evidence regarding the extent to which subject organizations function as independent entities in their organizational

environments – a determination that might indicate the extent to which they have found institutionalized places in their operating settings.

In helping the researcher to assess the operating independence of subject organizations, Set C considers: their freedom to determine purposes independent of source organizations; independence of their governance structures from source organizations; their ability to generate resources independent of source organizations; and the extent source organization institutional sanctions are involved in determination of subject organization organizational characteristics. All four analytic dimensions probe the degree to which the subject organizations possess the qualities of durability and social impact that we normally associate with institutionalized organizations.

In the test application of analytic dimension C: 1 and its sub-dimensions the researcher can see that the subject organizations exercise freedom from direct control by their source organizations in establishing programmatic purposes. All of the subject programs, however, have established organizational goals and operational characteristics that are largely consistent with a national model of drug courts. In the Maryland cases evidence was found that indicates the subject programs pursue purposes consistent with those promoted by a state oversight/coordination commission. The researcher might interpret this evidence as offering a mixed picture of subject organization operating independence.

Through application of dimensions C: 2 and C: 3, I found that the subject organizations exercise little independence from their source organizations. In the test

of these dimensions evidence was produced that indicates incumbents of key operational positions in all subject programs are employees of source organizations. As a result, an assessment can be made that, in terms of these dimensions, there is little structural independence between the subject cases and their source organizations. Similarly, in all subject organizations, although program staff members may pursue and acquire inter-governmental and private extra-organizational sources of funding, all extra-organizational funds are received and managed by source organizations. Again, this evidence indicates little subject organization operating independence.

Among the most interesting results found in the test of Set C involve findings from dimension C: 4. This dimension concerns receipt of source organization sanction by the subject programs. In the test evidence emerged of substantial policy support for the local programs by their states. Indiana has sanctioned drug courts through legislative action. In Maryland policy support has been provided through an order of the governing body of the State's Judiciary. In neither of the cases is evidence found of similar forms of policy support from their local jurisdictional source organizations. However, in that resources provided by local agencies to the subject cases are funded through local jurisdictional operating budgets, the researcher might infer substantial local policy support for the subject programs. Therefore, although the analytic dimensions of Set C provide a mixed picture of subject organization independence, the evidence from dimension C: 4 indicates that the cases under consideration have received substantial superordinate organization sanction. The extent of this policy support might indicate that the programs experience stable and durable –

institutionalized – roles in their operating environments. In that the sort of findings produced by Set C cannot be found elsewhere in drug court research or local governance discourse, they can be considered novel and somewhat surprising.

4. Summary interpretation of findings from the test

Considered in terms of the model of hybrid organization in local governance, the test application of the analytic framework reveals a substantial amount of evidence regarding the subject cases. The evidence that emerged from application of the three sets of analytic dimensions from the test demonstrates that all three of the subject cases exhibit distinct hybrid characteristics according to the model of hybrid organization in local governance. All three cases:

- Operate largely as distinct organizations.
- Involve linkages among multiple organizations.
- Have been established as inter-organizational responses to clearly defined challenges in their organizational environments.
- Clearly operate as resource exchange/transformation mechanisms.
- Pursue operational purposes that extend beyond “business as usual” purposes of their source organizations.
- Can be viewed as extra-organizational efforts to pursue purposes that could be undertaken by their source organizations, but may be pursued more efficiently or effectively by the organization with hybrid characteristics.

- Exhibit indications of possessing stable and durable places in their organizational environments.

Beyond general evidence of the “hybridness” exhibited by the subject cases in the test, as seen in the discussion concerning each analytic dimension and sub-dimension of analysis, application of the analytic framework as a research tool reveals a substantial amount of interesting and sometimes surprising evidence. Although each of the subject organizations demonstrate hybrid characteristics and, supposedly, arose from a common model, they come about their “hybridness” in somewhat different ways. Among the cases variation can be seen in the evidence regarding jurisdiction and agency roles, inter-case transformation of source organization purposes and resources, and forms of institutional sanction. These findings, emerging from utilization of the organizational perspective of the analytic framework, are novel additions to the study of drug courts.

A noteworthy concept that emerged as a product of my personal professional experience and Chapter Three’s review of organizational theory literature is that organizations make structural adjustments to challenges in their operational environments. The model of hybrid organization and sources I found to support it also indicate that organizations with hybrid characteristics are “engineered” in particular ways as responses to specific challenges in organizational environments. The test of the analytic framework, applied in a rather obscure form of organization in three settings, rather dramatically demonstrates how this happens. The test also demonstrates nuances in how it happens. Despite their financial and structural

dependency on source organizations, the programs considered in the test were found to pursue important jobs on behalf of powerful state and local agencies in response to significant community challenges. The subject drug court programs have been established by their state and local source organizations to deal with some of the most intractable challenges found in their local criminal justice and substance abuse treatment organizational environments. Demonstration of the importance of the work pursued by the subject organizations is seen in the legal sanctions they have received in the form of state statute, order of a judicial governing body and operating budgets of state and local jurisdictions.

G. Implications of the test for the study of organizational complexity in local governance

The test of the analytic framework discussed in this chapter involves only three drug court programs – a very small sample. Yet, the findings that emerge from this “test run” of the analytic framework allow for consideration of contingent generalizations that may be offered for local governance research. The most interesting and useful generalizations include comparisons between drug court programs and other organizations with hybrid characteristics in local governance. They also include the usefulness of the framework in assisting researchers in acquiring evidence concerning the extent suspected hybrid-like organizations possess characteristics of the model of hybrid organization in local governance.

Drug court programs involve a large number of source organizations. They frequently include 5, 6, 7 or more state and local agencies. As compared to the

Baltimore and Portland hybrid-like organizations considered in the heuristic survey in Chapter One, the researcher might consider this as representing a large number of source organizations to have policy and financial interests in subject organization operations. However, the evidence exhibited in the test of the analytic framework, combined with the results of the heuristic survey in Chapter One might also lead the researcher to generalize on a preliminary basis that organizations with hybrid organizations in local governance will have source organizations that may range in number from only two (Portland Development Commission and Baltimore City Public Schools) to five or more (SUN Schools and drug courts).

The results of the analytic framework test also support preliminary generalizations that the researcher might make regarding independence and dependence of subject hybrid-like organizations vis a vis their source organizations. The drug courts included in the test of the framework exhibit distinct evidence of independence from and dependence upon their source organizations. This evidence aligns with the results of Chapter One's heuristic examination of Portland Development Commission and Baltimore City Public School System. I found that PDC and BCPSS also exhibited indications of independence from and dependence upon their source organizations. As a result of this limited evidence, a contingent generalization might be made that organizations exhibiting hybrid characteristics should not be expected to unambiguously possess all characteristics of the model of hybrid organization. Rather, they may strongly exhibit some characteristics while not offering any evidence of others. This contingent generalization may also infer another

consideration of potential importance to research concerning organizational complexity in local governance: that typologies including “degree of hybridness” may be useful for inter-contextual study of suspected hybrids. Such typologies could support inter-contextual comparisons of hybrid-like organizations according to terms of the characteristics included in the model of hybrid organization.

The test of the analytic framework also offers interesting evidence regarding the durability and potential consequentiality of organizations with hybrid characteristics. The test application of the framework’s dimensions of analysis reveals evidence that drug courts are designed to respond to important challenges in their organizational environments. The work they are asked to perform in response to these challenges is difficult. The authoritative sanctions they receive take substantial forms. This evidence from the test of the analytic framework aligns with what I found in the heuristic examination of PDC and BCPSS. I found that these organizations have also received substantial superordinate organization sanction via legislative and budget support. These findings might be interpreted to support another contingent generalization: that hybrid-like organizations ranging from the small and obscure (drug courts) to the large and highly visible (PDC and BCPSS) may be legally sanctioned to undertake important jobs in response to big challenges in local governance. The researcher may further generalize on a contingent basis that this results in hybrid-like organizations of varying sizes and organizational characteristics finding institutional places in their local governance operating environments.

The evidence that emerged from use of the dimensions of analysis in the framework will lead local governance researchers to assess that, although organizational forms such as drug courts may exhibit a number of distinct hybrid characteristics, they may not be unambiguously “hybrid.” For instance, although the evidence from the test indicates that the subject programs exercise independence in a variety of ways, I also found them to be very closely bound to their source organizations. The programs demonstrate independence in goal-setting and resource transformation. Yet, in terms of essential organizational characteristics such as provision and control of funding and dependence/independence of organizational structure, all three programs were found to be closely dependent upon their source organizations. As a result, these findings support the focus of the current study on hybrid organization rather than hybrid organizations. The insight gained through application of an organization perspective and the model of hybrid organization in local governance will have much broader value in application to cases involving organizations that exhibit hybrid characteristics than in cases wherein the research subjects are unambiguously hybrid in terms of all of the model’s characteristics. Expressed in these terms, this hybrid organization analytic perspective should prove to be an exciting and widely useful addition to the research repertoire of students of local governance. As indicated by my heuristic survey of organizations in the Portland and Baltimore urban areas, I predict that organizations with hybrid characteristics will prove to be widespread phenomena in local governance. As a result, the insight offered through application of the hybrid organization perspective in research

programs might be expected to produce a substantial body of new evidence concerning organizational complexity in local governance.

H. Summary assessment of the test

1. Was it successful?

At the beginning of this chapter I indicated that I had designed the test of the analytic framework to support three general research objectives related to the study of organizations with hybrid characteristics in local governance:

- To make a determination of the usefulness of the analytic framework in research concerning organizational forms in local governance exhibiting what I described as hybrid organizational characteristics.
- To provide confirmation of assertions made in earlier chapters regarding the value of applying organizational factors in research concerning organizationally complex forms of local public goods and services production and delivery.
- Through application of analytic dimensions designed to examine hybrid organizational characteristics, to explore the extent to which such characteristics appear in drug court programs selected for analysis.

The preceding discussion in this chapter demonstrates that the test was successful in meeting all three of these objectives. I offered substantial evidence of the potential usefulness of the analytic framework as a research tool. The value of organizational factors in research concerning organizational complexity in local governance, particularly as represented in the model of hybrid organization, was also

demonstrated. The analytic framework was useful in establishing that drug courts, as represented by the three cases considered in the test, exhibit characteristics of the model of hybrid organization in local governance. As operationalized in the analytic framework, the model of hybrid organization proved to be a useful conceptual basis for describing and analyzing drug courts.

2. The general value of the analytic framework

In the test application of the contingent analytic framework I found that it provided assistance in acquiring evidence that would assist the researcher in confirming the extent to which subject organizations possess hybrid characteristics. It was particularly useful in supporting assessment of the relationships between subject programs and their source organizations and organizational environments. But how useful is the contingent analytic framework as a research tool for broader application in the study of organizational complexity in local governance and, perhaps, beyond? In this sub-section I will consider this question.

The test of the analytic framework was limited to one obscure organizational form in three settings. It was limited to two organizational environments. It was limited by potential biases built into the fact that it was a “re-tread” of research that I have previously performed. Yet, the results of the test provide interesting evidence that indicates that the dimensions and sub-dimensions of the analytic framework will prove to be useful to researchers in analyzing manifestations of organizational complexity in other organizational environments, and in other organizational sectors.

They also may be useful for undertaking organizational analysis of interest to a broad group of researchers in realms of study beyond local public governance.

The potential inter-contextual and inter-sectoral value of the analytic framework can be seen by imagining its use in a locale and organizational environment notably different from the test cases considered in this chapter. In Chapter One the SUN School program in Portland was introduced. This program is an alternative approach to meeting neighborhood education, recreation, social service and other needs through transformation of resources provided by a county, two cities and several school districts. The researcher will find that the analytic framework is useful in collecting and analyzing evidence concerning SUN Schools in several ways. It will assist in clarifying policy and financial interests of the county, city and school district stakeholders in the program. It will also be useful in specifying the challenges to which the program was designed to respond, extent to which it transforms resources acquired from its source organizations, and its potential for durability and consequentiality in its organizational environment. The analytic framework might also prove to be useful in determining whether the program serves the interests of one of its jurisdictional partners more than the others. It may help the researcher in answering interesting questions such as, "Is the SUN School initiative more of an education, recreation or social service program?"

