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The Impact of Organizational Culture and Balance of Power on a Public-Third Sector Partnership (PTSP)

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SUMMARY

Partnerships, a form of contractual collaboration for service delivery, have been used for many years and their virtues and drawbacks investigated by many scholars. As described on paper, partnerships seem to be the best option for service delivery in today's cities. A primary driver, in fact, is to maximize efficiencies by identifying stakeholders' comparative advantages and harnessing key resources needed to achieve objectives that may lack or be insufficient in one actor's individual reserve (Brinkerhoff, 2002).

The rhetoric surrounding partnerships however does not often live up to the premise. Experience shows that irredeemable problems can arise at any stage of the project but that the most crucial stage is the initial stage in which demands are expressed and objectives defined. The human element of the project is that which threatens partnerships (Pennink n.d, personal notes) because partners come to the negotiating table taking their cultural baggage and interests with them.

One of the key aspects that influence the workings of a partnership, in fact, is the organizational culture of the stakeholders involved. Although every partnership entails a certain degree of adaptation between different cultures, the risk of culture incompatibility is still high and often degenerates in organizational barriers that are not easy to overcome (MacGregor, 2007). Contemporarily power relations are bound to characterize organizations because important decisions involve allocation of scarce resources and scarcity in organizations exacerbates political behaviour. Politics involves the exercise of power to get something done, as well as to enhance and protect the vested interests of individual stakeholders.

This thesis investigates the impact of both organizational culture and power on the workings of a Public-Third Sector Partnership (PTSPs) operating in a suburban town of Milan (Italy). The partnership aims to improve the social cohesion between local and migrant families and ameliorate the quality of health and housing services in the area. The thesis is limited to the analysis of its feasibility study. PTSPs are growing under the relevance given to Third Sector Organizations as key agents of social delivery within 'the mixed economy of welfare', hence resulting in more competition amongst Third Sector Organizations to tap into local governments funds.

The study developed multiple analysis frameworks to investigate the impact of culture and power on the outcomes of the feasibility study. One framework was built around two survey tools; Cameron and Quinn's (1984) Competing Values Framework was used to understand the dominant organizational culture traits of each partner, whereas the Degree of Knowledge Sharing was more experimental and looked at the balance of power as the expression of stakeholders' divergent interests. As expressed by Hilslop (2005) various degree of knowledge sharing determines whether an organization is positively or negatively contributing to the organizational performance. A reluctance to share knowledge may be due to the willingness to use power to pursue interests that are in conflict with the organization. Therefore high knowledge sharing in one organization is an indicator that the balance of power is properly used to achieve organizational performance. In other words, the probability of a conflict of interest is in a linear relationship with the knowledge-sharing index that this thesis utilised.

The second framework mapped the findings of the first onto a Relationship Matrix, which espoused the roles and responsibilities of each stakeholder in relation to the partnership's operational model. This model allowed the underscoring of the critical decision making points of the partnership (or Critical Value Point). The CVPs were matched with the areas

where the previous framework detected a potential cultural conflict or a low Degree of Knowledge Sharing (these areas were called Critical Divergence Points). By using knowledge sharing as a complementary variable and by adding control statements to check for conflicting interests, the study revealed that a stakeholder – a voluntary organization - was marginalised and virtually excluded from co-operating with other partners, as it was accused of wanting to use the partnership's budget to finance collateral projects.

When compared with the pre-feasibility study, which set as a goal of partnership governance the co-operation of stakeholders on multiple initiatives, such event compromised the outcome of the final feasibility study. Of all partners, the voluntary organization had the lowest knowledge-sharing index, corroborating the linear relationship between the potential for a conflict of interest and the level of informal processes embraced by the organization. In this perspective a link was drawn to the organization's predominantly Clan culture.

A collectivist culture, contrary to an individualistic one (for example a Market oriented one) does not instil a drive in people to explore when and why knowledge sharing situations may prove fortuitous. A Clan culture, in fact, is a closed culture where, for instance, employees prefer face-to-face meetings and are less likely to use an impersonal medium like Internet, resulting in barriers to acquiring knowledge from outside the group (Hendriks, 2009). This finding also validates why this research looked at culture within a partnership. On one hand, because of their inward orientation, Clan cultures often do not realise the effectiveness of knowledge sharing in partnerships, though paradoxically within their peers knowledge sharing is 'the normal way', as long as it serves their own organizational goals. On the other, because cohesion and allegiance are so prominent, if the market turns somewhere else a Clan culture (that according to Cameron and Quinn's dimensions is high on flexibility and internal unity) would follow it no question. Empirical evidence suggests that very collaborative cultures often do not see the problem in diverging from the partnership's mission because in their organization they are used to diverge and adapt to the changing market at all times. This is why the conflict of interest became so clear with the voluntary organization and why co-operation with other stakeholders was seriously compromised

This study suggests that there is a link between the symptoms, expressed as the degree of knowledge-sharing, and the root cause, or the organizational culture; it indicates that the most effective way to address organizational barriers in a PTSP is to devise and prioritize interventions according to the root-causes and not the symptoms, because the latter depend on the former. It suggests that partnership's managers should strive for transparency, hence minimizing the informal space of Clan cultures. Finally it hints at the establishment of a 'common culture' program at partnership's inception in order to reduce the space for conflicts between stakeholders and reduce the probability of partnership's collapse due to cultural clashes. Acceptance to change should come from all members, thus cultural alignment must be lead by executives from each organization.

Keywords: organizational culture; public-third sector partnerships; knowledge-sharing; power; Italy

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Chapter 1 Introduction

1.1 Public-Third Sector Partnerships (PTSPs) in context

A PTSP is a contractual agreement between the public and one or more Third Sector organizations (TSOs), whereby the TSO provide services that have traditionally been executed by a public institution. In recent years there has been significant increase in the extent of Third Sector involvement in social policy formulation and implementation (Kolybashkina, 2007, MacGregor, 2007, Fazzi, 2007, MacMillan, 2010, Milbourne and Murray, 2010). Third Sector has often been seen as a panacea to cure the crisis of the Welfare State, and even as an alternative to State provision. As many TSOs share their objectives with the public sector, they are often seen as ideal partners for the delivery of public services. Local Governments have recognized the importance of community based service delivery or 'The Third Way' how it is often called.

Recent policies in UK have significantly raised the profile of the third sector by promoting respect of relationships, improved communications and fairer treatment. In Italy law 328/2000 provides for engaging local third sector organizations and local citizen committees in the management of social policies and in 2007 about half of the budget expenditure of local municipalities went to Third Sector organizations for services delivery (AUSER, 2010). The claim often made is that the variety of TSOs can deliver services in distinctive ways - by for example mobilising local networks - that will improve outcomes for users.

In the suburbs of Milan, this form of service delivery is currently being applied to address issues of social cohesion between diverse ethnic groups living in the same neighbourhood. 'Campi di Coesione' is a partnership agreement between the local Municipality of Cinisello Balsamo (North-East of Milan), two local social-cooperatives and two voluntary organizations, with funds coming partly from a private foundation (70%) and partly as co-financing from the organizations (30%). It aims at enhancing the social networks amongst immigrant and local families, solve housing default situations of those (especially migrant) who are struggling to pay the bills (which is cause of conflict with local families), and ameliorate the health service provision in the local area. The partnership started in 2009, hence for the purpose of this thesis only the feasibility study was analysed.

Between Milan and its suburbs live 442,000 immigrants, both legal and illegal, and in the last 10 years numbers have increased threefold, up to 300,000 new incomers. It is in the suburbs that the largest numbers are recorded: compared with 1998 numbers the suburbs have experienced 430% increase, against +146% in Milan city (XI Rapporto sull'Immigrazione della Provincia di Milano, 2008).

It is foreseeable that in the future partnerships like Campi di Coesione may increase due to the difficulties that local municipalities will encounter in guaranteeing quality of services and neighbourhood relationships. It is therefore important to evaluate these partnerships not just by monitoring its outcomes, because despite their importance in ensuring accountability and quality, they do not tell us much in terms of how to improve the public service delivery and enhance efficiency, especially when results are disappointing. There are important shortcomings in over-emphasizing outcomes and ignoring process dimensions, which is what the thesis will try to do by analysing the impact of organizational culture and power on the partnership's workings.

1.2 Organizational Culture

“In a particular situation the set of meanings that evolves gives a group its own ethos, or distinctive character, which is expressed in patterns of belief (ideology), activity (norms and rituals), language and other symbolic forms through which organization members both create and sustain their view of the world and imagine of themselves in the world. The development of a worldview with its shared understanding of group identity, purpose, and direction, are products of the unique history, personal interactions, and environmental circumstances of the group”.

(Smirchich, 1983b:56)

An organization’s culture goes deeper than the words used in its mission statement. Culture is the web of tacit understandings, boundaries, common language, and shared expectations maintained over time by the members. In this sense organizational culture shapes people’s behaviours and imbues them with a shared ‘sense making’ of both internal and external environments in order for employees to retrospectively make sense of actions and decisions taken (Weick, 2001). Because it usually arises from what has been successful for the organization, the need to adapt to the external or internal changes might be difficult to understand. Indeed Schein (2004) suggested that culture is the most difficult organizational attribute to change, outlasting organizational products, services, founders and leadership.

Dealing with change, however, is inevitable and without it there is little hope for enduring improvement in organizational performance. Increased competition, globalization, mergers, acquisitions, alliances and public-private partnerships have created the need, amongst others, for the construction of meta-hybrid cultures that merge aspects of cultures from what were distinct organizations prior to an acquisition or merger (Baker, 2004).

In addition to these external and internal changes, organizational culture has become more important because for many organizations, intellectual as opposed to material assets now constitute the main source of value. To guarantee the intellectual participation of employees requires a culture that facilitates organizational learning, new knowledge creation, and willingness to share knowledge with others (Baker, 2004).

Recognizing the opportunity for organizations to assess and mould their culture to external and internal circumstances, it is key to have a model that highlights what are the dominant aspects of a specific organizational culture, so that its strengths and weaknesses can be addressed. Practitioners have urged the study of organizational culture and devised various methodologies using both quantitative and qualitative techniques (Jung et al., 2009); some of them are analysed in this thesis.

1.3 Organizational Culture and Partnerships

As previously mentioned, culture is also recognized as being crucial for organization's merges and collaborative efforts that bring together partners coming from different realities. One such form of collaboration is partnerships. A Partnership is a dynamic relationship among diverse actors that can be characterized by many legislative and contractual forms, where the comparative advantage of each actor participating is recognized and harnessed in order to deliver a service in a more efficient and cost-effective way.

Much of the success of partnerships, amongst other factors, depends directly or indirectly on the ability to minimize the gap between different cultural orientations in order to enhance co-operation between partners. For example a dominant hierarchy culture, like that of a local government, faces significant challenges in order to meet the operational requirements of a partnership. The internally focused, rule and routine bound hierarchy thrives on controlling

its environment. With an organizational focus on internal operations and achieving and maintaining stability and control, hierarchical organizations may not recognize or be aware of the opportunities available to them. Given the limited opportunity and the need to set up formal structures and procedures to operate a partnership, hierarchy leaders may have a difficult time trusting in the coordinating mechanism of a partnership, that being relationships versus routines. It may also be hard for hierarchy employees to deal with the lack of clear leadership of clan employees, given that leadership is strongly top-down for the former.

Such cultural features have an impact on partnership workings that, in the worst case scenario, could lead to partnership's dissolution, or in the best, to severe trust break downs and impossibility of co-operation leading to some partners being privileged over others.

1.4 A View on Power

At the same time, organizational culture is not enough to explain what organizations do and why they do it; this aspect was brought to the fore by anthropological studies in the field of developmental projects in emergent countries, that acknowledge the crucial importance of analysing power relations and politics in order to tell the real meanings embedded in policy documents and decision-making processes.

Such a perspective emphasises the complexity arising from the goals set out in policy documents (text), those pursued in operational practice and the personal agendas pursued by clients or local bureaucrats in the course of a project (Lewis, 2003). As a result of these interactions the goals set out in the text are often not matching those implemented, making it "impossible to conceptualise organizational culture separately from an analysis of the power relations within the organizations and between it and other actors" (Lewis, 2003:547).

Power relations are bound to characterize organizations because important decisions involve allocation of scarce resources and scarcity in organizations exacerbates political behaviour. Lasswell (1958) pioneered the concept of organizational politics well before it was acknowledged in the management literature (around the 1970s). He declared politics involved the exercise of power to get something done, as well as to enhance and protect the vested interests of individuals or groups. In a partnership, according to an interest-based view, different interests are present by definition and stakeholders normally tend to ward them.

Though this study acknowledges that scholars analysed the relational qualities of power (Derksen et al, 2006) such as control in the decision-making arena (Hardy and Clegg, 1996), forms of domination to ensure compliance and resistance to such domination (Hardy and Clegg, 1996 and Hardy & Leiba-O'Sullivan, 1998), the focus in this study is on power as the expression of organization's competing interests, as the unavoidable feature of partnership, and its relation to organizational culture.

Having put all the elements in place the question this thesis asks is **to what extent and how stakeholders' cultural differences and power are influencing the feasibility study outcomes of the partnership 'Campi di Coesione'?**

To answer this question further focus is given to the sub-questions:

- a) What is the organizational culture brought in by each stakeholder in the partnership?
- b) What is the partnership's operational model (process, roles and responsibilities)?
- c) Do different stakeholder's cultures impact the partnership operational model or outcomes?

- d) Is there a framework to analyse power as the expression of stakeholder's divergent interests?

These questions set the frame for the research contained in this thesis.

1.5 Two Strategic Frameworks: Organizational Analysis Framework and Collaboration Analysis Framework

In order to answer the above questions this study developed two complementary and strategic frameworks. The Organizational Analysis Framework is organizations related and uses two sets of tools; the many times validated and reliable Competing Values Framework (CVF) survey, gleaned from the literature on organizational culture, and the Degree of Knowledge Sharing (DKS) survey, a more experimental survey elaborated by reviewing the literature on forms of power as resources and by consulting one expert in the field of organizational behaviour and one professional with more than 20 years experience in managing employees in big organizations.

The CVF was developed by Quinn and Rohrbaugh in the 1980's as a conceptual framework to integrate criteria of organizational effectiveness. It focuses on the competing tensions and conflicts inherent in any human system: primary emphasis is placed on the conflict between stability and change and between internal organization and external environment. These conflict map four different archetypes of organizational culture: hierarchical, market, clan and entrepreneurial. It was chosen because it studies the general organizational characteristics and is functional in pointing out the dominant cultures of each organization.

The actual survey is based on the statements developed by Zammuto and Krakower (1991), which is the most frequently used and validated measurement in studies of this kind (Denison and Spreitzer, 1991; Parker and Bradley, 2000, 2004). This survey was applied in a partnership context for the purpose of looking at how cultures adapt to each other or on the contrary clash and impact the partnership workings.

The second tool, the DKS was developed to analyse power as the expression of stakeholder's divergent interests. As seen in this thesis a form of power that underscores groups' vested interests is knowledge; as expressed by Hales (1993) knowledge in organizations can be both technical and organizational. Technical knowledge refers to expertise and skills that each individual shares with its organizations, whilst organizational knowledge refers to how human resources relate to each other through structures and processes. Rephrased in partnership's terms the former is the expertise or competence brought in by each stakeholder (or subject-matter expertise), whilst the latter involves everything from the knowledge of organizational changes within the partnership to the level of endorsement of partnership's mission and objectives and their clarity (or human resource knowledge).

Importantly knowledge can also be both tangible and intangible (Hilslop 2005), the former are "the blueprints of behaviour", or rules and descriptions, whilst the latter are the emergent patterns of social interactions within organizations, or the actual behaviour of players. The intangible – or informal – aspects of knowledge can be both positive and negative. Positive when they encourage the sharing of expertise beyond the partnership's scopes, or when Internet tools are used to foster sharing. Negative when for example, they favour hidden agenda. Though informality can be tended effectively it is notoriously hard to control and it is a vehicle for ambiguities, in so far as it nurtures the space for vested interests and it generates undocumented procedures that are difficult to contest (Gray and Starke, 1988; Tripathi and

Reddi, 2008). The assumption is that the more stakeholders make use of negative informality in the partnership workings the higher the probability of a conflict of interests. To conclude, in the perspective of this study, knowledge sharing is instrumental to uncover the conflict of interests between partners. In other words, the probability of a conflict of interest is in a linear relationship with the degree of knowledge sharing of each organization involved in the partnership.

Summing up, the Organizational Analysis Framework investigates the level of organizations both culture and divergence of interests. The Collaboration Analysis Framework instead brings the results of both CVF and DKS on the level of partnership workings in order to understand how they impact the divergence between text (or partnership's policy documents) and outcomes (of the feasibility study). The impact is analysed at the level of partnership's operational model described in terms of roles, responsibilities, blueprints and processes. Although the number of people interviewed represents a limitation to the present study, those who underwent the surveys were both key figures in their respective organizations (attention was given to both managers and operational personnel) and key partners in the partnership's feasibility study.

The tools used by the Collaboration Analysis Framework are the RACI model and the Relationship Matrix (RM), the latter being a more complex elaboration of the former. The RACI model is a well-known tool used in businesses and organizations to identify roles and responsibilities, its acronym means Responsible – Accountable – Consulted – Informed and it refers to the possible roles that people can cover in decision making situations. For the purpose of this thesis the RACI model identifies the processes and sub-processes of the feasibility study (in accordance to relevant documents) and maps each partnership member accordingly to their role and responsibility. Further it highlights the Critical Value Points (CVPs) as in the sub-processes that are key decision making areas of the feasibility study (agreed with partnership's members).

The Relationship Matrix (RM), takes the RACI model a step further because it maps the results of the Organizational Analysis Framework onto it. If stakeholders show cultural or power imbalances and are jointly engaged in CVPs then a critical divergence point (CDP) arises. The CDPs are the critical divergence points of the partnership's operational model (embodied by the RACI model), and arise when the organizational analysis framework has detected cultural clashes and/or a low degree of Knowledge Sharing.

Finally the last step of the collaboration framework is to understand the core of the thesis research question, or if the divergence between text and outcomes in the feasibility study is due to a cultural or knowledge sharing conflict (or both). This is done by comparing key partnership's documents as part of the secondary data collection and analyse their content looking for changes between what was said before and what was actually done and achieved during the feasibility study. The documents analysis was compared with the findings of the Relationship Matrix; where key processes (the CVPs) matched with areas of potential cultural or knowledge sharing clash. Particular attention was given to the description of those processes in both pre and post feasibility study documents to uncover discrepancies. Where present those were double-checked with the extra information gathered from stakeholders.

The use of qualitative insights (to support the quantitative surveys) was instrumental to understand stakeholders' viewpoints on both surveys. Indeed during the survey, open-ended questions were asked to uncover motives, possible misunderstandings and observations that may go unnoticed by using a quantitative approach only. Two types of questions were asked: if someone agreed or disagreed with a statement he/she was asked to give an example to substantiate his affirmation or he/she was asked to express her/his reasons for scoring one

sentence higher than an other.

At the end of this study, both frameworks proved to be effective in answering the thesis's question, as they identified at least one divergence between the goals as set in the partnership pre-feasibility and those at the end of the feasibility study. The divergence is due to a cultural clash, stemming from a conflict of interest, exposed by one of the voluntary organizations. Interestingly, in fact, the thesis identifies a linkage between the degree of knowledge sharing and organizational culture, contributing to the lack of empirical work in the field of knowledge management, especially of *ex ante* assessments of the knowledge-sharing culture of organizations (Hendriks, 2009).

To refresh the reader about this thesis's goals the objectives are stated below.

1.6 Objectives

The goal of this research is to analyse how the culture and power balance of different organizations influence the feasibility study of the partnership 'Campi di Coesione'.

The specific objectives are:

- 1 To define the organizational culture for each stakeholder involved in the partnership:**
 - a) Identify a suitable framework for the analysis of stakeholder's organizational culture;
 - b) Identify and classify the organizational culture brought into the partnership by each stakeholder based on above framework;
 - c) Propose a framework to identify the impact of stakeholder's cultural differences on the partnership operational model through the analysis of their interests;
 - d) Understand and describe stakeholder's interests' dynamics through that framework.

- 2 To analyse the partnership's practices (in terms of processes, roles and responsibilities) related to the feasibility study:**
 - a) To create a Stakeholder Collaboration Matrix identifying the contribution of each stakeholder to the partnership's practices during the feasibility study (Responsible; Accountable; Contribute; Inform - RACI);
 - b) To identify within the RACI model, what are the practices that are of critical value to the feasibility study;

- 3 To identify the critical divergence points as influenced by the stakeholders' organizational culture and balance of power**

1.7 Thesis outline

Chapter 1 gave a general overview on organizational culture and its importance in today's organizations, why organizational culture should be considered as an influencing factor in partnership workings, the relevance of power relations within and between organizations but also power as a resource. Finally the two frameworks utilised in this thesis were presented. Chapter 2 goes through the literature that constitutes the backbone to the theoretical frameworks in order to understand how organizational culture can be assessed and how the balance of power as the expression of stakeholder's conflicting interest can be investigated. Further some examples of the impact of organizational culture in partnerships are given and the cultures of the main partnership's organizations analysed as expressed in the literature. Finally Chapter two also presents the Organizational Analysis Framework and the Collaboration Analysis Framework used to analyse the organizations within the partnership's workings. Chapter 3 introduces the partnership 'Campi di Coesione', gives a rationale for the choice, explains its pre-feasibility study according to the main initiatives, aims and scopes, stakeholder's interests within and without the project and the financial aspects. Chapter 4 underscores the data collection for the thesis. Primary data through quantitative surveys, aided by qualitative open ended questions at survey's end, secondary data through relevant partnership documents and stakeholder's validations of partnership processes, roles and responsibility. The two surveys, the Competing Values Framework and the Degree of Knowledge Sharing are explained in detail. A schematic of the thesis's operationalization follows and limitations dealt with. Chapter 5 explains the findings of the field work and links them to the theoretical frameworks and finally Chapter 6 discusses the results and offers insights for future relevant work on the topic.

Chapter 2 Theoretical Framework

2

2.1 The relevance of ‘collaborative advantage’ in contemporary urban governance

The public sector has been facing important challenges coming from the external environment over the last 40 years. New forms of urban governance and new public management have been suggested on the premise that efficiency and effectiveness of public sector organizations could be improved through a) the application of management techniques that were once reserved to the private-profit making organizations and b) new collaborative frameworks where other public entities (voluntary, the health and education communities) come together with local, regional and national authorities and private sector to deliver services and allocate goods that governments can no longer afford to handle alone.

This is particularly so given that the practice of dividing social, political and economic issues into ‘silos’ or ‘stovepipes’ has become widely condemned (Considine, 2003). Partnerships or “collaborative advantage” (Huxham, 1996) present an attractive alternative to market mechanisms that have dominated the public management movement internationally (Geddes, 2005; Levison et al., 2006; MacGregor, 2007; Robinson et al., 2010).

Partnerships are expected to grow in the future under the drive of several key factors. From the demand side, the increasing of sustainable development objectives (such as Sustainability 20/20) represents a new paradigm of business profitability. From the supply side, as new technologies such as Internet and social media become of wide spread use, a “flat world infrastructure” (Friedman, 2005) will become increasingly possible. Hence new communication and organizational models, with a strong request in terms of governance, will be developed to make the encounter between urban local realities and global constituencies more effective.

Partnership models have evolved and become more sophisticated since their appearance in England and the United States in the 1980’s. At the same time also the variety of public and private actors involved increased; indeed besides ‘typical’ partnerships that involve public authorities such as local government entities and private contractors (i.e. a construction company or housing corporations, etc), there are cases where social co-operatives, the non-for-profit sector and voluntary organizations enter a partnership agreement.

Whereas the literature on the workings of ‘typical’ public-private partnerships is abundant, less has been written on these ‘atypical’ forms of partnering. Social co-operatives, non-for-profits and the voluntary sector are usually defined under the Third Sector umbrella, a sector that has become an important organising idea in the ways in which many have become to think about society, economy and policy making during the past two decades. For example in 2006 the UK government had for the first time appointed a Minister of the Third Sector, Ed Milliband, who has quickly set about extolling the virtues of the sector both as key agent of social delivery within ‘the mixed economy of welfare’ and as a critical campaigning force within a democratic society.

At the same time the development of more sophisticated communication systems has also changed the way policy is made through the growth of community pressure groups that want to participate more fully in policy making and the implementation process. Hence the

development of policy is no longer a government-only affair, the desire is for less complex policy and local governments working more closely with the communities and the private sector.

The recognition that the public sector can no longer continue to finance everything upfront is now consolidated; raising demands and fiscal costs, shrinking public finances and financial deficits, have made the inefficiencies of big-bureaucracy clear. This has also triggered governments into thinking and behaving in new ways; since traditionally public organizations have been constrained by political authority and their objectives defined by central bureaucratic agencies and constrained by legislation, they have under-emphasised entrepreneurial (i.e. adaptability, change and risk-taking) and rational aspects (i.e. productivity and efficiency) of organizational culture (Parker and Bradley, 2000).