The inter-sectoral potential for application of the analytic framework in research agendas may be seen as extending to private organizations – for-profit and not-for-profit – as well. For example, in business research at the national or

international levels of analysis, the reader might imagine a situation wherein two or more organizations respond to international challenges in their shared competitive environment by entering into a research and development joint venture. It should not take too much additional imagination to visualize the value in evidence accumulation and analysis of the contingent analytic framework in making a variety of assessments regarding the characteristics of the hybrid organizational arrangement that emerges, and its relationships with its source organizations and its organizational environment.

3. Adaptation of the analytic framework for research and theory development

The analytic framework lends itself to transformation for broad areas of research. Limiting focus to the study of organizational complexity in local governance, the framework can be foreseen as offering support for inter-contextual, inter-sectoral, inter-governmental, and quantitative research agendas. The analytic framework also possesses considerable potential value in contributing to typology building and theory development.

In terms of its inter-contextual value, the limited test of the analytic framework included in this chapter offers a glimpse of its value to researchers interested in inter-contextual study of local public programs such as drug courts. Using the analytic framework as a methodological platform, a researcher could add more drug court programs in additional states and/or settings with differing socio-economic characteristics in a larger multiple case study design to create a study with greater generalization value. To compare process and structural characteristics of drug courts to other programmatic approaches, the researcher could add other organizationally

complex interventions or interventions limited to one jurisdiction or one agency in local criminal justice and treatment organizational environments in qualitative or mixed methods multiple case study research designs.

In support of inter-sectoral and inter-governmental studies, the analytic framework will be useful in qualitative or mixed methods research designs to make comparisons among service sectors in local governance or between locally supported and state supported programs. For instance, characteristics of drug courts could be compared in a multiple case study design with organizationally complex entities in local economic development, education, or transportation organizational environments.

An important potential adaptation of the analytic framework in research may be in quantitative research designs or designs with quantitative components. The analytic dimensions and sub-dimensions applied in the test of the analytic framework should be useful as independent variables in studies including large samples of organizations. For example, returning to the study of drug court programs, with the dimensions and/or sub-dimensions of the framework standing as independent variables, dependent variable outcomes of interest such as program completion rates, criminal recidivism, sobriety, family relations, education, employment, among others, may be compiled and compared. Thus, the analytic framework should assist researchers in testing how and to what extent “organization matters” to policy and program outcomes.

One of the most useful contributions that the contingent analytic framework may make in the study of organizational complexity in local governance involves development of typologies. Typologies involving issues such as extent of exhibition of hybrid characteristics, degree of source organization dependence, organizational environment operating independence, within or across organizational sectors, may be constructed from results emerging from further application of the analytic framework. Development and application of typologies in local governance may contribute to theory development and refinement regarding emergence, operation, durability and consequentiality of organizations with hybrid characteristics.

To reinforce a point made earlier: I have referred to the analytic framework as “contingent.” I have called it “contingent” because, as it is further utilized in more and different situations, analytic dimensions will be expanded, added, combined and/or eliminated to make it more effective and broadly applicable.

Chapter Six

Summary, Conclusions and Implications

The intent of the study's sixth and final chapter is straightforward. I will summarize the results of the study, discuss conclusions that it has stimulated and consider its implications for public administration and policy theory, research, education, and practice.

A. Study summary

In Figure 1 on page 36 of Chapter Three I offered a schematic description of the study. This representation of the study's design includes logical milestones and the concept building/testing activities involved in reaching them. The logical milestones of the study, identified by the chapters in which they appear, are as follows:

- Chapter One – My practical and research experience in local governance informs the problem addressed in the study and the approach for solving it – the generation of a practice-based model of hybrid organization.
- Chapter Three – I demonstrate the prospective value of the practice-based model of hybrid organization by comparing it to existing explanations of organizational complexity in local governance.
- Chapter Three – I use sources in organizational theory, particularly those concerning organizational environments, institutionalization and hybrid organization to revise the practice-based model into a practice-based and theory-informed model of hybrid organization in local governance.

- Chapter Four – To make the model of hybrid organization in local governance useful in research I transform it into an analytic framework.
- Chapter Five – To demonstrate the value of the analytic framework I subject it to an empirical test in organizational settings with which I am familiar from my research experience.

In the following five sub-sections I will briefly describe my findings at each of these milestones. This summary will support my subsequent consideration of conclusions that should be drawn from the study as well as its implications for future research and practice.

1. A practice-based model of hybrid organization in local governance

In the first chapter of the study I introduced my experience with organizational complexity in local governance. Reflecting upon two and a half decades as a local public manager and researcher throughout the United States, I discussed what I had observed with respect to the emergence of new forms of complex organization. I was struck by the collaborative efforts of multiple jurisdictions and agencies to blend existing organizational purposes, structures and resources to create entirely new entities. These re-engineered organizations are created to respond to particular challenges in their operating environments that their source organizations either cannot do or cannot do as well. In some regards the blending of purposes, structures and processes that represent what I refer to “hybrid organization” results in organizational action that is indistinguishable from that seen in source organizations.

However, in other cases hybrid organization exhibits purposes, structures and processes that enable the newly created organizations to operate independently of their organizational parents in their operating environments.

In making this assessment of the existence of organizations that involve blending of purposes, structures and resources of pre-existing jurisdictions and agencies in local governance, I relied upon my early public administration experience with the Normandy Municipal Council in St. Louis County, Missouri and elsewhere across the country in city management. This experience as public practitioner was reinforced by my recent experience as a researcher in a national policy and program evaluation practice. In particular, I focused on my extensive experience in evaluating drug court programs in California, Oregon, Maryland, Indiana and Michigan. I found that drug courts are particularly vivid examples of how numerous state and local agencies blend purposes, structures and resources to meet challenges involving local crime and substance abuse.

The organizational complexity I observed in organizations with hybrid characteristics such as Normandy Municipal Council and drug court programs, has not been adequately considered by existing explanations of organizational complexity in local governance. As a result, we do not have much research-based information to help us understand what makes organizations with hybrid characteristics successful or what to look for in studying them.

Of course, my observations regarding evidence of hybrid organization in local governance could just be artifacts of the particular trajectory of my career in public service and research. To assess whether the existence of hybrid organization in local governance may be more than just an artifact of my personal experience, in Chapter One I also undertook a heuristic exercise designed to assess whether: hybrid organization – as process and product – represents an important development in American local governance; organizations of varying sizes, of different institutional origins and that perform a variety of local governance jobs may be described in terms of hybrid organization; and provide a “soft pretest” of whether the characteristics I used to describe Normandy Municipal Council and drug courts also describe the organizations surveyed. This heuristic exercise involved a survey of 10 organizations in the Portland and Baltimore urban areas, with a focus on two: the Portland Development Commission and the Baltimore City Public School System. The results of this heuristic exercise offered additional support for my interpretation of what I had observed in my local public service and research career.

The product of this review of my experience as local public administrator and researcher in local governance and the heuristic exercise involving Portland and Baltimore area public organizations is a practice-based model of hybrid organization in local governance. The model incorporates an organizational perspective not found elsewhere in alternative explanations of organizational complexity in local governance.

2. The practice-based model compared to existing explanations of organizational complexity in local governance

In Chapter One I asserted that existing explanations of local governance do not adequately consider the manifestation of hybrid organization that I observed in my professional experience and in the heuristic examination of Portland and Baltimore area organizations. To explore this assertion, in Chapter Three I examined research concerning organizational complexity in local governance performed from a variety of alternative perspectives: fragmentation, inter-governmental cooperation, public-private sector collaboration, regionalism and quasi-public corporations. In addition to these sources in the literature of local governance, I also examined another body of literature that might be of interest: research concerning forms of quasi-government on the Federal level of government. As represented in Table 2 on page 71, I compared my findings from a review of each of these research perspectives with characteristics of the practice-based model of hybrid organization. I found that, to some extent, each of the perspectives offer concepts that relate to and support my conceptualization of organizational complexity in local governance. However, I also found that none of them completely considered the characteristics included in my practice-based model of hybrid organization in local governance. None of the existing explanations of organizational complexity in local governance utilize an organizational perspective and deploy organizational variables needed to describe and assess the consequences of organizational engineering reflected in the model of hybrid organization.

3. Support from organizational theory for a model of hybrid organization in local governance

My review of research from existing explanations of organizational complexity in local governance offered support for my practice-based assessment of the need to deploy an organizational perspective in local governance research. To add additional credibility to this general assessment and to my proposed practice-based model of hybrid organization, I turned to theoretical and empirical literature in the realm of organizational theory. Drawing upon support from organizational theory scholars, particularly those who have examined the relationship between organizations and their environments, processes of institutionalization and hybrid organization, I confirmed the viability of components of the practice-based model and identified concepts that should be applied to improve it. The product of this effort is a practice-based and theory-informed model of hybrid organization in local governance. The model offers the following characteristics of hybrid organization:

- i. The organization exists as a distinct entity.
- ii. The organization represents linkages among multiple source organizations.
- iii. The organization was formed outside the organizational boundaries of its source organizations.
- iv. The organization was formed in response to particular challenges in its organizational environment.
- v. The organization was formed to perform specific tasks in response to particular challenges in its organizational environment.

vi. The organization represents a response to environmental challenges that its founders consider being more efficient or effective than could be pursued within their “business as usual” organizational structures.

vii. The organization represents a blend of purposes of its source organizations.

viii. The organization represents a mix of differing purposes of individual source organizations.

ix. The organization pursues purposes that extend beyond those of its source organizations.

x. The organization represents a blend of resources of its source organizations.

xi. The organization exhibits differential resource commitments from its source organizations.

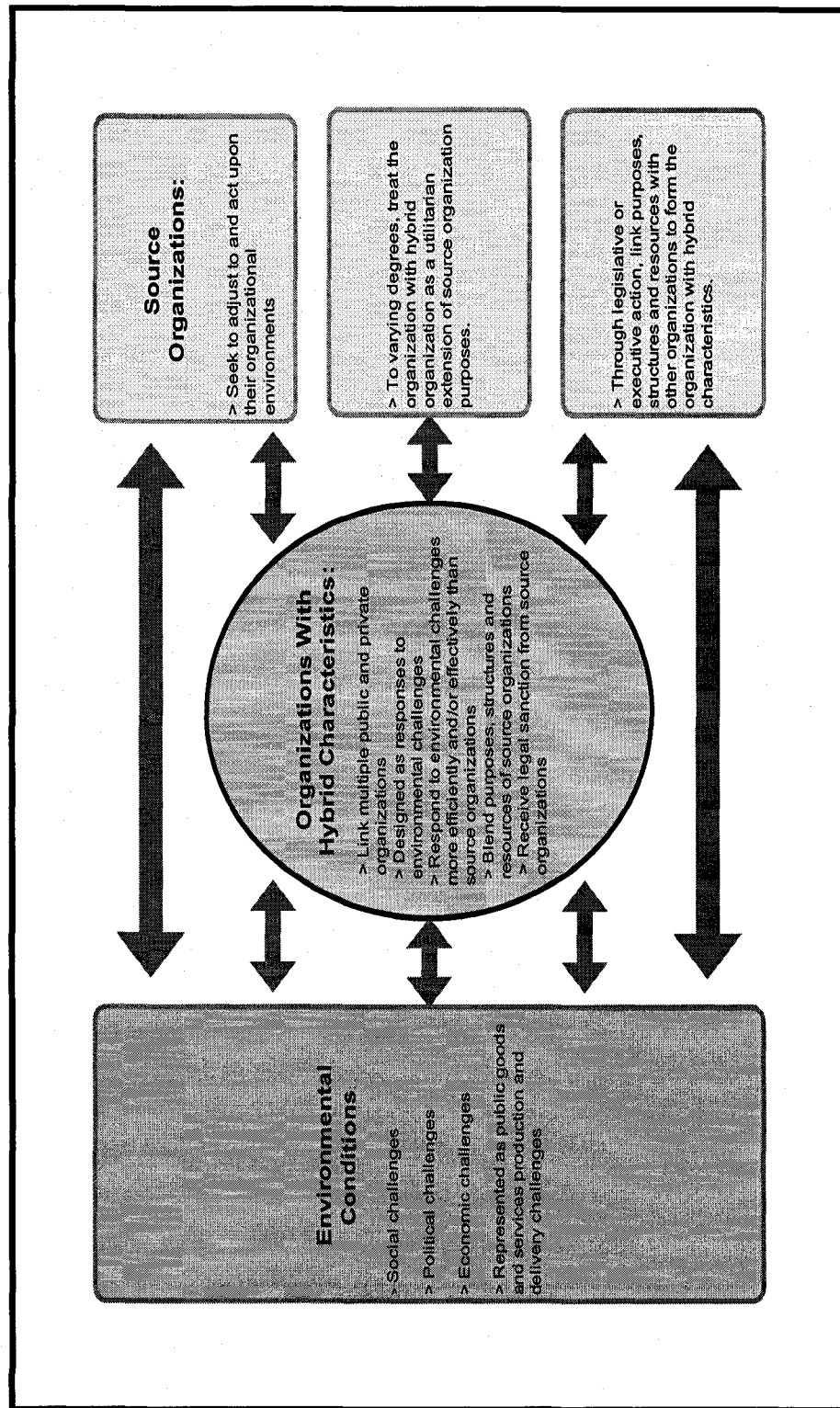
xii. The organization has received institutional sanction from one or more of its source organizations.

The model of hybrid organization can be viewed as representing organizations with hybrid organizations as mediating between their source organizations and their operating environments. Figure 3 on the following page offers graphic representation of this.

4. Transform the model of hybrid organization in local governance into an analytic framework

My review of literature concerning existing research that deals with organizational complexity in local governance confirmed an assessment I made in

Figure 3. Organizations with hybrid organizational characteristics mediate between source organizations and their organizational environments.



Chapter One: research tools that incorporate an organizational perspective such as that represented in the model of hybrid organization have not been developed and applied in local governance study. This assessment led to the objective of Chapter Four: to transform the model of hybrid organization in local governance into an analytic framework that can serve as a practical research tool.

The analytic framework presented in Chapter Four includes three sets of eleven analytic dimensions designed to assist researchers in collecting evidence that will help them describe local public organizations that exhibit hybrid characteristics and assess their relationships with their source organizations and operating environments. In an effort to make the analytic framework a practical tool for research, I included suggestions for sources of evidence that will assist researchers in answering questions included in each analytic dimension. I also represented the components of the analytic framework in a table format that researchers can use for guidance in designing research plans.

5. Demonstrate the value of the analytic framework by applying it in an empirical test

In Chapter Five I used the organizational framework I developed to assess the hybrid characteristics of three drug court programs I have researched in my role as a public program evaluator. My goal was to undertake a secondary analysis of two previous studies of drug courts in Maryland and one in Indiana to assess the viability and usefulness of my proposed framework.

The results of the application of my analytic framework demonstrated that it offers the following advantages.

- It assists the researcher in acquiring evidence concerning the organizational characteristics of subject cases that alternative research designs do not.
- The organizational variables applied in the analytic framework result in a robust representation of the characteristics and consequences of organizational complexity found in the subject cases.
- It offers support for the premise of my model of hybrid organization in local governance: that the hybrid organization conceptual prism supports the development of more complete understanding of organizationally complex entities in local governance than that found in existing explanations.

B. Conclusions and discussion

1. What did the study accomplish?

In Chapter One I stated that the intent of the study was to test my working proposition that forms of local governance have emerged which require an organization-centered perspective that is not found in the current local government literature. These forms of local governance involve linkages among multiple public and private organizations. The linkages represent blends of the purposes, structures, and resources of the pre-existing organizations. The practice-based and theory-informed model of hybrid organization in local governance that I introduced in Chapter Three proved to be valuable in explaining the proposition in three basic ways.

First, its application of organizational factors provided conceptual support for understanding the organizational complexity that I identified in organizations with hybrid characteristics. Second, it supported confirmation of the extent and potential consequences of hybrid organization in local governance. Third, it enabled me to create an analytic framework in Chapter Four that could be used to identify and analyze the characteristics of hybrid organization in the study of local government.

Charles Perrow (1991) has argued that social and political action should be reinterpreted in terms of “organizational variables” (p. 725). According to Perrow, social, political and economic activities in modern western societies include an organizational imperative. As these activities become more complex and wide-ranging, the organizational imperative becomes more intense. Yet, organizational variables and research tools designed to apply them in empirical study are missing from the researcher’s bag of tricks. The current study makes progress in correcting this deficiency on the local governance level of analysis in the United States.

The Normandy Municipal Council of the 1970s that I considered in Chapter One was the product of organizational engineering. The NMC’s member municipalities and St. Louis County Government blended their purposes and resources to construct an entity designed to respond to challenges in ways that could not be done or could not be done as efficiently or effectively within their pre-existing organizational structures. The drug court program model that I considered in the study’s opening chapter reflects similar organizational engineering. This relatively new (it is less than 20 years old) response to substance abuse-related local crime

involves a blending of purposes of some of the most powerful state and local agencies involved in local criminal justice and substance abuse treatment organizational environments. Existing explanations of organizational complexity in local governance do not deal with the organization level engineering that takes place in inter-jurisdictional/inter-agency arrangements manifested in entities such as NMC and drug courts. In responding to this deficiency, I began with my practice-based model of hybrid organization, sought assistance from organizational theory to refine the model, transformed the model into a research tool and then tested the tool. This process was designed to do what Perrow argues: to apply organizational variables to the study of social action.

That this effort is successful and worthwhile can be seen in the robust and, at times, surprising results of my endeavor. In the following sub-sections I will offer a few examples.

2. Local Governance is more complex than current research suggests

In Chapter One's heuristic exercise involving a survey of the Portland and Baltimore urban areas I offered evidence befitting the exercise that a remarkable variety of organizations encompassing an interesting range of jobs exhibit indications that they possess hybrid organization characteristics. Among the surprises that emerged from the heuristic exercise is the extent to which some special or limited jurisdiction districts exhibit hybrid characteristics. Focusing attention on the Baltimore City Public School System, I made a substantial argument that it exhibits characteristics I ultimately represented in the model of hybrid organization in local

governance. Two other special districts included in the survey – Portland Community College and Multnomah Educational Service District also demonstrate indications of hybrid-like characteristics. Based on the state of the existing literature concerning special districts this finding is novel and surprising. Conventional wisdom in this discourse is that special districts are nearly, if not entirely, entities that operate independently of other state and local jurisdictions (Burns, 1994). The preliminary evidence emerging from application of the hybrid organization conceptual prism seriously challenges this assumption.

The evidence that I offer in the heuristic exercise in Chapter One and the test of the analytic framework in Chapter Five should be considered substantial enough to make students of organizational complexity seriously consider that many organizational forms can be analyzed in terms of the model of hybrid organization and the analytic framework. This is not an argument that all existing perspectives used to study organizational complexity in local governance should be abandoned in favor of the perspective offered in this study. Rather, it is offered to reinforce a suggestion I put forward in Chapter Three: that the organizational perspective of the model of hybrid organization might be productively used in conjunction with other perspectives. This could result in the addition of the organizational richness and nuance seen in the findings from the test of the analytic framework in drug courts.

3. Public service delivery: “The devil is in the details”

The heuristic exercise in Chapter One provided preliminary demonstration that an organizational perspective represented in the prism of hybrid organization offers a

novel approach to assessing the way that public services are produced and delivered on the local level of governance in the United States. The test application of the analytic framework in Chapter Five provides evidence that application of an organizational perspective in organization level research might offer descriptive and analytic richness that is not found in existing research concerning organizational complexity in local governance.

The evidence gathered in Chapter Five's test of the analytic framework shows how its dimensions and sub-dimensions provide the researcher with a remarkably detailed picture of how purposes, structures and resources are blended together within the context of organizations with hybrid organization characteristics. Application of the framework reveals inter-contextual nuances that would not emerge in research framed by existing perspectives. These organizational nuances, which may be passed over as arcane factors of little interest in research programs driven by existing explanations, are exposed in the analytic framework as having potentially significant consequences for policy and program outcomes. For instance, consider the discussion and related tables concerning application of analytic dimension B: 2 and its sub-dimensions beginning on page 238. This discussion concerns resource exchange relationships between the subject drug court programs and their source organizations. The evidence that I present reveals a dramatic and surprising picture of how the resources of substantial state and local criminal justice and community treatment agencies are blended to do important work in response to tough challenges in local governance. Among the biggest surprises found in the evidence collected for

dimension B: 2 involves variation in source organization resource commitments to the subject programs. Although the test only involves three programs in two states, notable differences are revealed among the cases in terms of the types and monetary value of resources provided to the subject programs. This evidence will lead the researcher to reflect upon how variations in source organization commitments may impact program outcomes. She will consider how organizational variables should be put into play in assessing policy and program outcomes. This kind of evidence and potential analytic products to which it leads would not emerge in existing approaches to research concerning organizational complexity in local governance.

4. “Best practice models” may not be so “standard”

Related to the findings discussed in the preceding sub-section, one of the most vivid and potentially consequential analytic products of the test in three drug court programs is the emergence of a serious challenge to assumed “standardness” of a widely-promoted policy/program initiative. The drug court model of alternative adjudication has been widely disseminated throughout the United States. Promoted through research and program funding provided by the U.S. Departments of Justice and Health and Human Services, with proselytizing assistance provided by judges and a growing organization of drug court professionals, drug courts now number over 1,200 and are located in every state of the union. As I discuss in Chapter Five, the prevailing drug court model promoted by the National Association of Drug Court Professionals and reflected in training materials provided by the organization lead to the perception of a “cookie cutter” programmatic approach that can be implemented in

any local setting. This assumption is reflected in Indiana statutory support for local drug courts cited in Chapter Five. The Indiana legislation specifically references the 10 key components of drug courts promoted by the drug court professional group.

The evidence produced in the test application of the dimensions and sub-dimensions of the analytic framework in Chapter Five seriously challenges this assumption of drug court programmatic “standardness.” In application to just three cases the framework demonstrated dramatic variation among the cases in terms of their organizational characteristics. Although the same cast of agencies was consistently represented across the cases, I found interesting variation in regard to other organizational factors:

- Variation was in evidence concerning the jurisdictional home of agencies. For instance, in Indiana public defenders and probation agents are county employees. In Maryland public defense and probation services are provided by State agencies.
- I found variation in the extent to which source agency purposes are transformed within the operating context of the subject programs. Public defender purposes provide an example. In Harford County public defenders notably transform their purposes to support the therapeutic intent of the program. In Baltimore City the evidence indicated that little transformation in Office of the Public Defense purposes takes place.
- The evidence indicated that dramatic differences in agency resource commitments are in play across the three cases. A different agency in each case employs the core

program employees. A different agency is the largest source of financial resources in each case. The comparative financial stakes of the state and local jurisdictions vary across the three cases.