It appears nowadays, that under the influence of public-private partnership, fundamental changes in the way projects are prepared and delivered are forcing the public sector to reason in terms of outputs that need to be set out from the very beginning of the partnership process for the private to agree on the risks they will be asked to assume (World Bank, 2009). Hence public-private partnerships also play a role in what some scholars defined as organizational isomorphism in which public sector organizations are expected to match or mimic the best practices of their private counterparts; the same argument holds for public-third sector partnerships where local governments are exposed to the entrepreneurial character of social co-operatives; in this sense, the expectation is that public organizations will de-emphasise their hierarchical cultures to develop aspects of more rational and entrepreneurial cultures (Parker and Bradley, 2000).

This last aspect introduces the importance of organizational culture and organizational change for the success of partnership workings. Indeed a certain degree of adaptation between partners is inevitable and sometimes even desirable in order to mitigate the idiosyncrasies that are inherent between different organizations carrying their own interests.

2.2 Idiosyncrasies of Organizational Culture between Public and Private Organizations

In a general sense, obvious differences exist between private and public organizations. These differences are largely due to the uniqueness of external environmental characteristics shaping the boundaries and expectation of these organizations. Over the last 30 years public organizations faced a lot of pressure to adapt to significant changes in the external environment and failure to do so may lead to inertia that could erode public and private confidence in these organizations (Valle, 1999) and culture is widely considered to be one of the most significant factors in bringing about organizational change in public administration and service delivery (Waterhouse et al., 2004; Kloot and Martin, 2007; Morgan and Ogbonna, 2008). Despite the fact that the environments of both sectors are growing increasingly similar, there are still a variety of specific and fundamental differences at the operational and cultural levels. Some of these appear in table 1. Those characteristics enable us to depict the organizational culture of the public sector, notoriously known for being hierarchical, control oriented and not able to adapt fast enough to changes in the market.

As already introduced, one way of mitigating the drawbacks and inefficiencies of the public sector is for it to tap into the resources of other organizations through partnerships of different kinds and legislative make up. Indeed one of the primary drivers for partnerships is accessing key resources needed to reach objectives, but lacking or insufficient within one actor's

individual reserves (Brinkerhoff, 2002). Partnerships with other actors are pursued precisely because these actors have something unique to offer, whether this is skills, resources, experiences or relationships. This is the side of organizational identity that makes up the ‘comparative advantages’ and should remain distinctive feature of the organization so that it can maximise its contribution to the partnership. There is also another side to organizational identity that is culture, the system of missions and core values that constitutes an organization. Culture is notoriously hard to change and adapt to external circumstances such as other partners cultures within the partnership. Nevertheless it is key: the inability to settle differences amongst different stakeholders poses realistic threats to partnerships and more general collaborative efforts (Geddes, 2005).

Function/Characteristics	Private Organizations	Public Sector Organizations
Decision Making	Depends on organization structure, but generally oriented at performance.	Within departments often autocratic, affected by political agenda and reaching consensus.
General Policies and communication	Less policy driven and more short-term results driven.	Rules oriented and driven by medium long-term criteria.
Objectives	Related to profit. Social and political concerns are secondary.	Objectives are related to socio-economic welfare.
Measurement of results	Monetary terms.	Non-monetary.
Financial management	Major functions are managed at corporate level with appropriate authority to make financial decisions.	Method may vary but lack of consistency can create havoc in obtaining cross-dept/cross-agency info.
Marketing	Many actors in market situation. Competitive ambience.	Scarce market orientation, fewer competitors.

So what is organizational culture and why is it so important to acknowledge its weight on partnerships? The next sections will try to answer this.

Table 1 Idiosyncrasies between private and public sector organizations, Adapted from Schraeder et al (2005)

2.3 Organizational Culture (OC): some definitions

According to Denison (1991) the most basic definition of organization found in most models is “a structured social grouping with a defined purpose”; of the same idea is Daft (1986), who looks at organizations as a social entity that is goal-directed, or a deliberately structured activity system within an identifiable boundary.

Most scholars view organizations as a structured tool but the nature of the tool is somewhat not well defined. Weick (2001:7) maintains that it is commitment that generates organizations or in his words “organizations begin to materialize when rationales for commitment become articulated”. Weick therefore sees the rationale for organizations arising from decisions that stimulate justification at the personal level and which later become collective intention and can be interpreted as organizational goals.

The researcher believes it is important to understand organizations not only as a given social structure but also as an ensemble of people and their choices, which commit resources to

programs and structures and foster participation to enhance ownership (or commitment).

The meaning of culture is equally problematic, because it is usually borrowed from anthropologists, who have indeed proposed 164 different definitions of the term (Sathe, 1985). The American Heritage Dictionary defines culture as “the totality of socially transmitted behaviour patterns, arts, beliefs, institutions, and all other products of human work and thought characteristic of a community or population”.

The wealth of definitions stated above is just a fragment of the many others adopted but they introduce the multifaceted nature of organizational culture, which I will try to elucidate below.

A widely used definition of organizational culture is “the basic tacit assumptions about how the world is or ought to be, that a group of people share and that determines their perceptions, thoughts, feelings and overt behaviours” (Schein, 2004:25). Further according to Schein (2004) culture exists at three levels: assumptions – which are hidden and subconscious; espoused values – which are conscious standards or criteria for selecting among alternatives (i.e. strategies, goals and philosophies); and artefacts – the physical elements of culture, such as architecture, and also explicit communicators like mission statements and slogans. This definition highlights that there are both tangible and intangible aspects of culture. Sometimes values might become so ingrained in organizations that they take on the character of basic assumptions (Schein, 2004).

Besides this functionalist definition, Peters and Waterman (1982) added a more rationalist view by suggesting that businesses can operate more successfully if their culture is based around a “shared vision”. There is also a people perspective, which maintains that the culture of an organization has a profound influence on the behaviour of individuals within the organization (Barney, 1986). More symbolic perspectives in the field of developmental studies have also focused on the concept of meanings (Bebbington et al., 2007) claiming that those values and meanings that are dominant within an organization will influence the performance and potential for organizations to be vehicles to specific types of change.

One hand side these definitions omit the external environment from the equation. Nowadays, organizations are constantly faced with pressures for change in a process of “sense-making” (Weick, 2001) where individuals shape and react to the environments they face trying to make a retrospective sense of what occurs. On the other, some authors argued, they tend to stress the integrative notion of culture, omitting the existence of 'subcultures' within organizations, and therefore placing the concept of ambiguity and fragmentation at the centre of the analysis. Indeed Boisnier et al (2002) suggested that organizations could reap the benefits of building and maintaining a strong culture while remaining responsive to the dynamics of emerging subcultures. This element of fragmentation is fully acknowledged by the field of developmental studies (see section 2.5).

Summing up, a company’s prevailing values, attitudes, assumptions and beliefs all together make up the soft, invisible stuff of culture and determine its outlook – or what it finds meaningful and important. Or as Weick suggested determines the choices of individuals in committing resources to certain programs and structures.

2.4 Approaches to the study of Organizational Culture

Just as there are different perspectives on what organizational culture is, there are differing perspectives regarding how it functions. Jung et al (2009) recently compiled an extensive and up to date review of OC instruments and approaches. Here the authors divide the instruments into 'formative' or 'diagnostic'. The former can be used for cultural exploration as an end in itself, the latter starts off with the intention to identify and assess existing cultures and modify them. Whether formative or diagnostic the examination can range from the individual to the entire organization, the latter is privileged in this research.

Moreover instruments tend to fall into either a dimensional or typological approach. The former explores the nature and extent to which any cultural dimension is present in an organization and extends from tangible to intangible aspects like shared beliefs, norms, emotions, internal and external environments. Typological ones instead look at organization's dominant characteristics and classify them into predefined types (Ashkanasy et al., 2000). Indeed the literature on OC approaches is very extensive, with no less than 70 instruments in use (Jung et al., 2009). Herewith I will discuss two of the most used approaches: Hofstede's Culture Dimensions and the Cameron and Quinn's Competing Values Framework (CVF).

It is useful to remind the reader that the aim is to compare organizations within a partnership agreement, by identifying overall organizational values that may or may not be of obstacle in the partnership operational model (in terms of process, roles and responsibilities), hence all the approaches that include psychometric assessments of single employees behaviours or beliefs within the same organization, will not be subject of analysis.

2.4.1 Hofstede's Organizational Culture Dimensions

A most famous example of dimensional approach to OC is Hofstede's cultural dimensions that he compiled in 1980's from a survey of employees of the multinational corporation (IBM) scattered in 53 countries. These include: 1) Uncertainty Avoidance, 2) Power Distance, 3) Masculinity-Femininity, 4) Individualism-Collectivism, 5) Confucian Dynamism (or Long term Orientation). From this data analysis, he formulated his theory that world cultures vary along consistent, fundamental dimensions. Since his subjects were constrained to one multinational corporation's worldwide employees, and thus to one company culture, he ascribed their differences to the effects of their national cultures.

This approach is normally used to gauge the influence of national culture on organizations (Taras et al., 2010; De Hilal, 2006; Oudenhoven, 2000). A brief exploration of dimension 1, 2 and 4 will be given below whereas 3 and 5, despite their importance for cross-cultural studies are not deemed useful for a public-private sector comparison for the following reasons: it is unlikely that gender will play a role in defining the outcome of a PTSP, and dimension 5 has often been too often centre of controversy (Fang, 2003). Nonetheless a description of both can be found in Hofstede, 2001.

Uncertainty Avoidance refers to the extent to which a culture feels threatened by ambiguous, uncertain situations and tries to avoid them by establishing more structure. The high positive scores on the uncertainty avoidance index (UAI) indicate low tolerance for ambiguity. These cultures prefer to avoid uncertainty and dissent as a cultural value and desire consensus. As a result, high uncertainty avoidance cultures prefer formal rules and any uncertainty can express itself in higher anxiety than those from low uncertainty avoidance cultures. Cultures with low UAI scores have a high tolerance for uncertainty and ambiguity, believe in accepting and encouraging dissenting views among cultural members and in taking risks and trying new things. Thus, cultures which ranked low (compared to other cultures), feel much more comfortable with the unknown.

Organizational Consequences: High UAI cultures tend to develop many rules and procedures. Low UAI cultures need few rules and risk-taking.

Power Distance reflects the degree to which a culture believes how institutional and organizational power should be distributed (equally or unequally) and how the decisions of the power holders should be viewed (challenged or accepted). In other words, people in high power distance cultures are much more comfortable with a larger status differential than low power distance cultures.

Organizational Consequences: High PD cultures tend to prefer centralization and defined hierarchical structures. Low PD ones are characterized by less visible distinction between bosses and employees and are closer to a 'flat organization'.

Individualism/Collectivism reflects the degree to which individuals are more or less integrated into groups. On the individualist side we find societies in which the ties between individuals are loose: everyone is expected to look after him/herself and his/her immediate family. On the collectivist side, we find societies in which people from birth onwards are integrated into strong, cohesive in-groups, often extended families (with uncles, aunts and grandparents) that continue protecting them in exchange for unquestioning loyalty.

Organizational Consequences: Highly individualistic cultures tend to be less group-oriented; impose a large psychological distance between in group and out group members and in group members are expected to have unquestioning loyalty to their group. In a conflict situation, members of the collectivistic cultures are likely to use avoidance, intermediaries, or other face-saving techniques. Conversely, people in the individualistic cultures value self-expression, see speaking out as a means of resolving problems, and are likely to use confrontational strategies when dealing with interpersonal problems.

One fallacy in Hofstede's approach is that he maintained that each country had just one culture; when that is of course misleading, later scholars revealed the inconsistency and scarce reliability of his sample size and over generalisations by judging the micro-location as typical of the national (McSweeney, 2002).

Aside from these considerations, at first the three dimensions discussed above were deemed as possible parameters for determining the differences between organizational cultures. One might classify the public sector as having high-power distance and high uncertainty avoidance, whereas third sector organizations may show the opposite, low PD and low UAI. Despite some studies proved that Hofstede's dimensions offer a valuable framework to study the effects of culture onto organizational performance (Lucas, 2006), his variables do not add novelty to a better validated model that posits the basic challenges that all organizations must resolve in order to function effectively, that is the Competing Values Framework (CVF), an example of typological approach (Jung et al., 2009).

2.4.2 The Competing Values Framework (CVF)

The Competing Values Framework was developed by Quinn and Rohrbaugh in the 1980's as a conceptual framework to integrate criteria of organizational effectiveness. It focuses on the competing tensions and conflicts inherent in any human system: primary emphasis is placed on the conflict between stability and change and the conflict between internal organization and external environment. Quinn and Kimberly (1984:298 in Denison and Spreitzer, 1991) have extended the model to account for organizational culture, suggesting that value orientations inherent in the framework can be used to “explore the deep structures of organizational culture, the basic assumptions that are made about such things as the means to compliance, motives, leadership, decision-making, effectiveness, values and organizational forms”.

The latest version of the instrument was elaborated by Zammuto and Krakower (1991), earlier versions were by Quinn and Rohrbaugh (1983), Cameron and Quinn (1984, 1999); the latter was adopted for this research. Whilst these versions do not change in terms of content and aim, they differ in measurement tools.

Most publications quote Zammuto and Krakower (1991), who published the complete survey, a 16-item version. Other versions (of 20-items) were used for health service research (Kalliath et al., 1999 and Helfrich et al., 2007). The original version was validated by Denison and Spreitzer (1991) and used in this research.

The following section explains how to interpret the model.

2.4.3 The Meanings of the Dimensions in the CVF

The two dimensions Flexibility/Control and Internal/External classify four models, each one containing a set of effectiveness criteria; Quinn and Rohrbaugh (1983:371) named the four models as the human relations model, open system model, rational goal model, and internal process model, respectively.

The first dimension places the values of flexibility, discretion and dynamism at one end of the scale with stability, order and control on the other. This means that some organizations emphasize adaptation, change and organic process (like most start-up companies and social co-operatives) while others are effective in emphasizing stable, predictable, and mechanistic processes (like most universities and not-for-profits).

The second dimension is marked by internal orientation, integration and unity at one end of the scale, with external orientation, differentiation and rivalry on the other. Different organizations will excel by either privileging their internal processes or by focusing on markets and competition. This is up to what has worked successfully for a company so far.

Further work in defining how each of the four quadrants (formed by combining these two dimensions) is related to company characteristics was conducted by Cameron and Quinn (1983). Each quadrant represents those features a company feels is the best and most appropriate way to operate. In other words these quadrants represent their basic assumptions, values and beliefs – what culture is made of. The quadrants are now presented:

1. Hierarchy (Control)

In the CVF, organizations with an internal focus and emphasis on control, labelled 'hierarchical' cultures, adopt centralized authority over organizational processes. They place a premium on stability and predictability and their leaders strive to be good coordinators and organizers who are efficiency-minded. Maintaining a smooth running organization is most critical. Formal policies hold the group together and success means dependable delivery, smooth scheduling and low cost. Typical bureaucratic organizations are government agencies and companies like MacDonal characterized by several layers of management and standardization.

2. Clan (Collaborate)

Organizations with an internal focus and emphasis on flexibility, labelled 'clan' culture, encourage broad participation by employees, emphasize teamwork and empowerment, and make human resource development a priority. Clan cultures are similar to Hierarchy ones in that there is an inward focus with concern for integration. However Clan cultures favourite flexibility and discretion rather than stability and control of Hierarchy and Market cultures. Clan organizations have a strong concern for people, in fact leaders are considered mentors and great importance is given to cohesion and allegiance to the organization's mission. Typical clan cultures are voluntary organizations and not-for-profits, where people are engaged in how things get done and very people work in semi-autonomous themes.

3. Entrepreneurial (Creativity)

Organizations with an external focus and emphasis on flexibility, labelled 'entrepreneurial'

cultures exhibit innovativeness and clarity of tasks and goals and individual initiative. They are similar to Clan cultures in that they emphasize flexibility, however they do not share the same inward focus, instead their concern is for differentiation. Entrepreneurial culture bloomed with the advent of the Information Age where a new approach was developed to deal with fast-paced society and a volatile business environment. Success is envisioned through innovation and creativity in developing new products, in fact leaders and employees embrace risk and strive for being industry leaders. Typical Entrepreneurial companies are IT start-ups, but also social-cooperatives and social entrepreneurs.

4. Market (Competition)

Finally, organizations with an external focus and an emphasis on control, labelled 'market' cultures, are characterized by goal achievement and creativity. These companies are similar to hierarchical cultures in that they value stability and control however they have an external focus rather than an inward one. Market cultures are focused on relations – more specifically transactions – with suppliers, contractors, consultants, contractors, etc. Through effective external relations - or market share and penetration - they feel they can achieve success. Leaders are demanding and hard-driving, they unify the company by praising winning solutions and reputation. Typical Market companies are big corporations like Microsoft.

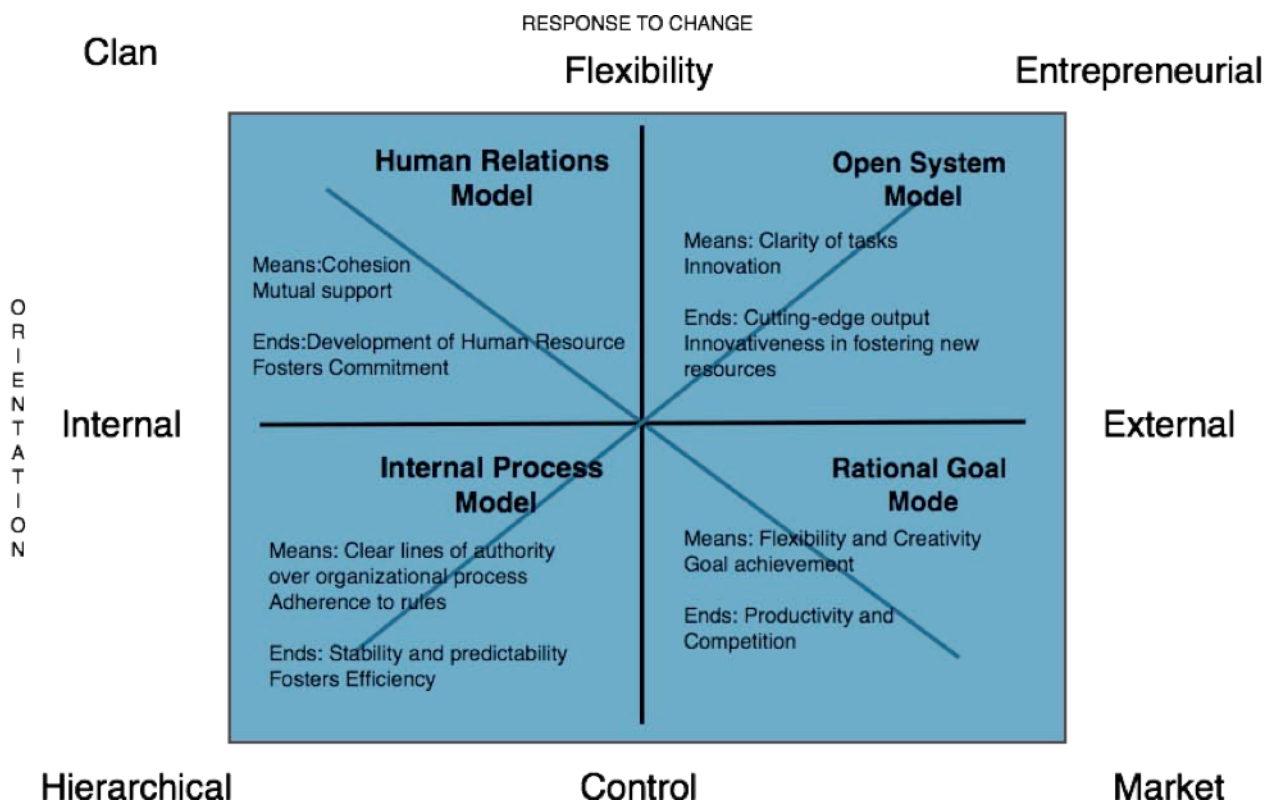


Table 2 The Competing Values Framework (Cameron and Quinn, 1984) with overlapped categories by Quinn and Rohrbaugh (1983)

Quinn and Rohrbaugh (1983:375) suggested that to ignore criteria in any of the models is to have only a partial view of performance. In the administrative world, an effective

organization may need to perform well on all four sets of criteria. In theory the four cultures or models are proposed as archetypes, although in reality organizations are expected to reflect all four cultures to some degree.

The CVF does not specify a preferred organizational culture, as Jung (2009:1092) claims it is a “value-neutral concept”, however a fundamental supposition of the CVF is that all four cultures operate at an organizational level and remain relatively stable over time (Denison and Spreitzer, 1991).

2.4.4 CVF: Other Empirical Studies and Rationale for Application

Nowadays, as Kwan and Walker (2004) noted, the CVF has become the dominant model in the quantitative research on organizational culture. Its matched scale model, the Organizational Culture Assessment Instrument (OCAI) developed by Quinn (1999, 2006) has also been extensively used and validated. The CVF includes fewer dimensions but it has broader implications and implicitly expresses all other dimensions included in the OCAI (Yu, 2009).

Both Lamond (2003) and Parker & Bradley (2000) concluded that the CVF is a useful measure in an Australian context. It is noteworthy that Denison and Mishra (1995) used case studies and survey data to explore the relationship between organizational culture and effectiveness. The results provided evidence for the existence of four cultural traits in the Theoretical Model of Culture Traits. The dimensions and implications of the Theoretical Model of Culture Traits coincided with their counterparts in the CVF, thus validating the CVF as a powerful measure of organizational culture. Kalliath et al (1999) extended Quinn and colleagues model by using structural equation modelling to test the CVF and identify the extent to which managers and other organization's constituencies use the framework's criteria to evaluate organizational effectiveness. Results proved the CVF to be reliable. Also Hendriks (2009) confirmed that the model is theoretically robust.

Other studies have suggested that there is a discrepancy between how executives and managers interpret organizational culture versus service providers or non-executive staff in the health sector (Elfrich et al., 2007). Non-executive employees did not appear to distinguish among market, clan and adhocracy cultures, suggesting that the perceptions of different cultures might change according to workgroups or departments. Despite the importance of this finding, no other studies were found to come to the same results when using a CVF approach. Generally speaking the more managers monitor and manage the culture of their organization and are able to communicate it to their employees, the more employees will be supportive of its missions and will share those same values that make up the culture of the organization.

2.4.5 The Specificity of Artefacts and Practices

One issues that needs to be dealt with in order to clarify the scope of this thesis is that certain variables, such as artefacts and practices, can become too organization specific and impede effective comparison between public and third sector. Hofstede (2001) claimed that focusing on values is not sufficient if one is to understand a certain culture; practices are those acquired through experience at the work place and valuable contribution to such understanding. However it is important to stress that values represent preferences for alternative outcomes as well as means of achieving those outcomes (Schein, 1985), hence values can also respond for the means or practices used to achieve an outcome.

Further Hofstede's organizational practices scale (Verbeke, 2000) involves dimensions such as 'process vs results'¹, 'employ vs job oriented'² that could be interpreted in different ways by different interviewees, hence becoming too organization specific. Whilst in other studies, practices are referred to as everyday operations within organizations (Verbeken, 2000 and Bebbington et al., 2007), here practices will be analysed in terms of operational model (roles, responsibilities and processes) of the partnership (see section 2.7.3), which is expected to be influenced by both the organization's culture, interests and power relations between stakeholders.

On the level of artefacts – the more physical level or culture that includes slogan, philosophies and rituals – Howard (1998) claimed, “values are both more accessible than assumptions and more reliable than artefacts”. It is values that are more accessible in quantitative research because while artefacts can be considered organization specific, variations in values across organizations are based on “varying emphasis on the limited set of values prevalent within a larger society” (Zammuto 1991 in Parker and Bradley, 2000). The rationale for using a CVF approach is because it studies general organizational characteristics, which are determined by such factors as task natures, industries, market environments, organizational structures, and control mechanisms (Yu and Wu, 2009).

Conclusions

An exhaustive literature review on the assessment methods of organizational culture would include at least 70 instruments. Because this is not the purpose of the thesis the reader is invited to check Jung et al (2009) review. There is no agreed definition of organizational culture however Schein's was identified as one of the best.

The Competing Values Framework (CVF) appears to be the most reliable and validated tool to assess the organizational culture of the partnership's stakeholders because it allows the identification of the general dominant organizational characteristic in each culture. Zammuto and Krakower's (1991) 16-item measurement, which builds on the CVF, will be used as survey tool. Now that a framework for the analysis of culture was found, its relevance must be put in the context of the study.

2.4.6 Organizational Culture's Impacts on Partnerships in General and on PTSPs

A PTSP is a contractual agreement between the public and one or more Third Sector organizations (TSOs), whereby the TSO provide services that have traditionally been executed by a public institution. In recent years there has been significant increase in the extent of Third Sector involvement in social policy formulation and implementation (Kolybashkina, 2007, MacGregor, 2007). Third Sector has often been seen as a panacea to cure the crisis of the Welfare State, and even as an alternative to State provision. As many Third Sector organizations (TSO) share their objectives with the public sector, they are often seen as ideal partners for the delivery of public services. Despite this claim there is little

1 Process vs results dichotomy reflects how management wants its employees to engage in business processes (e.g., service delivery process) that span several functions and departments (think about sales and service representatives who interact while visiting customers). Process orientation reflects employees' strict and rigid adherence to their own responsibilities within those processes. They are unwilling to disassociate themselves from their scripts and responsibilities.