The variation revealed through the application of organizational variables in the test would not be predicted based on the national drug court model or the existing research concerning drug courts. Application of organizational considerations in the framework reveals that the ways in which drug court programs are organized may impact policy and program outcomes. However, to date organizational variables have not been deployed in policy and program research concerning drug court programs to assess how variations in the way jurisdictions and agencies come together to organize them may impact their performance. This assessment should also serve as a cautionary consideration of other widely promoted policies and programs that involve inter-jurisdictional and inter-agency organizational complexity. It may infer a need for whole new sets of research agendas that should be pursued regarding “standardized” approaches to public problem solving – research agendas that embrace organizational considerations.

C. Limitations of the study

I assume that the design of the empirical test of the analytic framework that I present in Chapter Five can be challenged. The most serious challenge likely involves whether the test represents a serious empirical workout for the framework.

Anticipating this challenge, I have taken care to qualify the test as “controlled,” “limited” and “contingent.” I have also been careful to qualify the test in terms of its

sources of information and my role in producing the case source information for the test. The essence of the challenge that I anticipate regarding the design of the test is that, as a result of my familiarity with dozens of drug court programs, I have been able to “cherry pick” three that will best demonstrate the characteristics of the model of hybrid organization in local government. In other words, I picked cases that I thought were “slam dunks” for unambiguous exhibition of hybrid characteristics. From the perspective of my personal philosophy of social science and understanding of the sociology of social science, were I on the outside looking at myself, I would challenge the case selection on this basis. Perhaps on an intuitive level I tried to stack the deck. If this were the case I failed pretty badly. Application of the framework to just three cases offered dramatic and fairly surprising evidence that the subject programs’ demonstration of hybrid characteristics is anything but unambiguous.

An example of how the test demonstrated that drug courts are not “slam dunk” examples of hybrid organization can be seen in their variability with respect to their operating independence from their source organizations. The hybrid model I developed suggests that drug courts should exhibit substantial operating independence from their source organizations. The evidence that emerged from the test indicates, however, that the subject cases exhibit very little operating independence from their source organizations. This “reality confirmation” that emerged in the test serves as an indication of the value of the organizational perspective of the analytic framework in assisting researchers interested in determining the “hybridness” of subject organizations.

D. Implications of the study

As I discussed in Chapter One, this study was based upon my practical interest in, and understanding of, the extent and consequences of organizational complexity in American local governance. This interest in describing and explaining organizational complexity in America's local public economies led me to pursue a course of conceptual and empirical exploration, testing and confirmation.

The study has resulted in products of value to theory development, research, public administration and policy education, and public administration and policy practice. In the following sub-sections I will discuss how the work represented in this study contributes to each of these areas.

1. Theory development

a. New theory concerning organizational complexity in local governance

I began the study with a problematic – lack of explanations and empirical tools to assist in understanding organizational complexity in local governance. This problematic was based on my personal experience as practitioner and researcher in local governance. I confirmed and tested this practice-based understanding through examination of existing explanations of organizational complexity in local governance and organizational theory. The product was a new practice-based and theory-informed model of hybrid organization in local governance that served as a conceptual basis for the analytic framework presented in Chapter Four and tested in Chapter Five. This concept building and testing effectively results in a practice-based, theory-informed

and empirically tested analytic framework upon which new theory regarding organizational complexity in local governance might be built.

Existing research concerning organizational complexity in local governance and the theories that support them fail to account for “organizational engineering” that takes place in local governance. They do not adequately describe, analyze and assess the consequences of this engineering that involves blends of purposes, structures and resources of multiple state and local agencies. They fail to account for the emergence of organizational entities that exhibit the characteristics of the model of hybrid organization in local governance presented in Chapter Three. Therefore, the need exists for new theory that corrects this deficiency. This study offers a substantial platform for building this theory.

The conceptual and analytic products of this study should also be of value in testing, extending and modifying existing theory concerning organizational complexity in local governance. As I indicated in Chapter Three, existing explanations offer a great deal to our understanding of organizational complexity in local governance. As I also argue in Chapter Three, the organizational perspective of the current study can be applied in tandem with existing explanations to produce more robust and broadly applicable theory.

In Chapter Three I assessed the theoretical and empirical work concerning quasi-government, quasi-public corporations and non-profit hybrid organization. The primary limitation I highlighted was dependency on a model that involves blending

private and public organization characteristics. I identified the conceptual and empirical limitations of this construction. The conceptualization that I offer in the current study might provide the basis for theoretical realignment involving a conceptualization of hybrid organization that will have much broader and more robust use in research.

b. Theory of organizations

The current study can be viewed in the tradition of organization studies developed by great scholars of nineteenth and twentieth century sociology like Weber (1947), Merton (1966), Gouldner (1954), Blau (1956), Selznick(1966, 1984), and Kanter (1977) The new conceptual ground covered in this study opens the door to fresh theory development regarding organizationally complex adaptations that arise at the level of local government in response to turbulent social, political and economic conditions. Concepts and characteristics developed in this study regarding the nature of hybrid organization respond to the calls of Powell, Williamson, and Borys and Jemison for new theory concerning organizational alternatives to market and hierarchical forms of organization.

2. Research concerning local governance

In Chapter Three I identified deficiencies in existing research concerning organizational complexity in local governance. The root of the deficiencies that I found in existing research is failure to apply organizational variables to describe and analyze local governance complexity. The current study has resulted in an approach to research that will help to correct this problem. Using Perrow's organization-

centered orientation, I have created a set of analytic tools that enables us to study local governance with a higher level of attention to the kinds of details that frequently are left out of other studies. In doing so, I hope to encourage empirical utilization of these tools to help us deepen our understanding of the organizational complexity that characterizes public action on the local level.

3. Public administration and policy education

a. Course offerings and related literature

Conceptual and empirical tool building and testing found in this study should contribute to the study of local governance and organizational theory in public administration programs. In terms of course offerings and program specialization related to local governance, for public administration programs that currently do not offer courses related to local governance, the work included in this study might make local governance more attractive as subject matter to be included in program course offerings. For programs that already include courses in local public management, the conceptual and empirical tools found in the current study should enhance course content. In terms of courses dealing with organizational theory, the current study offers substantial practice-relevant enhancement.

With the noteworthy exception of the program that has supported and encouraged this study,¹⁵ graduate programs in public administration appear to be somewhat indifferent to the study of local governance and inter-jurisdictional/inter-

¹⁵ The Public Administration and Policy Division in Portland State University's Hatfield School of Government.

agency forms such as those considered in this study.¹⁶ The current study has offered an approach that supports consideration of how local public economies produce and deliver public goods and services. This approach should serve as an enhancement to courses in local government and urban management. This enhancement may not be adequate to entice graduate program designers to include such courses among core or even regularly offered courses. However, for programs that include these courses and concentrations in urban management this approach will offer notable added substance.

How jurisdictions and agencies link on the organizational level to produce and deliver local public services has received very little consideration in the literature of local governance. Prior to the current study solid explanatory conceptual and empirical structures for the study of organizationally complex public service arrangements have not been evident in the discourse concerning local governance. Concept building and research tool construction and empirical testing offered in this study may be viewed as representing a useful step in correcting this deficiency.

While courses in local government or urban management do not always appear in the curricula of public administration programs, such programs regularly require core courses offerings that include organization theory content.¹⁷ A cursory review of organizational theory course texts such as the Perrow (1986), DiMaggio and Powell (1991) and Scott (2001) books cited in this study, reveals few case studies or other

^{16, 17} In a survey of websites of 20 randomly selected public administration graduate programs located in 7 states I found that 10 offered courses related to local government or urban management, 9 offered courses in inter-governmental relationship and 3 offered concentrations in urban or local government management. From the course descriptions reviewed I found little evidence of attention to organizational complexity in local governance considered in this study. I found, however, that all 20 programs offered one or more courses related to organizational theory and analysis.

references to application of concepts and analysis based in organizational theory in local governance. Application of an organizational perspective found in this study stands as a potentially useful addition to organizational theory course and text content. Clarification offered regarding conceptualization of organizations that possess hybrid organization characteristics should also prove to be of value to educators and students.

b. Public “administration” versus “policy” and “programs”

Over the 30+ years since I entered a public administration graduate program to my current attempt to escape one, it appears that study of public administration has been eclipsed by study of public programs and policy. In the 1970s when I wandered onto the campus of the University of Georgia, the word “policy” was less prominently found connected to programs dedicated to graduate education for public sector practitioners and educators than appears to be the case today. Today “policy” is in evidence in most public service graduate programs as part of program titles or in prominent places in descriptions of programs and their curricula. “Research methods,” generally required in two courses in public administration or public administration and policy programs, directs attention of students to the effects of policies, programs or program ingredients. In this emerging picture of public sector graduate study the intricacies of how government is organized, particularly on the local level, receives short shrift. Attention directed in this study to how organization matters in public service is intended to provide a beginning corrective to this situation. Public policies and programs are absolutely dependent on organizational capacity and, as argued in this study, are notably impacted by organizational variables. As a result, this study

offers fodder for those who wish to re-emphasize the study of organizational (“administration”) issues to balance against the current policy mania in our graduate programs.

4. Public administration and policy practice

This study has largely been fueled by my 25 years as a practitioner and researcher in local governance. At the center of this concern for local governance practice is a personal passion for effective and efficient service delivery, especially when it requires collaboration across organizational and jurisdictional boundaries. As I indicated in Chapter One, I have been exposed to local governance organizational complexity and a lack of appreciation of its implications since my earliest days as a public administrator in Missouri. The development and testing of the conceptual and empirical tools offered in this study should prove to be valuable to public administration and policy practitioners. It should help them more fully understand implications of organizationally complex programs and policies in local public economies and other realms of public action in the United States.

As I demonstrated in the heuristic exercise involving organizations in the Portland and Baltimore urban areas in Chapter One and in the test of the analytic framework in Chapter Five, organizationally complex forms of public goods and services production and delivery play important roles in America’s local public economies. Existing explanations and the research they support are not adequate to assist public policy and administration practitioners in fully understanding the policy, budgetary and other implications of these organizational arrangements in local

governance that I have assessed in terms of hybrid organization. The conceptual and research tools constructed, explicated and tested in the current study provide at least a partial response to this need for assistance.

For public political and administrative leaders the conceptual and empirical research tools presented in this study should have a broad range of application. In policy or program design, the anticipated implications of organizational arrangements that involve hybrid organization characteristics can be clarified through use of the analytic framework. The analytic framework will also be of value to policy and administrative leaders in program or policy review and assessment. For instance, it will be helpful in specifying inter-jurisdictional/inter-agency costs of organizationally complex programs and policies. Since individual jurisdictional budgets may not fully capture inter-jurisdictional costs of programs, the analytic framework will support construction of “synthetic budgets” representing cost implications that cross jurisdictional lines.

The conceptual and empirical research tools represented in the model of hybrid organization in local government and the analytic framework found in this study will also assist professional program or policy evaluators who work on behalf of public political and administrative leaders. As was discussed earlier in the study, the analytic framework includes dimensions and sub-dimensions that can be deployed as independent variables to assist evaluators in assessing the extent to which “organization matters” in their analyses.

An area of program and policy evaluation in which the analytic framework should be of particular value is in cost-benefit analysis. As I have argued elsewhere, (Crumpton, Carey and Finigan, 2004; Crumpton, 2004) cost-benefit analysis as generally described in the literature (Nas, 1996; Gordon and Martin, 1999; Greenwood, et al., 2001; Sen, 2001; Welsh and Farrington, 2001; Foster and Holden, 2004; and, Sewell and Marczuk, 2004;) possesses theoretical and practical weaknesses that have limited its successful application in evaluation of state and local policy and programs. Cost-benefit analysis scholars and practitioners have generally demonstrated a lack of understanding of the implications of organizational complexity frequently found in the subjects of their study.

At least one leading cost-benefit analysis theorist has argued for more flexible models of cost-benefit analysis than those typically supported by neo-classical economic theory. (Sen, 2001) The analytic framework offered in this study, built on logic based in organizational understanding, will support more flexible models suggested by Sen. As opposed to foundational models of cost-benefit analysis developed to consider cost implications of massive national programs and policies, the analytic framework presented in this study is designed to support cost analysis within the organizational context of state and local policies and programs.

References

Adler, P.S. (2001). "Market, Hierarchy, and Trust: The Knowledge Economy and the Future of Capitalism." *Organization Science*, volume 12, number 2, 215-234.

Advisory Commission on Intergovernmental Relations. (1983). *Intergovernmental Service Arrangements For Delivering Local Public Services: Update 1983*.

Washington, DC: Advisory Commission on Intergovernmental Relations.

Agranoff, R. and McGuire, M. (1999). "Expanding Intergovernmental Management's Hidden Dimensions." *American Review of Public Administration*, volume 29, number 4, 352-369.

Agranoff, R. and McGuire, M. (2003). *Collaborative Public Management: New Strategies for Local Governments*. Washington, DC: Georgetown University Press.

American University Justice Programs Office (2006). *BJA Court Clearinghouse Project: Summary of Drug Court Activity by State and County*. Washington, DC: American University, School of Public Affairs, Justice Programs Office.

Andranovich, G.D. and Riposia, G. (1993). *Doing Urban Research*. Newbury Park, CA: Sage Publications.

Baltimore Area Convention and Visitors Association ("BACVA") (2006). Website accessed online at www.baltimore.org.

Baltimore City Public School System ("BCPSS") (2006). BCPSS FY 2007 Operating Budget, accessed online at www.bcps.k12.md.us/school_board/budget.

Baltimore City Public School System ("BCPSS") (2006). *BCPSS History*. Accessed online at www.bcps.k12.md.us/About/History.

Baltimore County Criminal Justice Coordinating Council (2007). Website accessed online at www.baltimorecountymd.gov/Agencies/executive/criminal_justice_council.

Baltimore County Government (2007). *2006 Adopted Budget*. Accessed online at www.baltimorecountymd.gov/Agencies/budfin/budget/06budget_adopted.

Baltimore County State's Attorney's Office (2006). Website accessed online at www.co.ba.md.us/Agencies/statesattorney.

Baltimore County State's Attorney's Office (2007). Website accessed online at www.co.ba.md.us/Agencies/statesattorney.

Baltimore Development Corporation ("BDC") (2005). *Baltimore Development Corporation: Looking to the Future, Annual Report 2005*. Baltimore, MD: Baltimore Development Corporation.

Baltimore Development Corporation ("BDC") (2007). Website accessed at www.baltimoredevelopment.com.

Baltimore Development Corporation ("BDC") (2006). *BDC 2006 Annual Report*. Accessed online at www.baltimoredevelopment.com.

Bartunek, J.M. (1984). "Changing Interpretative Schemes and Organizational Restructuring: The Example of a Religious Order." *Administrative Science Quarterly*, volume 29, number 3, 355-372.

Basolo, V. (1999). "The Impacts of Inter-City Competition and Intergovernmental Factors on Local Affordable Housing Programs." *Housing Policy Debate*, volume 10, number 3, 659–688.

Basolo, V. (2000) "City Spending on Economic Development Versus Affordable Housing: Does Inter-City Competition or Local Politics Drive Decisions?" *Journal of Urban Affairs*, volume 2, number 3, 317–332.

Basolo, V. (2003). "US Regionalism and Rationality." *Urban Studies*, volume 40, number 3, 447-462.

Benson, J.K. (1975). "The Interorganizational Network as a Political Economy." *Administrative Science Quarterly*, volume 20, number 2, 229-249.

Bednar, A. (2007). "Zoo Reaches Out, Hopes for Comeback." *Baltimore Messenger*, volume 38, number 28, 1-2.

Belenko, S. (1999). "Research on Drug Courts: A Critical Review, 1999 Update." *National Drug Court Institute Review*, volume 2, number 2, 1-57.

Berg, Bruce L. (1998). *Qualitative Research Methods for the Social Sciences*. Boston: Allyn and Bacon.

Berger, J., Ridgeway, C.L., and Zelditch, M. (2002). "Construction of Status and Referential Structures." *Sociological Theory*, volume 20, number 2, 157-179.

Berry, F.S., Brower, R.S., Choi, S.O., Goa, W.X., Jang, H., Kwon, M. and Word, J. (2004). "Three Traditions of Network Research: What the Public Management

- Research Agenda Can Learn from Other Research Communities.” *Public Administration Review*, volume 64, number 5, 539-552.
- Blau, P.M. (1956). *Bureaucracy in Modern Society*. New York: Random House.
- Boeker, W. (1989). “The Development and Institutionalization of Subunit Power in Organizations.” *Administrative Science Quarterly*, volume 34, number 3, 388-410.
- Bollens, S. A. (1986). “A Political-Ecological Analysis of Income Inequality in the Metropolitan Area.” *Urban Affairs Quarterly*, volume 22, number 2, 221–241.
- Bollens, S. A. (1997a) Revitalizing America’s Cities: Searching for Solutions.” *Stanford Law and Policy Review*, volume 8, number 2, 11–23.
- Bollens, S. A. (1997b) Fragments of Regionalism: The Limits of Southern California Governance, *Journal of Urban Affairs*, volume 19, number 1, 105–122.
- Borys, B. (2006). Personal correspondence, 2004 - 2006.
- Borys, B. and Jemison, D.B. (1989). “Hybrid Arrangements as Strategic Alliances: Theoretical Issues In Organizational Combinations.” *Academy of Management Review*, volume 14, number 2, 234-249.
- Boyne, G.A. (2003). “Sources of Public Service Improvement: A Critical Review and Research Agenda.” *Journal of Public Administration Research and Theory*, volume 13, number 3, 367–94.
- Brint, S. and Karabel, J. (1991). “Institutional Origins and Transformations: The Case of American Community Colleges.” In W.W. Powell and P.J. DiMaggio (editors), *The*

New Institutionalism in Organizational Analysis, pp. 337-360. Chicago: The University of Chicago Press.

Bureau of Justice Assistance (2004). *Defining Drug Courts: The Key Components*. Washington, DC: Bureau of Justice Assistance.

Burns, N. (1994) *The Formation of American Local Governments: Private Values in Public Institutions*. New York City: Oxford University Press.

Carey, S.M., Finigan, M., Crumpton, D., and Waller, M. (2006). "California Drug Courts: Outcomes, Costs and Promising Practices: An Overview of Phase II in a Statewide Study." *Journal of Psychoactive Drugs*, volume 38, number 3, 345-356.

Carruthers, J.I. (2003). "Growth at the Fringe: The influence of Political Fragmentation in United States Metropolitan Areas." *Papers in Regional Science*, number 82, 475-499.

Charter of Baltimore City (2006). Accessed online at www.cityservices.baltimorecity.gov.

Chisholm, D. (1995), "Problem Solving and Institutional Design," *Journal of Public Administration Research and Theory*, volume 5, number 3, 451-491.

City of Baltimore, Maryland (2006). *City of Baltimore Fiscal 2007 Budget*. Accessed online at www.ci.baltimore.md.us/government/finance.

City of Portland, Oregon (2006). *Adopted FY 2006-07 City of Portland Budget*. Accessed at www.portlandonline.com/omf.

Code of Public Laws of Baltimore City (2006). Accessed online at www.cityservices.baltimorecity.gov.

Cook, K.S. and Whitmeyer, J.M. (1992), "Two Approaches to Social Structure: Exchange Theory and Network Analysis." *Annual Review of Sociology*, volume 18, 109-127.

Cooper, C.S. (1997). *1997 Drug Court Survey Report*. Washington, DC: American University. Accessed online at www.american.edu.

Cooper, C.S. (2006). *Statutes and Resolutions Relating to Drug Courts Enacted by State Legislatures and Tribal Councils*. Washington, DC: BJA Drug Court Clearinghouse.

Cooper, P.J. (2003). *Governing by Contract: Challenges and Opportunities for Public Managers*. Washington, DC: CQ Press.

Crumpton, C.D. (2004). *Enhancing Cost Analysis of Local Public Programs: The Transactional and Institutional Cost Analysis Approach*. Portland, OR: Unpublished copyrighted monograph.

Crumpton, D. (2000). *A Transactional and Institutional Cost Analysis of the Multnomah County Juvenile Justice System*. Portland, OR: Multnomah County Office of Budget and Evaluation.

Crumpton, D. (2001). *A Transactional and Institutional Cost Model of the Multnomah County, Oregon Juvenile Justice System*. Portland, OR: Multnomah County Government, Department of Support Services.

Crumpton, D. (2007). Personal observation: Meetings between Maryland Drug Treatment Court Commission Staff and Department of Legislative Services staff; and hearings of Senate and House Judicial Oversight Committees. January – March 2007.

Crumpton, D., Brekhus, J. and Weller, J. (2004). *Cost Analysis of Anne Arundel County Drug Treatment Court*. Portland, OR: NPC Research.

Crumpton, D., Brekhus, J. and Weller, J. (2004). *Cost Analysis of Baltimore City, Maryland Drug Treatment Court*. Portland, OR: NPC Research.

Crumpton, D., Carey, S., and Finigan, M. (2004). *Enhancing Cost Analysis of Drug Courts: The Transactional and Institutional Cost Analysis Approach*. Portland, OR: NPC Research.

Crumpton, D., Carey, S.M., Mackin, J.R., Finigan, M.W., Pukstas, K., Weller, J.M., Linhares, R., and Brekhus, J. (2006). *Harford County Juvenile Drug Court Performance Evaluation*. Portland, OR: NPC Research.

Crumpton, D., Carey, S.M., Mackin, J.R., Finigan, M.W., Pukstas, K., Weller, J.M., Linhares, R., and Brekhus, J. (2006) *Maryland Drug Treatment Courts: Interim Report of the Effectiveness of Juvenile Drug Courts*. Portland, OR: NPC Research.

Crumpton, D., Mackin, J.R., Weller, J.M., Linhares, R., Carey, S.M., Finigan, M.W. (2007). *Baltimore City Drug Treatment Court (Adult Offenders in Circuit Court) Process Evaluation*. Portland, OR: NPC Research.

Crumpton, D., Worcel, S. and Finigan, M. (2003). *Analysis of Foster Care Costs from the Family Treatment Drug Court Retrospective Study: San Diego County*. Portland, OR: NPC Research.

DiMaggio, P.J. and Powell, W.W. (1991). "The Iron Cage Revisited: Institutional Isomorphism and Collective Rationality in Organizational Fields." In W.W. Powell and P.J. DiMaggio (editors), *The New Institutionalism in Organizational Analysis*. Chicago: The University of Chicago Press.

Downs, A. (1994) *New Visions for Metropolitan America*. Washington, DC: The Brookings Institution.

Egbert, S.C., Church W.T., II, and Byrnes, E. C. (2006). "Justice and Treatment Collaboration: A Process Evaluation of a Drug Court." *Best Practices in Mental Health*, volume 2, number 1, 74-92.

Eisenhardt, K.M. (1989). "Building Theory from Case Study Research." *Academy of Management Review*, volume 14, number 4, 532-550.

Eisenhardt, K.M. and Graebner, M.E. (2007). "Theory Building From Cases: Opportunities and Challenges." *Academy of Management Journal*, volume 50, number 1, 25-32.

Emerson, R. (1983). *Contemporary Field Research*. Boston: Little Brown and Co.

Fligstein, N. (1991). "The Structural Transformation of American Industry: An Institutional Account of the Causes of Diversification in the Largest Firms, 1919–

1979.” In W.W. Powell and P.J. DiMaggio (editors), *The New Institutionalism in Organizational Analysis*, pp. 311-336. Chicago: The University of Chicago Press.