2 Employee vs job dichotomy reflects the way that management supports the employees within an organization in other words, the personal touch. Employee-orientation reflects an organization's commitment to personal development and education, attention to personal events (e.g., birthdays) and accomplishments, as well as taking care of the work pressure.

systematic comparative evidence on the added value of TSOs in providing services over and above public sector provision (Macmillan, 2010). The claim that is often made is that the variety of TSOs can deliver services in distinctive ways - by for example mobilising local networks - that will improve outcomes for users.

A report by MacGregor (2007) analysed the main environmental and organizational barriers to PTSP. Figure 1 below summarizes the report’s findings. In the yellow circles are both environmental and organizational barriers and at the centre are represented the areas of improvement for better PTSP.

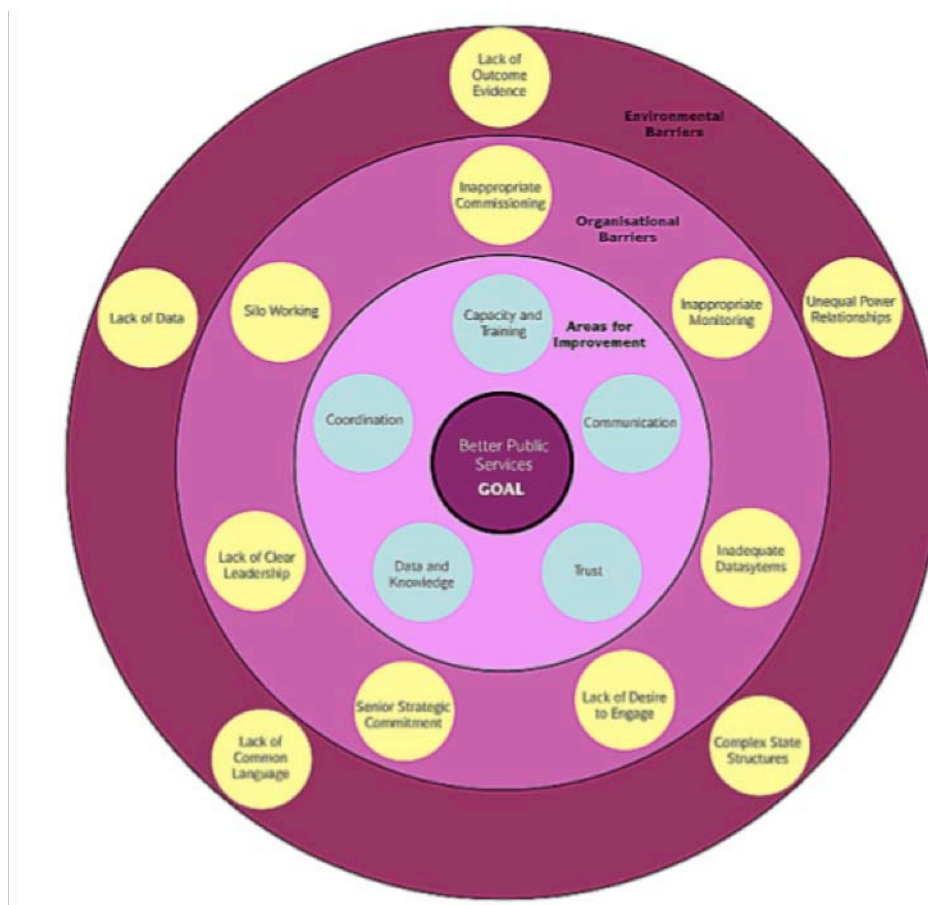


Figure 1 Environmental and Organizational Barriers of PTSPs (MacGregor, 2007)

The report is not clear in acknowledging how organizational culture impacts partnerships. The account made is put in general terms, without going into detail about what cultural features need to be changed. Environmental barriers may be lack of trust and understanding between local authorities and TSOs and inadequate channels of communication, due to poor professional relations between senior managers in TSOs and senior local authority officers or vice-versa (see yellow circle ‘Lack of Common Language’). The two are mutually enforcing and they may lead to the belief that TSOs are the junior partners of local authorities or as Kolybashkina (2007:1) put it “merely public sector contractors”.

Organizational barriers may derive from weaknesses in leadership, management or

organizational cultures. Local authorities often lack data about what TSOs can offer in the local area and their 'silo mentality' leads them to approach citizen's issues as separate from each other, whilst TSOs place users at the centre of the process and build a package of services around them (always refer to yellow circles in figure 1).

Other literature offers no more conclusive analysis. For instance after having analysed several case studies of Private Financial Initiatives (PFI) and Public Private Partnership (PPP) projects Robinson et al (2010) came to the conclusion that the resistance to change or to adapt organizational culture can cause poor knowledge transfer between partners; in one example they mention the knowledge issues manifested during the facilities management phase of a PFI where trust break down was due to the need for a cultural change in the staff that was transferred from the public sector to the private. Other cases proved that in the absence of a project 'working group' that acted as a filter for the Project Board unresolved inter intra-working group conflicts arose within the UK National Health Trust and were caused by divergent cultural characteristics of the Board's members. Inevitably, as Geddes (2005) claimed, the inability to settle differences between stakeholders can easily be detrimental to partnerships.

As can be observed organizational culture does play a significant role on the successfulness of partnerships in general and PTSP more specifically. However we are left without knowing what aspects of organizational culture need to be changed and more importantly how we can prevent those fallacies. The literature though suggests that organizational culture is not enough to account for the divergence between partnership's goal as set in documents and its implementation. The next section will explain how to go about this.

2.5 The Influence of the Anthropology of Development on Organizational Culture

Anthropologist working on development issues introduced some fruitful concepts to the study of organizational culture under the growing impression that culture itself is an instrument that does not take into account relationships of power, politics and agency (Lewis et al., 2003; Bebbington et al, 2007). Hilhorst (2003) argued that everyday practices are essential to understand organizational realities. Such a perspective emphasises the complexity arising from the goals set out in policy documents (text), those pursued in operational practice and the personal agendas pursued by clients or local bureaucrats in the course of a project.

Texts such as planning documents, strategic frameworks, project documents, sector reports and the like are read by the ethnographer to seek out the ways in which the language and concepts used in such texts close out certain ways of thinking and viewing of the world, while privileging others (Lewis, 2003). Much of the critical vein in developmental projects comes from studies addressing the conflicts between development agency's ideology and on the ground realities of developing countries (Escobar, 1995 and Ferguson, 1990). According to Bebbington (2007) the empowerment mission of the World Bank could be read in a new light by analysing the divergence between text and practices; the author pointed at the irreconcilable vision of the World Bank to turn local Bangladeshi NGOs into business vehicles and the conflicting professional cultures with Bangladeshi partner organizations.

Text - the creation of agreed upon meanings in project documents – is said to often differ from practice – or implementation – because of the fragmentary tendencies within cultures and practices of the organizations involved (Lewis, 2003). Hence the field of developmental studies adds the crucial components of text and practice analysis to understand why multi-

stakeholders projects go the way they do – either successfully or not – obliging the reader to challenge assumptions about how and why organizations do what they do and how the operations are caught up in relationships of power. In fact “it is impossible to conceptualise organizational culture separately from an analysis of the power relations within the organizations and between it and other actors” (Lewis, 2003:547).

In the context of this study, a partnership agreement between the a local Municipality and Third Sector organizations, the text is what defines the mission, objectives of the partnership and what should be achieved at project’s end. The divergence between what is written in the partnership’s feasibility study and what was implemented at feasibility study’s end is the object of analysis in this case. A model to look at power is needed so the next section will look at how power in and between organizations can be analysed.

2.5.1 Approaches to the Analysis of Power in Organizations

Despite the word power is used in management and organizational studies there is surprisingly little empirically operational models of power. This is due to the plethora of theories that have tried to capture the essence of what power is or how it is exercised, but with little success in bringing the concept to a measure. The relevance of power for organizational theory is incontestable and some theorists believe that the concept of organization might not exist if it were not for relations of power (Jackson and Carter, 1991); indeed social life in general always features unequal power relations.

However power is much less debated in the management literature mainly for a political reason; as Pfeffer (1981:10) maintained, politics and power “are basically incompatible with the values and ideologies being developed”, in other words values, underscored in the management literature are those which reinforce compliance with organizational goals of efficiency rather than resistance to power strategies, therefore discourses of efficiency, productiveness and effectiveness are so ingrained in the literature that organizations are hard to be thought of being a hurdle of competing power relations.

Nevertheless power relations are bound to characterize organizations because important decisions involve allocation of scarce resources and scarcity in organizations exacerbates political behaviour. In a government context, the competition could be over constituents’ votes and funding whilst in a Third Sector context, the competition could be over territorial networks and access to government and private funding. The concept of organizational politics was introduced by Lasswell (1958) by suggesting that power involves the employment of stored influence by which events, actions and behaviours are affected and politics involves the exercise of power to get something done, as well as to enhance and protect the vested interests of individuals or groups. Because of scarce resources and enduring differences conflict is central to organizational dynamics and power is the most important resource.

Though this study acknowledges that scholars analysed the relational qualities of power (Derkzen et al, 2006) such as control of the decision-making arena (Hardy and Clegg, 1996), forms of domination to ensure compliance and resistance to such domination (Hardy and Clegg, 1996 and Hardy & Leiba-O’Sullivan, 1998), the focus here is on power as the expression of organization’s competing interests, as the unavoidable feature of partnering relations.

Conclusions

The literature suggests that power relations between stakeholders are fundamental in

changing the outcomes of developmental projects. The field of developmental studies adds the crucial components of text and practice analysis to understand why multi-stakeholders projects go the way they do.

For the purpose of this study, the text is what defines the mission, objectives of the partnership’s feasibility study and what should be achieved at study’s end. Power can be the expression of divergent interests. Indeed organizational politics involves the exercise of power to get something done, as well as to enhance and protect the vested interests of individuals or groups. By definition in a partnership different interests are present and stakeholders normally tend to ward them, but is there a way to frame the balance of power as the conflict of interests? This is the topic of the next sections.

2.5.2 Power Resources: The Use of Knowledge

To start every organization carries its own interests and tends to exercise them through means of power; as mentioned previously it was the influence of anthropological studies on organizational theories that brought attention to issues of power, because culture alone was seen as a too integrative concept that failed to account for the fragmentation and ambiguity that arises in social structures. In a functionalist fashion Hales (1993) thought of power as being exercised through the use of power resources. Indeed Pfeffer (1977) links power with resource allocation in his study of organizations. So too, do Bacharach and Lawler (1980:1) who state that organizational life is built around political relations and that politics in organizations involve “the tactical use of power to retain or obtain control of real or symbolic resources”.

In an organizational setting Hales (1993 in Kelly, 2006) distinguishes two types of power resources: Technical Knowledge and Administrative Knowledge. The former allows access to and control over technical information, or know-how. The latter is related to the levels of access to organizational information. Although Hales refers also to physical, economical and normative sources of power (see table 3 below), his use of knowledge is the most relevant to understand how organizational interests are played out through means of power.

Power resources	Personal	Positional
Physical	Individual strength/possession of means of violence	Access to means of violence
Economic	Individual wealth/income	Access to/disposal of organisational resources
Knowledge		
1. Administrative	Individual expertise	Access to/control over organisational information
2. Technical	Individual skill/expertise	Access to/control over technical information and technology
Normative	Individual beliefs, values, ideas, personal qualities	Access to/control over organisational values, ideas, “Aura” of office

Table 3 Typologies of Power Resources (Hales, 1993 in Kelly, 2006)

In terms of technical knowledge, the public sector, intended as a local government for instance, brings in know-how regarding planning and legal procedures, financial instruments and project management; the private holds expertise in markets and the demand of specific products such as housing, retail and industrial properties, access to financial resources and investors. The Third Sector instead brings knowledge about the local needs and taps into unexpressed grassroots level potential.

In terms of administrative knowledge, here intended as organizational knowledge, who controls the flow of information also controls participation and consultation (Sheppard, 2001); circulation of minutes and agenda could be a way of controlling power affecting the participant's involvement in decision-making activities (Casey, 2006). Hence in work organizations, as in everyday life, people and groups create knowledge by negotiating the meanings of words, actions, situations and material artefacts where knowing is being able to participate with the requisite competence in the complex web of relationships among people (Gherardini, 2001b).

Sharing knowledge is giving away the basis of power. Within a single organization sharing knowledge could help employees to do their job more effectively or conversely retaining knowledge for employees maintains the bureaucratic status quo. As Hilslop (2005:96) put it:

A willingness to share knowledge with others may be driven by a desire to contribute to organizational performance or to receive status and rewards from being seen to use personal knowledge, whereas a reluctance to share knowledge may be due to concerns that one is giving away what makes one powerful, or from a desire to prevent certain individuals/groups gaining access to one's knowledge.

Also empirical evidence shows that a reluctance to share knowledge may be due to the willingness to use power to pursue interests that are conflict with the organization. Therefore high knowledge sharing is an indicator that the balance of power is properly used to achieve organizational performance.

In order to display the antagonistic nature of knowledge in organizations, Hilslop (2005) depicts knowledge through an objectivist model, where he makes a distinction between tacit knowledge or the intangible and hard to explicate 'embodied aspects' of knowledge, to highlight the limitations of equating knowledge with explicit knowledge (contained in rules and descriptions) that is closely related to information. These two categories, intangible and tangible knowledge, establish a link between knowledge sources and knowledge recipients via knowledge channels affected by intermediating and contextual factors such as organizational distance and culture (more on this in Cummings and Teng, 2003).

Tangible and intangible knowledge are two essential categories for this study, because they link to two organizational typologies that coexist, to different degrees, in every organization and form the basis for the exploration of both technical and organizational knowledge as described by Hales.

2.5.3 The Formal and Informal Organization

Research in organization theory stressed the existence of two kinds of organization: the formal and the informal. Both aspects define how work is performed and tasks accomplished within firms. The formal organizations are the normative social systems designed by managers, what Scott (1981) defined “the blueprints of behaviour”, what Hilslop defined as rules and descriptions. Informal institutions are the emergent patterns of social interactions within organizations, or the actual behaviour of players, otherwise defined as “hard to explicate embodied aspects of knowledge” (Hilslop, 2005:34)

Many existing patterns of human interaction have no representation in the formal organization, which means that they have poor reference with a blueprint plan or organizational chart. Hence many authors remark that the informal organization, supported by informal institution within firms, plays a crucial role in influencing the operation of firms. Thus, decision making within firms is strongly influenced by political processes; patterns of communication are largely a function of informal relationship and shared language; tacit knowledge is rooted in organizational routines (Zenger et al., 2001).

Tended effectively, the informal organization complements the more explicit structures, plans, and processes of the formal organization: it can accelerate and enhance responses to unanticipated events, foster innovation, enable people to solve problems that require collaboration across boundaries, and create footpaths showing where the formal organization may someday need to pave the way (Tripathi and Reddy, 2008).

There are also disadvantages to excessive informality in organizations. Many authors agree that informality is difficult to manipulate and causes resistance to change or re-organization (Gulati and Puranam, 2009) that could even lead to organizational mortality. It can generate role conflict between members (as in members may experience a conflict due to the different role they have to play as members of the formal work group and the informal group). Further within an informal organization it is more difficult to ensure conformity to norms and rules (Tripathi and Reddi, 2008).

According to Gray and Starke (1988) the communication channel in an informal organization is called the grapevine. The grapevine thrives in all those places where people interact with one another and tends to be active in periods of stress or insecurity. The nature of a person's job as well as his personality affects the role he plays in a grapevine. Earlier, the management ignored the grapevine. Now however, in many organizations, the management acknowledges the presence of the grapevine. It tries to identify the key players in the grapevine and how information travels along the grapevine. Rumours are so strongly associated with the grapevine that these two terms are often used interchangeably. However, they do not mean the same. A Rumour is not correct information that is not supported by substantial evidence. It generally arises out of ambiguity and interest in a particular situation (Gray and Starke, 1988).

As introduced in the former section, such formal and informal aspects can be expressed through tangible and intangible knowledge (both technical and organizational), and applied to understand the balance of interests between stakeholders.

Indeed in a partnership context, the informal and formal aspects of organizations become even more important, because too much informality in one organization may affect the quality of communications with other partners, hindering trust relationships or hiding real partner's interests. As mentioned, though, informal procedures are not always leading to ‘moonlighting’ situations, intended as stakeholders explicitly pushing their own agendas. Within a partnership, they could also mean that members are encouraged to share

competences (intended as subject-matter expertise) at a broader scale, promoting curiosity and lateral knowledge in solving issues (an example of informal technical knowledge); it could also mean that the development of technical knowledge about the partnership's mission is actively pursued amongst the working teams and that sharing of competences is also encouraged through Internet.

Formal aspects instead relate to the partnership's blueprints, intended as the contracts that bind the partners together and regulate their actions in order to achieve the desired outcome.

KNOWLEDGE VARIABLES	Formal	Informal
Technical	Documented Subject Matter Expertise (SME)	Undocumented SMEs
Organizational	Written HR knowledge	Unwritten HR knowledge

Table 4 Knowledge variables utilised in this study (personal elaboration)

Expression of such formal aspects, such as written human resources knowledge, could be a clear and shared mission and objectives (formal organizational knowledge), the sharing of expertise relating to the partnership and the creation ad hoc technical meetings to achieve the targets (formal technical). Table 4 illustrates the four dimensions as so far explained. To summarize, formal organizational and technical knowledge are objectively documented and represented forms of knowledge (documented subject-matter expertise SMEs and written human resources – HR – knowledge), whereas informal organizational and technical knowledge are unwritten but spoken forms of knowledge (undocumented SMEs and HR).

Conclusions:

A form of power that underscores groups' vested interests is knowledge. Joining together Hales forms of power as knowledge (both technical and organizational) and Hilslop's categories of tangible and intangible knowledge, four dimensions of knowledge sharing are proposed in order to formulate a framework. The intangible – or informal – aspects of knowledge can be both positive and negative. Positive, for instance, when they encourage the sharing of expertise beyond the partnership's scopes, or when Internet tools are used to foster sharing. Negative when for example, they favour hidden agendas. The assumption is that the more stakeholders make use of negative informality in the partnership workings, the higher the probability of a conflict of interests. Next a framework to determine whether the organizations within the partnership are more or less knowledge sharing with respect to the partnership's processes is proposed.

2.5.4 Framework for the Analysis of the Balance of Power

This section focuses on the nexus between knowledge sharing and balance of interests. As showed in Figure 2 below, stakeholders may present diverse forms of interests in relation to the mission of the partnership. As this divergence is inevitable, the thesis has adopted the Degree of Knowledge Sharing (DKS) as the best model to analyse the balance of power. As expressed by Hilslop (2005) various degree of knowledge sharing determines whether an organization is positively or negatively contributing to the organizational performance. A reluctance to share knowledge may be due to the willingness to use power to pursue interests that are in conflict with the mission or goals of the partnership.

Therefore high knowledge sharing is an indicator that the balance of power is properly used to achieve organizational performance. In other words, the probability of a conflict of interest

is in a linear relationship with the knowledge-sharing index that this thesis utilised.

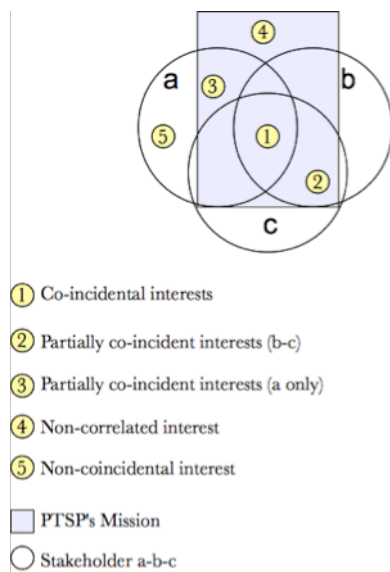


Figure 2 Balance of Stakeholders' Interests

It is worth already to mention a few things about the DKS survey (presented in section 4.1.1.4) in order to make the reader comfortable about the strategic use of this instrument in detecting the balance of interests.

Some statements are explicitly asking if “My Manager does lobby attendees before meeting to seek consensus.” or “There is evidence of actions taken to avoid hidden agendas and moonlighting situations.” The former is an example of informal organizational knowledge that controls for episodes where pressure was made onto members to support another members’ stance, expression of his/her interest. The latter is formal organizational because it refers to the recognition, amongst members, that hidden agendas should be avoided and informal processes minimized. Both statements address the attempt of members to unveil negative organizational informality. Knowledge sharing in this sense is also used to uncover partner’s interests.

Stakeholders can affect a partnership in different ways. As showed in figure 2, in multi-stakeholders partnerships it is often the case that interests may be partially co-incident, that means more biased towards one actor or a couple of them, implying that power relations may be at times monopolized by the one member. Alternatively some of the partnership objectives may not be strictly speaking ‘of interest’ for any specific stakeholder but still undertaken or dropped (non-correlated interests). Finally one stakeholder may be carrying its own agenda, outside the scope and objectives of the partnership and ‘use’ the partnership as a vehicle to ultimately nurture divergent interests. In conclusion the potential for co-incident interests between sectors is that which needs to be harnessed to get the best results out of a partnership (Pennink, n.d.).

Next follows an introduction to Public-Third Sector Partnerships and a review of the organizational culture characteristics of the organizations involved in the case study.

2.6 Defining the Organizational Culture of the Stakeholders Involved in the Case Study

2.6.1 Preamble

Herewith an overview of what the theory says about the organizational culture of social co-operatives and voluntary organizations is given as a foundation for later comparison with the results of the analysis of culture (through the Competing Values Framework). Before introducing the salient characteristics of the two forms of TSOs analysed in this study – mainly social co-operatives and voluntary organizations - it is useful to mention that organizations may influence their partner's culture, whether consciously or not. Partnership working always entails a degree of adaptability that may be mutual and even desirable. However this study is too limited in time and scope to be able to address to what extent one organization has adapted its organizational culture to that of an other organization (see the limitations section). What this section claims is that the literature already provides us with the cultural features of organizations; the purpose of measuring them in a partnership (through the CVF) is to look at what cultural aspects each organization brings into the partnership and where potential or real conflict areas arise. A partnership is effectively a new institutional arrangement, distinct from the single organizations that each person belongs to.

2.6.2 Social Co-operatives (SCs): Cultural traits

Differently from not-for-profit organizations (NPOs), social enterprises seem to be better placed to interact with the local socio-economic framework to the extent that it becomes a variable in their plans and schemes of expansion and they constantly propose new and innovative solutions to problems for their own internal purposes (Gonzaga, 2001). Social enterprises main characteristics make it difficult to restrain them within the traditional distinction between not-for-profit and for-profit firms (a review of this duality is offered by Levi, 2008); some characteristics include a corporate mission for the benefit of the whole or part of the community, significant levels of economic risk and salaried workers, high degree of managerial autonomy and decision-making, managerial roles not confirmed to the capital-owning proprietor but based on wider democratic participation by all members and, last but not least, limited profit distribution.

One form of social enterprise are social co-operatives (SCs), which flowered through the 1990's in the wake of the Italian Cooperative Social Law (1991), followed by the Belgian Law (1995) and other legislative actions in France, Portugal, Spain and the UK (Levi, 2008). SCs have secured a prominent position in Italy, where they are often considered as the embodiment of the ideals of the social economy perspective of social enterprises (Gonzaga, 2010). In view of their marked innovative drive that is conducive to satisfying the demand for social services, SCs have chosen not to merely fulfil the tasks dictated by the public administration, but are seeking to achieve greater autonomy in defining their own sphere of action.

Social co-operatives operate under the following principles (Thomas, 2004):

- Internal/external mutuality;
- Non-profit distribution;
- Representatives;

- Participation;
- Inter-generational solidarity;
- Inter-cooperative solidarity

Based on those principles they cover either caring activities (management of social health care and educational services, provision of home and residential care to people at risk, cultural activities) or training activities (introduction of disadvantaged people who are unable to enter usual productive circles and employment opportunities). In both areas they tend to operate more beneficially than public sector authorities, because they display greater levels of effectiveness in the large-scale distribution of services and efficiency in the deployment of resources but also because they are found where no other entity wants to operate, with disadvantaged people for who is hardest to keep up with society.

Although SCs are publicly oriented as regarding aims and supply of goods, they are privately oriented insofar as organizational and accounts/budgetary requirements are concerned. The connotation of enterprise makes them more market oriented because they are proactively committed to securing orders in competition with other private firms. According to Thomas SCs have to deal with three types of competition, thereby seeking higher level of efficiency than not-for-profits and the public sector: inter-categorical competition (among all co-operatives, firms and other bodies), intra-categorical (among SCs themselves) and extra-categorical (between SCs and private or public organizations that could be their potential customers).

Besides being a commercial entity, some SCs also foster voluntary service. Indeed volunteers consider the cooperative as an opportunity to enter the job market or to complete the previous knowledge acquired in study programmes; also SCs benefit by drawing on low cost labour, the possibility of appointing future personnel, the contribution of new ideas (Thomas, 2004). This is coupled with a more intense motivation and drive of workers, who feel they perform activities for the collective benefit and not for profit only. Based on what has been said, the table below describes SCs organizational culture main features:

Social Co-operative Cultural Traits		
Public orientation	Private orientation	Clan orientation
Social mandate; Welfare over profit	Competitiveness; Profit distribution by proportionality; Trust networks with external actors; Entrepreneurial orientation; Low bureaucracy; Greater user involvement; Innovation; Efficiency	Development of Human Resources

Crucially SCs have far more things in common with a private firm than with a public one, and show a greater care for human resources, something that they share with voluntary organizations, though to a lesser degree, because as seen in the next section the culture of voluntary organizations is grounded in the allegiance of their members.