Foster, E.M. and Holden, E.W. (2004). “Benefit-cost Analysis in the Evaluation of Child Welfare Programs.” *Focus*, Vol. 23, No. 1 (Winter), 44 – 49. Madison, WI: Institute for Research on Poverty, University of Wisconsin-Madison.

Foster, K.A. (1997). *The Political Economy of Special Purpose Government*. Washington, DC: Georgetown University Press.

Frechtling, J. (2003). “Quest for Quality: An Evaluation of the City-State Partnership in Baltimore’s Public Schools: Background and Design of the Evaluation of the City – State Partnership.” *Journal of Education for Students Placed at Risk*, volume 8, number 1, 15-31.

Frederickson, H. G. (1997). *The Spirit of Public Administration*. San Francisco: Jossey-Bass.

Friedland, R. and Alford, R.R. (1991). “Bringing Society Back in: Symbols, Practices, and Institutional Contradictions.” In W.W. Powell and P.J. DiMaggio (editors), *The New Institutionalism in Organizational Analysis*, pp. 232-266. Chicago: The University of Chicago Press.

Frug, G. E. (1988). *Local Government Law*. St. Paul, MN: West Publishing.

Frug, G. E. (1999). *City Making: Building Communities Without Building Walls*. Princeton, NJ: Princeton University Press.

- Galloway, A.L., and Drapela, L.A. (2006). "Are Effective Drug Courts an Urban Phenomenon?" *International Journal of Offender Therapy & Comparative Criminology*, volume 50, number 3, 280-293.
- Gerth, H.H. and Mills, C.W. (1946). *From Max Weber: Essays in Sociology*. New York City: Oxford University Press.
- Giddens, A. (1979). *Central Problems in Social Theory: Action, Structure, and Contradiction in Social Analysis*. Berkeley, CA: University of California Press.
- Goldkamp, J. (2003). "The Impact of Drug Courts." *Criminology and Public Policy*, volume 2, number 2, 197-206.
- Goldkamp, J.S., White, M.D. and Robinson, J.B. (2001). "Do Drug Courts Work? Getting Inside the Drug Court Black Box." *Journal of Drug Issues*, volume 31, number 1, 27-72.
- Gordan, A.R. and Martin, T.J. (1999). *Cost-Benefit Analysis of Iowa's Family Investment Program: Two-Year Results*. Des Moines, IA: Iowa Department of Human Services.
- Gouldner, A.W. (1954). *Patterns of Industrial Bureaucracy*. Glencoe, IL: Free Press.
- Greenwood, P.W., Karoly, L.A., Everingham, S.S., Hoube, J., Kilburn, M.R., Rydell, C.P., Sanders, M., and Chiesa, J. (2001). "Estimating the Costs and Benefits of Early Childhood Interventions." In Welsh, B.C., Farrington, D.P., Sherman, L.W. (eds.). *Costs and Benefits of Preventing Crime*, 3 – 19. Boulder, CO: Westview Press.

- Hamilton, D.K. (2004) "Developing Regional Regimes: A Comparison Of Two Metropolitan Areas." *Journal of Urban Affairs*, Volume 26, Number 4, 455–477.
- Hamilton, D.K., Miller, D.Y., and Paytas, J. (2004). "Exploring the Horizontal and Vertical Dimensions of the Governing of Metropolitan Regions." *Urban Affairs Review*, volume 40, number 2, 147-182.
- Harrell, A. (2003). "Judging Drug Courts: Balancing the Evidence." *Criminology and Public Policy*, volume 2, number 2, 207-212.
- Hasenfeld, Y. and Gidron, B. (2005). "Understanding Multi-purpose Hybrid Voluntary Organizations: The Contributions of Theories on Civil Society, Social Movements and Non-profit Organizations." *Journal of Civil Society*, volume 1, number 2, 97-112.
- Heald, D. (1985). "Will the Privatization of Public Enterprises Solve the Problem of Control?" *Public Administration*, volume 63, 7-22.
- Hedrick, T.E., Bickman, L. and Rog, D.J. (1993) *Applied Research Design: A Practical Guide*. Newbury Park, CA: Sage Publications.
- Henderson, A.D. and Stern, I. (2004) "Selection-based Learning: The Coevolution of Internal and External Selection in High-velocity Environments." *Administrative Science Quarterly*, volume 49 39–75
- Hess, F.M. (2002). *School Boards at the Dawn of the 21st Century: Conditions and Challenges of District Governance*. Washington, DC: National School Board Association.

Hill, C.J., Lynn, L.E., Jr., Proeller, I. and Schedler, K. (2005). "Introduction to a Symposium on Public Governance." *The Policy Studies Journal*, volume 33, number 2, 203-211.

Hora, P.F. (2002). "A Dozen Years of Drug Treatment Courts: Uncovering Our Theoretical Foundation and The Construction of a Mainstream Paradigm." *Substance Use and Misuse*, volume 37, numbers 12 and 13, 1469-1488.

Hrebiniak, L.G. and Joyce, W.F. (1985). "Organizational Adaptation: Strategic Choice and Environmental Determinism." *Administrative Science Quarterly*, volume 30, number 3, 336-349.

Indiana Courts (2006). Website accessed online at www.in.gov/judiciary.

Indiana General Assembly Website (2006). *Indiana Code*. Accessed on-line: www.in.gov/legislative/ic/code, March 15, 2006.

Iverson, D. (2005). "Schools Uniting Neighborhoods." *New Directions for Youth Development*, number 107, 81-87.

Jepperson, R.L. and Meyer, J.W. (1991). "The Public Order and the Construction of Formal Organizations." In W.W. Powell and P.J. DiMaggio (editors), *The New Institutionalism in Organizational Analysis*, pp. 204-231. Chicago: The University of Chicago Press.

Johnson, T. (2007). *Legislative History of Urban Renewal in Oregon*. Portland, OR: Portland Development Commission.

- Jurkovich, R. (1974). "A Core Typology of Organizational Environments." *Administrative Science Quarterly*, volume 19, number 3, 380-394.
- Kanter, R.M. (1977). *Men and Women of the Corporation*. New York: Basic Books.
- Kanter, R.M., Stein, B.A., and Jick, T.D. (1992). *The Challenge of Organizational Change: How Companies Experience It and Leaders Guide It*. New York: The Free Press.
- Kaufman, H. (1960). *The Forest Ranger: A Study in Administrative Behavior*. Baltimore, MD: Johns Hopkins University Press.
- Knoke, D, and Kuklinski, J.H. (1982). *Network Analysis*. Newbury Park, CA: Sage Publications.
- Kodama, Mitsuru (2003). "Strategic Innovation in Traditional Big Business: Case Studies of Two Japanese Companies." *Organizational Studies*, volume 24, issue 2, 235-268.
- Koppell, J.G.S. (2003). *The Politics of Quasi-Government: Hybrid Organizations and the Dynamics of Bureaucratic Control*. New York City: Cambridge University Press.
- Kreider, P.E. (1997). "Oregon's Community Colleges." *Community College Journal of Research and Practice*, volume 21, number 2, 159-172.
- LaPorte, T.R, (1996). "Shifting Vantage and Conceptual Puzzles in Understanding Public Organizational Networks," *Journal of Public Administration Research and Theory*, volume 6, number 1, 49-74

Laslo, D. and Judd, D.R. (2006). "Building Civic Capacity Through an Elastic Local State: The Case of St. Louis." *Review of Policy Research*, volume 23, number 6, 1235-1255.

Lin, Z. and Rainey, H.G. (1992). "Goals, Rules, and Effectiveness in Public, Private, and Hybrid Organizations: More Evidence on Frequent Assertions About Differences." *Journal of Public Administration Research and Theory*, volume 2, number 1, 5-28.

Llovio, L. (2007). "Keep Funding Baltimore Area Convention and Visitors Association." *The Baltimore Daily Record*, March 14, 2007.

Local Public Safety Coordinating Council of Multnomah County, Oregon ("LPSCC") (2007). Website accessed online at www.lpscc.org.

Lofland, J. and Lofland, L. (1995). *Analyzing Social Settings*. Belmont CA: Wadsworth Publishing Company.

Maryland Department of Management and Budget (2006). *FY 2006 Operating Budget*. Accessed online at www.dbm.maryland.gov.

Maryland Judiciary (2006). Website accessed online at www.courts.state.md.us.

Maryland State Archives (2007). *Maryland Manual On-line*. Accessed online at <http://www.msa.md.gov/msa/mdmanual/html/mmtoc.html>, January 17, 2007.

Maryland State Department of Education. ("Maryland DOE") (2008). Website accessed at www.marylandpublicschools.org/msde.

Maryland Zoo in Baltimore (2005). *2005 Annual Report*. Baltimore, MD: Maryland Zoo in Baltimore.

Maryland Zoo in Baltimore (2006). *2006 Audit Report*. Baltimore, MD: Maryland Zoo in Baltimore.

Maryland Zoo in Baltimore (2007). Website accessed at www.marylandzoo.org.

Meier, K.J. and O'Toole, L.J. (2003) "Public Management and Educational Performance: The Impact of Managerial Networking." *Public Administration Review*, volume 63, number 6, 689-699

Menard, C. (2004). "The Economics of Hybrid Organizations." *Journal of Institutional and Theoretical Economics*, number 160, 345-376.

Merton, R.K. (1966). *Contemporary Social Problems*. New York: Harcourt, Brace & World.

Messinger, S.L. (1955). "Organizational Transformation: A Case Study of a Declining Social Movement." *American Sociological Review*, volume 20, 3-10.

Miller, D.C. (1991). *Handbook of Research Design and Social Measurement*. Newbury Park, CA: Sage Publications

Minkoff, D. (2002). "The Emergence of Hybrid Organizational Forms: Combining Identity-Based Service Provision and Political Action." *Nonprofit and Voluntary Sector Quarterly*, volume, 31, number 3, 377-401

Mintzberg, H. (1970). "Structured Observation As A Method to Study Management Work." *Journal of Management Studies*, volume 7, number 1, 87-104.

Mintzberg, H. (1973). "A New Look at the Chief Executive's Job." *Organizational Dynamics*, volume 1, number 3, 20-30.

Mintzberg, H. (1973). "Strategy-making in Three Modes." *California Management Review*, volume 16, number 2, 44-53.

Moe, R.C. and Kosar, K.R. (2005). *The Quasi Government: Hybrid Organizations With Both Government and Private Sector Legal Characteristics*. Washington, DC: Congressional Research Service.

Molotch, H. (1976) "The City as a Growth Machine." *American Journal of Sociology*, volume 82, 309-332.

Morgan, D.R. and Mareschal, P. (1999). "Central-City/Suburban Inequality and Metropolitan Political Fragmentation." *Urban Studies and Planning*, volume 34, number 4, 578-595.

Multnomah County District Attorney's Office (2006). Website accessed online at www.co.multnomah.or.us/da.

Multnomah Education Service District ("MESD") (2006). *2006 Annual Report*. Accessed online at w3.mesd.k12.or.us.

- Myer, P.S. and Kanter, R.M. (1992). "Banc One Corporation: Anticipatory Evolution." In Kanter, R.M., Stein, B.A. and Jick, T.D., *The Challenge of Organizational Change*. New York City: The Free Press.
- Nas, T.F. (1996). *Cost-Benefit Analysis: Theory and Application*. Thousand Oaks, CA: Sage Publications.
- National Association of Drug Court Professionals (1997). *Defining Drug Courts: The Ten Key Components*. Washington, DC: U.S. Department of Justice, Drug Courts Program Office, Office of Justice Programs.
- National Association of Drug Court Professionals (2006). NADCP website. Accessed at www.nadcp.org, accessed frequently during the preparation of this study.
- National Council for Public-Private Partnerships ("NCPPP") (2006). "How Partnerships Work." Accessed online at www.ncppp.org, October 5, 2006.
- Nee, V. (1992). "Organizational Dynamics of Market Transition: Hybrid Forms, Property Rights, and Mixed Economy in China." *Administrative Science Quarterly*, volume 37, number 1, 1-27.
- Nolan, J.L. (2001). *Reinventing Justice: The American Drug Court Movement*. Princeton, NJ: Princeton University Press.
- Oakerson, R.J. (1999). *Governing Local Public Economies: Creating the Civic Metropolis*. Oakland, CA: ICS Press.