2.6.3 The Voluntary Organizations (VOs) Organizational Culture

A voluntary organization (VO) is an organized group, endowed with its own autonomy and identity, capable of working towards objectives that are of a solely solidarity nature. As a result, the voluntary action is prone to face-to-face interaction between volunteers and service recipients. The trust attitude is stronger toward the informal networks than toward institutional actors, both private and public, and this seems to be correlated to how vast is the network to which the service is addressed (Bocaccin, 2005). External networks seem to be more developed with other voluntary organizations.

Within the TSO sector, VOs are seen as important vehicles to regenerate the social fabric of local areas, through their ability to rehabilitate social relationships between people and groups, acting on the ‘healthy’ social fabric to promote relations and community. As MacGregor (2007) suggests a feature of TSOs show is a greater end-user involvement: where normally a local government would define clear service boundaries, TSOs and in particular VOs look at people’s issues in a more holistic way, putting them at the centre of the service package.

At the same time, with the introduction of New Public Management (NPM) in the public sector, the relationship between public sector and TSOs has increasingly been characterised by a higher level of competition. This is also the result of specific laws (for instance law 328/2000 in Italy) that reorganized the social services delivery through forms of financial contracting between local governments to TSOs; though this is far from becoming a market, and the shares of public money towards these contracts is still low (at least in Italy) the underlining contracting logic is not very different from that of private sector (Fazzi, 2007). With increased competition, some studies have shown, that the ideology of solidarity and organizational cultures of TSOs is developing a sensibility, similar to that of the public sector in general (defined as institutional isomorphism), towards performance, efficiency and innovation (Fazzi and Stanzani, 2005).

Because of these environmental pressures, VOs, along with clan and entrepreneurial cultures, may display market traits both as an adaptation to the external environment and to the partnership’s identity. Moreover their extensive socialization and strong normative environment may clash with the more private traits of social co-operatives. Hence, if one were to consider the typical traits of VOs culture, they would be as follows:

Voluntary Organizations (VOs) Organizational Culture Traits	
Entrepreneurial Culture	Clan Culture
Strong end-user involvement; Trust networks with other VOs; Innovation	Tradition and allegiance; Team-work; Extensive socialization; Strong normative environment; Informal networks

Conclusions

Social co-operatives (SCs) respond to higher levels of competition and efficiency than other not-for-profit, but they also cover caring, training activities for communities and provide

voluntary service within their premises. Hence according to the CVF dimensions, SCs show three dominant cultural characteristics: Entrepreneurial, Market and Clan. Voluntary Organizations (VOs) instead place a higher premium on the allegiance to their organization, on cohesion and teamwork; instead of opening to all networks in their area, they tend to stay within the informal circle of other voluntary organizations. As other TSOs they try to put the user at the centre of the services they provide, they seek to improve trust networks with the organizations they know and are open to innovation. Hence according to the CVF dimensions, VOs are predominantly Clan and Entrepreneurial oriented.

These findings suggest that salient cultural traits of the organizations involved in this partnership, mainly social cooperatives and voluntary organizations, are already known from the literature, hence it should be clear now that the interesting aspect of applying the Competing Values Framework (CVF) is to see what each stakeholder brings into the partnership of its own culture. Of course the outlook of each culture as explained in the literature, may change because each person will also behave and act according to its personal experiences, past working environments and organizational culture he or she has adopted.

The next section introduces the reader to the theoretical frameworks utilised in this thesis and what they want to achieve.

2.7 Approaches to answering the question

The research wants to investigate the organizational culture and balance of interests of the stakeholders involved in the feasibility study of the partnership ‘Campi di Coesione’. The aim is to elucidate how these two critical areas affect the implementation of a public-third sector partnership’s missions and objectives (reminder to the reader: the thesis looks at the feasibility study stage only). To do this two strategic frameworks were elaborated, one that is the outcome of the literature review and the other that is experimental in nature and complementary to the first. Before the frameworks are introduced is useful for the reader to understand that the partnership is ‘broke down’ in text - operational model – outcomes. The categorization is explained below and a discussion of both frameworks follows.

2.7.1 Anatomy and Model of a Partnership (text, operational model, outcomes)

This section elaborates more in detail, which elements of the PTSP are under scrutiny in the thesis. **Text**, a term loosely based on Lewis (2003), is defined as the set of formal and documents describing the PTSP in terms of underlining policies, missions and objectives, structures and Boards, management of funding sources and regulatory and statutory agreements formally agreed by partners at PTSP constitution.

The **operational model** is described in terms of roles, responsibilities, blueprints and processes. For the purpose of this thesis the RACI model (Responsible – Approve – Consult – Inform) has been selected as the matrix to describe the operating model, because it clearly outlines the key decision points as a crossing between process and roles (as described in section 2.9.3) The considered operational model is derived from the partnership’s key documents (text) with the addition of key stakeholders validation.

Outcomes are defined as the deliverables of the partnership produced by ‘processing’ the text through the operational model. For the purpose of this study the outcomes are those related to the feasibility study.

As the literature review has proved reality poses challenges to the above ideal statements by introducing divergences caused by cultural clashes and conflicts of interests between stakeholders. Those are analysed through the overall Divergence Analysis Framework proposed in figure 3. The thesis answers the research questions by breaking down the framework in two axes. The vertical axis, named the Organizational Analysis Framework and horizontal axis, the Collaboration Analysis Framework.

The former analyses each stakeholder’s organizational culture contribution to the partnership and their level of knowledge sharing as an indicator of their conflicting interests. It then tries to understand whether and how these two variables had an impact on the partnership’s operational model. The model indeed works as a management tool, highlighting areas where the conflict between stakeholders is likely to happen (see more on this in section 5.4.1). In this thesis the model identified at least one area where a real conflict between stakeholders happened as the result of different organizational cultures.

The Relationship Matrix is the key tool of the horizontal axis, or the Collaboration Analysis Framework that utilises the findings of the organizational analysis to identify whether the divergence between partnership’s text and outcome is the result of the above mentioned variables, organizational culture and balance of power. The thesis has also identified divergences that were not caused by such variables, but caused by the political situation in the Municipality of Cinisello Balsamo.

A more detailed discussion on the two frameworks follows below.

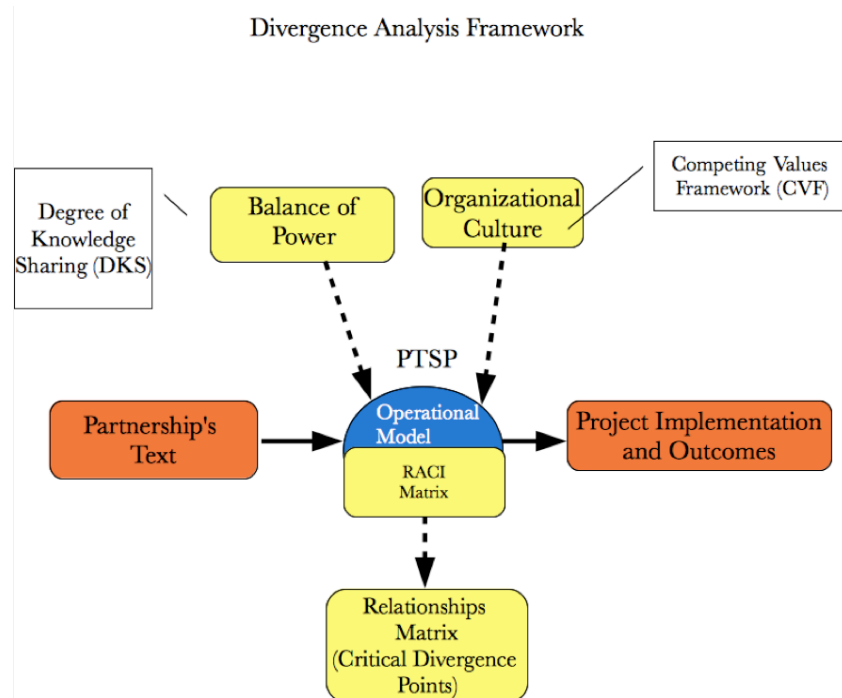


Figure 3 Overall Thesis Framework

2.7.2 Organizational Analysis Framework

The organizational analysis framework (shown in figure 4) is used to analyse the stakeholders from a cultural (through the CVF) and interests perspective (through the Degree of Knowledge Sharing). These aspects are the 'vertical axis' of figure 4 and they are stakeholder-related. The horizontal axis, instead, represents the collaboration analysis framework, which uses the findings of the organizational analysis framework to look for the divergence between the partnership's text and outcomes as they manifest themselves in the partnership's operational model (more in section 2.9.3).

To analyse the competing cultural values within organizations the Competing Values Framework (CVF) elaborated by Cameron and Quinn (2006) was recognized as the best approach to be used for the following reasons:

- It is a clear and understandable models that has been extensively validated in the literature and in the practice;
- It offers an exploration of organizational culture based on fundamental competing demands that are very relevant to the idiosyncrasies between public and private/third sectors;
- It allows for a crisp comparison of stakeholders in a partnership context

Whilst the model has been used to identify organizational change in the public sector and organizational effectiveness, here it will be functional to outline the potential cultural conflicts between third sector organizations and the local municipality of Cinisello Balsamo

(Milan). As every organization may possess characteristics of each of the four cultures, a dominant orientation towards a particular culture serves to identify the characteristics that make each organization effective in partnership working. The dominant culture of an organization guides the attitudes and behaviours taken by the members of the organization in relation to external opportunities, threats and internal decision making, hence understanding how the current organizational cultures of each stakeholder are affecting the partnership and anticipating the cultural orientation that would best match the partnership mission and scopes allows the partnership to maximise its performance.

Also part of the organizational framework is the Degree of Knowledge Sharing (DKS) that instead analyses the balance of power as the manifestation of stakeholders conflicting interests. Knowledge sharing can be technical or organizational (Hales, 1993) or tangible and intangible (Hilslop, 2005). The intangible – or informal – aspects of knowledge can be both positive and negative. Positive when they encourage the sharing of expertise beyond the partnership’s scopes, or when Internet tools are used to foster sharing (technical knowledge aspects). Negative when for example, they favour hidden agendas or when they favour partnership gossip (both aspects of organizational knowledge). In this perspective the categories are then used to map four dimensions of knowledge. The assumption is that the more stakeholders make use of negative informality in the partnership workings the higher the probability of a conflict of interest.

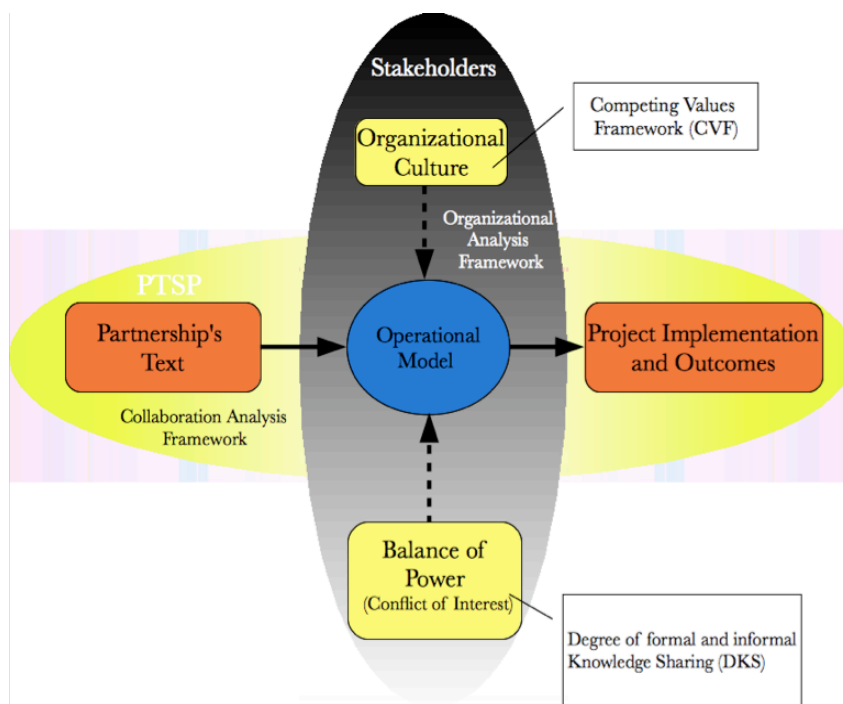


Figure 4 Organizational Analysis Framework is represented on the vertical axis (Stakeholder relates) whilst on the horizontal is the collaboration analysis framework (PTSP related)

2.7.3 Collaboration Analysis Framework

The Collaboration Analysis Framework (see figure 5) wants to identify whether the divergence between partnership's text and outcomes is caused by the two main variables object of this study: organizational culture and balance of power. Its main instrument is the Relationship Matrix (RM), which is based on the RACI model (see table 5 below).