Office of Legislative Audits (2006). *Financial Management Practices Performance Audit Report: Baltimore City Public School System*. Annapolis, MD: Office Of Legislative Audits, Department of Legislative Services, Maryland General Assembly.

Oregon Criminal Justice Commission (2006). Oregon Criminal Justice Commission website accessed online at www.oregon.gov/CJC.

Oregon Department of Community Colleges and Workforce Development ("ODCCWP") (2001). *Community Colleges Handbook, October 2001 Edition*. Salem, OR: ODCCWP.

Oregon Revised Statutes (2006). ORS Chapter 330.003 accessed online at www.leg.state.or.us/ors/330.

Oregon Revised Statutes (2007). ORS Chapter 334. Accessed online at www.leg.state.or.us/ors/334.

Orru, M, Biggart, N.W., and Hamilton, G.G. (1991). "Organizational Isomorphism in East Asia." In W.W. Powell and P.J. DiMaggio (editors), *The New Institutionalism in Organizational Analysis*, pp. 361-389. Chicago: The University of Chicago Press.

O'Toole Jr., L.J., Jr. (1997). "Treating Networks Seriously: Practical and Research-based Agendas in Public Administration." *Public Administration Review*, volume 57, number 1, 45-52,

O'Toole, L.J., Jr. and Meier, K.J. (2004). "Desperately Seeking Selznick: Cooptation and the Dark Side of Public Management in Networks." *Public Administration Review*, volume 64, number 6, 681-693.

- Paluchowski, T.F., Shinn, C.W. and Stevens, C.K. (1989). "The Spiral of Theory Development: Reconciling 'Theory As Objective' and 'Theory As Tool'." Seattle, WA: Manuscript made available by C.W. Shinn.
- Parks, R.B. and Oakerson, R.J. (1993). "Comparative Metropolitan Organization: Service Production and Governance Structures in St. Louis (MO) and Allegheny County (PA)." *Publius: The Journal of Federalism*, volume 23, number 1, 19-40.
- Perrow, C. (1963). "Goals and Power Structures." In Freidson, Eliot (ed.), *The Hospital in Modern Society*. New York City: The Free Press.
- Perrow, C. (1986) *Complex Organizations: A Critical Essay*. New York: McGraw-Hill.
- Perrow, C. (1991). "A Society of Organizations." *Theory and Society*, volume 20, 725-762.
- Perrow, C. (2000). "An Organizational Analysis of Organizational Theory." *Contemporary Sociology*, volume 29, issue 3, 469-476.
- Peterson, P. E. (1981). *City Limits*. Chicago: University of Chicago Press.
- Pfeiffer, J. and Moore, W.L. (1980). "Power in University Budgeting: A Replication and Extension." *Administrative Science Quarterly*, volume 25, issue 4, 637-653
- Portland Community College ("PCC") (2007). Website. Accessed online at www.pcc.edu.

Portland Community College ("PCC") (2007). *Fiscal Year 2006-2007 Adopted Budget*. Accessed online at www.pcc.edu.

Portland Development Commission ("PDC") (2005). *Investing in Portland*. Portland, OR: Portland Development Commission.

Portland Development Commission ("PDC") (2006). *Adopted Fiscal Year 2006-2007 Budget*. Portland, OR: Portland Development Commission.

Portland Development Commission ("PDC") (2007). PDC website accessed online at www.pdc.us.

Pouder, R. W. and Golembiewski, R.T. (1996). "Privatizing Services in Local Government: An Empirical Assessment of Efficiency and Institutional Explanations." *Public Administration Quarterly*, volume 20, number 1, 103-126.

Powell, W.W. (1987). "Hybrid Organizational Arrangements: New Form or Transitional Development?" *California Management Review*, volume 30, number 1, 67-87.

Powell, W.W. (1991). "Expanding the Scope of Institutional Analysis." In W.W. Powell and P.J. DiMaggio (editors), *The New Institutionalism in Organizational Analysis*. Chicago: The University of Chicago Press.

Powell, W.W. and DiMaggio, P.J., editors (1991), *The New Institutionalism in Organizational Analysis*. Chicago: The University of Chicago Press.

Privatization.org (2006). *Types and Techniques of Privatization*. Accessed online at www.privatization.org, October 5, 2006.

Provan, K.G. and Millwood, H.B. (2001). "Do Networks Really Work? A Framework For Evaluating Public-Sector Organizational Networks." *Public Administration Review*, volume 61, number 4, 414-423.

Rossi, P.H., Lipsey, M.W. and Freeman, H.E. (2004). *Evaluation: A Systematic Approach, Seventh Edition*. Thousand Oaks, CA: Sage Publications.

Rusk, D. (1993) *Cities without Suburbs*. Washington, DC: Woodrow Wilson Center Press.

Rusk, D. (1999) *Inside Game Outside Game*. Washington, DC: Brookings Institution Press.

Schein, E.H. (1985). *Organizational Culture and Leadership*. San Francisco, CA: Jossey-Bass.

Schein, E.H. (1993). "Legitimizing Clinical Research in the Study of Organizational Culture." *Journal of Counseling and Development*, volume 71, number 6, 703-708.

Schneider, M. (1989) *The Competitive City: The Political Economy of Suburbia*. Pittsburgh, PA: University of Pittsburgh Press.

Schools Uniting Neighborhoods Initiative ("SUN Schools") (2007) Website. Accessed online at www.sunschools.org.

- Scott, W.R. (1991). "Unpacking Institutional Arguments." In W.W. Powell and P.J. DiMaggio (editors), *The New Institutionalism in Organizational Analysis*. Chicago: The University of Chicago Press.
- Scott, W.R. (2001). *Institutions and Organizations, Second Edition*. Thousand Oaks, CA: Sage Publications.
- Selznick, P. (1966). *TVA and the Grass Roots*. New York City: Harper and Row, Publishers.
- Selznick, P. (1984). *Leadership in Administration*. Berkeley, CA: University of California Press.
- Sen, A. (2001). "The Discipline of Cost-Benefit Analysis." In M.D. Adler and E.A. Posner (eds.), *Cost-Benefit Analysis: Legal, Economic, and Philosophical Perspectives*, 95 – 116. Chicago: The Chicago University Press.
- Sewell, M. and Marczuk, M. (2004) *Using Cost Analysis in Evaluation*. Tucson, AZ: University of Arizona, College of Agriculture and Life Sciences, Cooperative Extension.
- Shaffer, D.K. (2006). *Reconsidering Drug Court Effectiveness: A Meta-analytic Review*. Las Vegas, NV: University of Nevada, Las Vegas, Department of Criminal Justice.
- Singh, J.V., House, R.J. and Tucker, D.J. (1986). "Organizational Change and Organizational Mortality." *Administrative Science Quarterly*, volume 31, number 4, 587-611

Sloan, John J., III and Smykla, J.O. (2003) "Juvenile Drug Courts: Understanding the Importance of Dimensional Variability." *Criminal Justice Policy Review*, volume 14, number 3, 339-360.

Stansel, D. (2004). "Local Decentralization and Local Economic Growth: A Cross-Sectional Examination of US Metropolitan Areas." *Journal of Urban Economics*, volume 57, 55-72.

Stern, I. and Henderson, A.D. (2004). "Within-Business Diversification in Technology-Intensive Industries." *Strategic Management Journal*, volume 25, number 5, 487-505.

Stringfield, S.C. and Yakimowski-Srebnick, M.E. (2005). "Promise, Progress, Problems, and Paradoxes of Three Phases of Accountability: A Longitudinal Case Study of the Baltimore City Public Schools." *American Educational Research Journal*, volume 42, number 1, 43-75.

Sykes, G.M. (1971). *The Society of Captives: A Study of a Maximum Security Prison*. Princeton, NJ: Princeton University Press.

Teaford, J.C. (1979). *City and Suburb: The Political Fragmentation of Metropolitan America, 1850-1970*. Baltimore, MD: Johns Hopkins University Press.

Terrey, J.N. (1997). "Washington Community Colleges: History and Development." *Community College Journal of Research and Practice*, volume 21, number 2, 185-201.

The Aspen Institute (2004). *Nonprofit Sector Research Fund Supports Study of Hybrid Organizations Seeking Social and Economic Change*. Aspen, CO: The Aspen Institute.

Torgensen, K., D. Buttars, D.C., Norman, S.W. and Bailey, S. (2004). "How Drug Courts Reduce Substance Abuse Recidivism." *The Journal of Law, Medicine and Ethics*, volume 32, number 4, 68-72.

Tyuse, S.W. and Linhorst, D.M. (2005). "Drug Courts and Mental Health Courts: Implications for Social Work." *Health and Social Work*, volume 30, number 3, 233-241.

United States Census Bureau (2007). *Public Education Finances, 2005*. Washington, DC: U.S. Census Bureau.

United States Census Bureau (2007). Website accessed online at www.census.gov.

United States Department of Housing and Urban Development (HUD") (2007). Website accessed online at www.hud.gov.

Veenswijk, M.B and Hakvoort, J.L.M. (2002). "Public-Private Transformations, Institutional Shifts, Cultural Changes and Altering Identities: Two Case Studies." *Public Administration*, volume 80, number 3, 543-555.

Warner, M. and Hebdon, R. (2001). "Local Government Restructuring: Privatization and Its Alternatives." *Journal of Policy Analysis and Management*, volume 20, number 2, 315-336.

- Warner, M. and Hefetz, A. (2002). "The Uneven Distribution of Market Solutions for Public Goods." *The Journal of Urban Affairs*, volume 24, number 4, 445-459.
- Weber, M. (1947). *Theory of Social and Economic Organization*. Glencoe, IL: Free Press.
- Welsh, B.C. and Farrington D.P. (2001). "Assessing the Economic Costs and Benefits of Crime Prevention." In Welsh, B.C. and Farrington, D.P. (editors), *Costs and Benefits of Preventing Crime*, 3 – 19. Boulder, CO: Westview Press.
- Wiest, K.L., Martin, S.J., Waller, M., Cox, A., Linhares, R. (2007). *Vanderburgh County Day Reporting Drug Court Evaluation*. Portland, OR: NPC Research.
- Williamson, O.E. (1991). "Comparative Economic Organization: The Analysis of Discrete Structural Alternatives." *Administrative Science Quarterly*, volume 36, number 2, 269-296.
- Wischnevsky, J.D. (2004). "Change As The Winds Change: The Impact Of Organizational Transformation On Firm Survival In A Shifting Environment." *Organizational Analysis*, volume 12, number 4, 361–377
- Wollner, C., Provo, J. and Schablitsky, J. (2001). *A Brief History of Urban Renewal In Portland, Oregon*. Portland, OR: Portland State University.
- Yin, R.K. (2003). *Case Study Research: Design and Methods*. Newbury Park, CA: Sage Publications.
- Yin, R.K. (2004). *The Case Study Anthology*. Thousand Oaks, CA: Sage Publications.

Zucker, L.G. (1977). "The Role of Institutionalization in Cultural Persistence." *American Sociological Review*, volume 42, 726-743.

Zucker, L.G. (1991). "The Role of Institutionalization in Cultural Persistence." In W.W. Powell and P.J. DiMaggio (editors), *The New Institutionalism in Organizational Analysis*. Chicago: The University of Chicago Press.

Appendix

Test Application of the Analytic Framework

The following table represents a test application of the contingent hybrid organizational characteristics analytic framework: Harford County Juvenile Drug Court example case.

Column I Dimension Set	Column II Dimension	Column III Sub-dimensions	Column IV Analytic Dimension Findings
A. Identity and purpose	1. Identify the organization	a. The organization's name	Harford County Juvenile Drug Court
		b. The organization's organizational environment	<ul style="list-style-type: none"> • Local criminal justice; • Local alcohol and drug treatment
		c. Characteristics that make the subject organization hybrid-like	<ul style="list-style-type: none"> • Multiple source organizations • Responses by source organizations to environmental challenges • Resources drawn from source organizations • Transformation of resources drawn from source organizations
	2. Subject organization's source organizations	a. Hybrid or hybrid-like organization's source organizations at its founding	<ul style="list-style-type: none"> • Harford County Circuit Court • Harford County State's Attorney's Office • Maryland Office of Public Defender • Maryland Department of Juvenile Services • Harford County Health Department • Harford County Office of Drug Control Policy • Harford County Public Schools
		b. Hybrid or hybrid-like organization's current source organizations	Unchanged from founding
	3. Challenges in the organizational environment to which the organization	a. Original organizational environment challenges to which subject organization was designed to respond	Community substance abuse problem

	responds	b. Current environmental challenges to which the subject organization responds	Unchanged from founding
--	----------	--	-------------------------

Column I Dimension Set	Column II Dimension	Column III Sub-dimensions	Column IV Analytic Dimension Findings
A. Identity and purpose (continued)	4. What the subject organization does to respond to organizational environment challenges	a. What the subject organization was originally designed to do to respond to challenges in its organizational environment	Support the following participant outcomes: <ul style="list-style-type: none"> • Substance abstinence and abstinence skill building • No further participant arrests • Academic achievement. • Improve participant family relations • Employment placement • Support development of healthy life choices • Goal-setting and attainment skills • Development of personal responsibility • Participation in self-help groups)
		b. What the subject organization currently does to respond to organizational environment challenges	Unchanged from founding

Column I Dimension Set	Column II Dimension	Column III Sub-dimensions	Column IV Analytic Dimension Findings
B. Source organization dependency	1. Subject organization control over resources	a. Primary purposes of each source organization	<ul style="list-style-type: none"> • <u>Harford County Circuit Court</u>: Generally handles more serious criminal cases, major civil cases, including juvenile and other family law cases such as divorce, custody and child support and most cases appealed from the District Court, orphans' courts and State administrative agencies. • <u>Harford County State's Attorney's Office</u>: Primarily responsible for investigation and prosecution of criminal cases at the trial level. It also works to establish paternity, set and collect child support. It has specialized units to deal with domestic violence and child abuse and victims-witness concerns. • <u>Maryland Office of Public Defender</u>: Provides legal representation to indigent defendants. • <u>Maryland Department of Juvenile Services</u>: Through a continuum of residential and community supervision programs, DJS supports public safety by holding juvenile offenders accountable to victims and communities, and assisting them in becoming responsible and productive members of society. • <u>Harford County Health Department</u>: Responsible for the delivery of a wide range of preventive health care, clinical services, and environmental health services that include addiction, environmental health, health education, health Services, nursing, and WIC (Women, Infants, and Children) related services. • <u>Harford County Office of Drug Control Policy</u>: Utilizing public and private agency resources, promotes and provides prevention services through a variety of program strategies. • <u>Harford County Public Schools</u>: Serves as a comprehensive public educational resource.

Column I Dimension Set	Column II Dimension	Column III Sub-dimensions	Column IV Analytic Dimension Findings
B. Source Organization Dependency	1. Correspondence between subject organization and source organization purposes	b. Extent purposes of the subject organization correspond with its source organizations	<ul style="list-style-type: none"> • <u>Harford County Circuit Court</u>: The drug court program intervenes in offender outcomes in ways that substantially diverge from the Court's "business-as-usual" purposes. • <u>Harford County State's Attorney's Office</u>: The program diverges substantially from SAO's traditional prosecutorial purposes. • <u>Maryland Office of Public Defender</u>: The program involves offender outcomes in ways that diverge with the ODP standard purposes. • <u>Maryland Department of Juvenile Services</u>: Treatment and supervision services provided by the program are roughly consistent with DJS business as usual purposes. They can be seen as fitting within the department's "continuum of services." • <u>Harford County Health Department</u>: Treatment services provided by the program are consistent with other addiction services provided by the Department. The level of supervision provided is not consistent with the Department's business as usual. • <u>Harford County Office of Drug Control Policy</u>: The program is one of a set of activities that the Office was designed to support. Therefore, the purposes of the program are consistent with those of this source organization. • <u>Harford County Public Schools</u>: Although the purposes of the program are consistent with the holistic concerns of the school district, the extent of treatment and supervision intervention is not.

Column I Dimension Set	Column II Dimension	Column III Sub-dimensions	Column IV Analytic Dimension Findings																						
B. Source Organization Dependency (continued)	2. Resources provided to the subject organization from source organizations	a. Resources – staff, facilities, equipment, funding, etc – provided by each source organization to the hybrid	<ul style="list-style-type: none"> • <u>Harford County Circuit Court</u>: Part-time services of judge and related support staff. Court facilities • <u>Harford County State’s Attorney’s Office</u>: Part-time services of assistant state’s attorney and related support staff. • <u>Maryland Office of Public Defender</u>: Part-time services of assistant public defender and related support staff. • <u>Maryland Department of Juvenile Services</u>: Part-time services of probation officer. • <u>Harford County Health Department</u>: Full-time services of coordinator and counselors. Contractual treatment and other services. Program office space. • <u>Harford County Office of Drug Control Policy</u>: Managerial support from Office’s Manager. Budgetary support for the program. • <u>Harford County Public Schools</u>: Part-time services of counseling staff member. 																						
		b. The monetary value of the resources provided by each source organization to the hybrid	<table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="text-align: left;"><u>Source Organization</u></th> <th style="text-align: right;"><u>Amount</u></th> <th style="text-align: right;"><u>%</u></th> </tr> </thead> <tbody> <tr> <td>Circuit Court</td> <td style="text-align: right;">\$ 17,465</td> <td style="text-align: right;">3.9</td> </tr> <tr> <td>State’s Attorney’s Office</td> <td style="text-align: right;">4,366</td> <td style="text-align: right;">1.0</td> </tr> <tr> <td>Office of Public Defender</td> <td style="text-align: right;">5,439</td> <td style="text-align: right;">1.2</td> </tr> <tr> <td>Dept of Juv Services</td> <td style="text-align: right;">37,381</td> <td style="text-align: right;">8.3</td> </tr> <tr> <td>Health Department</td> <td style="text-align: right;">143,586</td> <td style="text-align: right;">32.1</td> </tr> <tr> <td>Office of Drug Cont Pol</td> <td style="text-align: right;">235,085</td> <td style="text-align: right;">52.5</td> </tr> <tr> <td>Public Schools</td> <td style="text-align: right;">4,366</td> <td style="text-align: right;">1.0</td> </tr> </tbody> </table>	<u>Source Organization</u>	<u>Amount</u>	<u>%</u>	Circuit Court	\$ 17,465	3.9	State’s Attorney’s Office	4,366	1.0	Office of Public Defender	5,439	1.2	Dept of Juv Services	37,381	8.3	Health Department	143,586	32.1	Office of Drug Cont Pol	235,085	52.5	Public Schools
<u>Source Organization</u>	<u>Amount</u>	<u>%</u>																							
Circuit Court	\$ 17,465	3.9																							
State’s Attorney’s Office	4,366	1.0																							
Office of Public Defender	5,439	1.2																							
Dept of Juv Services	37,381	8.3																							
Health Department	143,586	32.1																							
Office of Drug Cont Pol	235,085	52.5																							
Public Schools	4,366	1.0																							

Column I Dimension Set	Column II Dimension	Column III Sub-dimensions	Column IV Analytic Dimension Findings
B. Source organization dependency (continued)	3. Subject organization control over resources	<p>a. Extent resources provided to the hybrid are controlled by the hybrid independent of the control of source organizations</p> <p>b. Extent the hybrid transforms resources provided by source organizations</p>	<ul style="list-style-type: none"> • <u>Harford County Circuit Court</u>: Activities of judge are notably transformed from business as usual patterns, but control by source organization is unchanged. • <u>Harford County State's Attorney's Office</u>: Activities of assistant state's attorneys are notably transformed from business as usual patterns, but control by source organization is unchanged • <u>Maryland Office of Public Defender</u>: Activities of assistant public defenders are notably transformed from business as usual patterns, but control by source organization is unchanged. • <u>Maryland Department of Juvenile Services</u>: Activities of probation officers are notably transformed from business as usual patterns, but control by source organization is unchanged. • <u>Harford County Health Department</u>: Activities of staff members are notably transformed from business as usual patterns. Treatment services are consistent with business as usual patterns, but control by source organization is unchanged. • <u>Harford County Office of Drug Control Policy</u>: Funded program services are consistent with agency purposes, but control by source organization is unchanged. • <u>Harford County Public Schools</u>: Activities of staff members are notably transformed from business as usual patterns, but control by source organization is unchanged

Column I Dimension Set	Column II Dimension	Column III Sub-dimensions	Column IV Analytic Dimension Findings
C. Organizational Environment Independence	1. Organization's freedom to determine its purposes independent of its source organizations	a. Extent the hybrid has established goals, policies, rules, and procedures independent of its source organizations	The program has been free to establish its goals, policies, rules and procedures. However, these are generally consistent with the national drug court model and goals, etc. of the Maryland Drug Treatment Court Commission.
		b. Extent the hybrid must demonstrate the effectiveness and efficiency of its performance to its source organizations	The subject organization is subject to performance oversight in at least two ways: 1. Source agencies are subject to jurisdictional budget processes; 2. Drug Treatment Court Commission has had a third party program evaluation performed on the organization.
	2. Subject organization governance structure independence from its source organizations	a. Determine if hybrid's top administrator is an employee of one of the source organizations	The administrative leaders of the program are the judge and program coordinator. The judge is employed by the Circuit Court, while the coordinator is employed by the Health Department.
		b. Extent the hybrid is free to hire and supervise its employees independent of its source organizations	The program possesses no freedom to hire employees independent of its source organizations.
		c. Extent the hybrid is free to enter into contractual relationships independent of its source organizations	The program possesses no freedom to enter into contracts independent of its source organizations.
		d. Extent the hybrid is free to create its operating budget independent of source organizations	The program possesses no freedom to create an operating budget independent of its source organizations.
		e. Determine if hybrid budget is included in the budget of one of the source organizations	The program is formally represented in the operating budget of one source agency – the Office of Drug Control Policy.

Column I Dimension Set	Column II Dimension	Column III Sub-dimensions	Column IV Analytic Dimension Findings
C. Organizational Environment Independence (continued)	3. Generation of its resources independent of its source organizations	a. Extent the hybrid is free of source organization control to solicit/ procure intergovernmental grants or other funding arrangements	The program has been supported by inter-governmental grants. The funds, however, have received and dispersed by source organizations – primarily Circuit Court and Office of Drug Control Policy.
		b. Extent the hybrid is free of source organization control to charge fees or otherwise demand payment for the services that it provides	Fees are not charged by the program or by source organizations on behalf of the program.
	4. Source organization sanctions	a. Confirm source organization sanctions for the hybrid through law, policy, budget or other authoritative form	<ul style="list-style-type: none"> • The program has not received authorization through state or local law. • Through state and local budget actions it has received policy support. • An order of the Chief Judge of Maryland established the Drug Treatment Court Commission, which provides financial and other forms of support for local programs.
		b. Instrument(s) used by source organizations to establish and/or empower the hybrid	
		c. Confirm if the source organization sanction establishes or details hybrid authority, and/or provides resources to the hybrid organization	