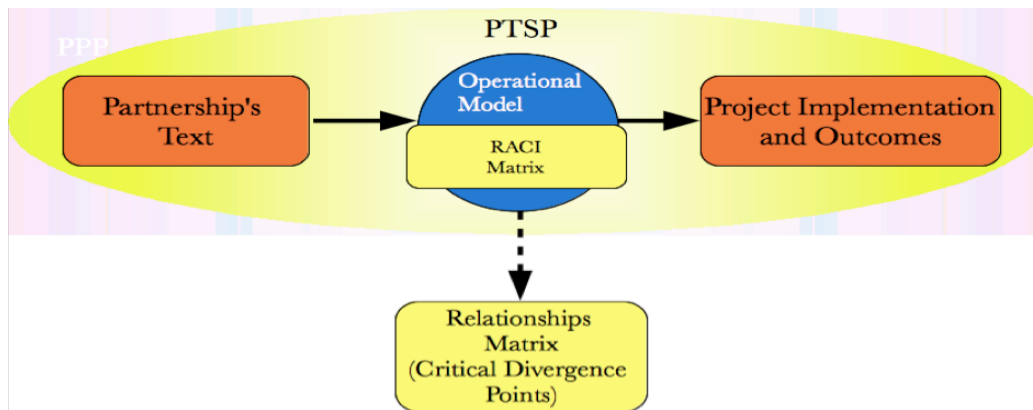


Figure 5 Collaboration Analysis Framework showing in more detail the horizontal axis of figure 2. This framework is related to the partnership workings and is complementary to the organizational analysis framework.

2.7.3.1 The RACI Model

The RACI model (see table 5 below) is a well-known tool used in businesses and organizations to identify roles and responsibilities; it is also known as Roles and Responsibilities Charting. Responsibility Charting is a linear technique for identifying functional areas where there are process ambiguities, bringing the differences out in the open and resolving them through a cross-functional collaborative effort (Brennan, 2009). The RACI model systematically clarifies relationships pertaining to: 1) Communication or actions required to deliver an acceptable product or service; 2) Functional roles or positions; and 3) Participation expectations assigned to roles by decisions or actions.

For the purpose of this study the RACI model outlines the operational model of the partnership in terms of roles, process and responsibilities, the key variables of this second framework. Once processes and sub-processes of the feasibility study were gleaned from a review of the feasibility study report, the critical value points (CVPs) were established. Those are key decision-making areas of the feasibility study and they define the partnership's operational model. They were gleaned from key stakeholders' points of view on how the feasibility study was undertaken.

Once the key decision making areas were identified and mapped on the RACI Model, the role of each stakeholder against each process was established in consultation with the partnership's project manager. For each it was clarified who was responsible, accountable, and where appropriate who needed to be consulted or informed. The acronym RACI indeed stands for:

- ✓ Responsible (R): these people are the “doers” of the work and the owners of the process. They must complete the task or objective or take the decision. Several people can jointly be responsible;

- ✓ Accountable (A): this person is the “owner” of the work and those responsible for the results. He or she must sign off or approve when the task, objective or decision is complete;
- ✓ Consulted (C): these are people who need to give input before the work can be done and signed-off. Those are usually “in the loop” of activities;
- ✓ Informed (I): these people need to be kept “in the larger picture”. They need to be updated on progress and decision taken but they do not need to be formally consulted, nor they contribute directly to any task.

PPP Name :		Operational Model - RACI VIEW						
R,A,C,I Responsible, Accountable, Consulted, Informed		Stakeholder A - Public			Stakeholder B - Private or Third Sector			
Function	Process	Name: Role : Function / Division : Location :	Name: Role : Function / Division : Location :	Name: Role : Function / Division : Location :	Name: Role : Function / Division : Location :	Name: Role : Function / Division : Location :	Name: Role : Function / Division : Location :	Name: Role : Function / Division : Location :
Project A	Feasibility Study	A	R	R	R	R	R	R
	Project Plan & Budget	A	R	R	R	R	R	R
	Project Design	A	R	C	I	I	I	C
	Project Work	A	A	R	C	C	C	C
	Project Acceptance	R	R	R	R	R	R	R
	Project Roll-out	R	R	A	R	R	A	R
	Project Operations	R	R	R	R	R	R	R
	Project Retire	R	R	R	R	R	R	R

Table 5 RACI Model indicating roles and responsibilities of stakeholders for each process. Accountable (A), Responsible (R), Consulted (C), Informed (I).

2.7.3.2 The Relationship Matrix (RM)

Once the RACI Model established the key roles, processes and CVPs, the results of the Competing Values Framework (CVF) and Degree of Knowledge Sharing (DKS) were brought into the model. By this it is meant that the results of the CVF, that highlights the organizational culture characteristics that each stakeholder brought into the partnership, were reported on the RACI Model. Also the results of the DKS, that highlighted which member had the higher or lowest degree of knowledge sharing, were reported on the Model.

By reporting it is meant that each time members display dissonant organizational cultures a red fill was applied to their cell; when members showed a low degree of knowledge sharing a stripe pattern was applied to the cell and finally when a member displayed both a low knowledge sharing and dissonant organizational culture both fill and pattern were applied. This passage articulates the Relationship Matrix. This articulation is so explained: if stakeholders showed cultural or power imbalances and were jointly engaged in CVPs then a Critical Divergence Point (CDP) arises. In other words CDPs are areas where stakeholders show different organizational cultures (in red) and or a low degree of knowledge sharing (stripe pattern) while being ‘Accountable’ (A) for the same Critical Value Point.

A CDP is a potential area of conflict between partners meaning that the Relationship Matrix can function as a management tool to monitor the cultural compatibility of partnership members and foresee conflicts between stakeholders. However the aim of the study is to

verify whether organizational culture and different interests are affecting the outcomes of the partnership, or in other words to see if the potential conflicts are happening in reality. To do this a final step is needed and this is explained in the following paragraph.

2.7.3.3 Detecting the Divergence between Text and Outcomes of the Feasibility Study

The last step of the collaboration framework is to understand the core of the thesis research question, or if the divergence between text and outcomes in the feasibility study is due to a cultural or knowledge sharing conflict (or both). This is done by comparing key partnership's documents as part of the secondary data collection and by analysing their content looking for changes between what was said before and what was actually done and achieved during the feasibility study. Besides the desk study analysis revealed that some of the divergence between text and outcomes was the result of changes in the external environment surrounding the partnership, mainly the political elections of summer 2009 and the budget reviews announced by the funding organization (please refer to section 5.2 in the Results Chapter).

The documents analysis was compared with the findings of the Relationship Matrix, where the key processes are highlighted and matched with the areas of potential cultural or knowledge-sharing clash. Particular attention was given to the description of those processes in both pre and post feasibility study documents to uncover discrepancies. Where present those were double-checked with the extra information gathered from stakeholders during the surveys.

Open-ended questions were asked to uncover motives, possible misunderstandings and observations that may go unnoticed by using a quantitative approach only. The use of qualitative insights (to support the quantitative surveys) was instrumental to understand stakeholders' viewpoints on both surveys (see section 4.1).

Two types of questions were asked: if someone agreed or disagreed with a statement he/she was asked to give an example to substantiate his affirmation or he/she was asked to express her/his reasons for scoring one sentence higher than an other.

Conclusions

To summarize, the RACI model was chosen as the instrument to analyse the operational model of the case study partnership (embodied by roles, processes and responsibilities variables). Its further elaboration, the Relationship Matrix, shows where the stakeholder's engage in a potential or real conflict, because it overlaps the results of the culture and balance of interest analysis undertaken through the CVF and the DKS (sections 4.1.1.2 and 4.1.3 explain how data was collected). The RACI Model and the Relationship Matrix (RM) are the instruments of analysis of the horizontal axis, whilst the CVF and DKS are the tools in the vertical axis (please refer to figure 3 in section 2.7.1)

Chapter 3 Case study and context description

This chapter provides information on urban renewal policies in Italy with particular reference to urban peripheries. It allows the reader to contextualise the case study within wave of policies for urban regeneration. Then a rationale for partnership's choice follows along with a description of stakeholders involved, the partnership's mission and objectives, the legal and financial aspects and its governance.

3

3.1 Renewal Policies in the Italian suburbia: from Renewal to Regeneration

The partnership under scrutiny is working in Crocetta, a neighbourhood in the suburb city of Cinisello Balsamo, in the northern outskirts of Milan. The partnership is an example of the shift from urban renewal (as physical renewal) to urban regeneration (where also the area's social fabric is given attention). This paragraph wants to give the reader a frame of reference on how urban renewal developed in Italy and what are the main frameworks of reference in terms of renewal policies.

Italy never had an explicit urban renewal policy as for example do other European countries like France, England and Holland. Rather, a set of tools that followed one another were developed over a period of time, each being an exceptional tool, as well as an experimental one. There was no continuity. Each programme was a standalone episode, followed by a subsequent programme, with different procedures, even though there were common elements.

Above all, the tools focused on physical renewal. There are various factors that lie at the root of this evolution. The origins of urban renewal in Italy must be sought in a tradition of important experiences in the conservation of historic centres. These experiences were essentially based on buildings restoration and, even if desirable, they aimed in some cases at revitalizing such centres through the re-integration of social classes which real estate policies alone tended to expel.

From the 1980s two changes, different yet closely interrelated, appeared. The first change was in the area of intervention. The slowdown in the growth of big cities and the large number of empty areas and vacant buildings appearing as a result of de-industrialization, introduced the idea that renewal should no longer be limited to historic centres.

The second change was related to the objective of urban renewal policies. A new objective began to be associated with physical urban renewal policies: competitiveness. Physical renewal was seen as a basic condition in order to guarantee increased competitiveness of the urban area as a whole, making it more attractive to outside investments and repositioning it in the European context. Within this framework, interest was turned to those areas that, due to their position within the city and to their historic background, were considered to be more interesting for the real estate market, and thus eligible for limited renewal processes (Governata and Saccomani, 2004). During the early 1990s, this kind of policy was carried out by means of Urban Renewal Programmes (*Programmi di riqualificazione urbana*, PRIU), and sometimes Integrated Intervention Programmes (*Programmi integrati di intervento*, PII), according to the specific definition given to each instrument in subsequent regional laws.

Those urban programmes share a common feature: all of them were funded from housing policy budgets. This had two main consequences. The first was that public funds, both for

direct interventions and those subsidized in order to promote private interventions, had to be destined to housing infrastructures and public facilities. The second was that urban renewal policy was not an explicit policy, but part of a sector policy. The availability of residual housing funds thus contributed to giving the programmes their particular character as 'exceptions' to normal approaches. However, the origin of funds favoured a second direction for renewal policies, oriented towards facing situations in which physical and functional degradation are also accompanied by social problems (Governa and Saccomani, 2004). This happens in social housing neighbourhoods, generally located in the urban peripheries and sometimes in historic centres. In these cases, the tools adopted were the Urban Rehabilitation Programmes (*Programmi di recupero urbano*, PRU), Neighbourhood Contracts I and II (*Contratti di Quartiere*, CdQ) and the European programme "Urban".

In most Urban Rehabilitation Programmes, physical renewal is still dominant, while in the neighbourhood contracts and in Urban Programme the emphasis began to shift from physical renewal to urban regeneration. Urban regeneration in this case means a policy that approaches urban planning problems as well as economic and social ones in an integrated way. The role played by the European Union through the "Urban" Programme contributed greatly to the diffusion of an integrated approach and partnership procedures in Italy. This approach led to a growing interest by public institutions, agencies and authorities in mobilizing private resources and in a 'widespread' involvement of local communities (Pasqui, 2001).

In some experiences, it is thus possible to perceive an evolutionary tendency 'from urban renewal to urban regeneration' and from a 'project oriented' form of action to more 'process-based ones'.

The change in ways of describing and interpreting suburbs in Italy well combines with this evolution in practices. Italian urban peripheries differ from those of many other countries. There is not the widespread low-density landscape of English and North American peripheries, but nor are there such concentrations of poverty and social exclusion that can often be found elsewhere, as in the big high-density social housing neighbourhoods (*grands ensembles*) of the French *banlieus*. Italian suburbs, those developed after the Second World War and constituting a sizeable portion of urban territories, are often characterized by a medium-high density and a social, functional, and economic blend, in which enclaves of social exclusion coexist with areas where households with a better social situation live. Nevertheless, the low housing and urban planning quality of the areas, their lack of identity and the physical and virtual distance from the city centre causes them to be considered as symbols of diffuse 'qualitative' deprivation (Governa and Saccomani, 2004).

The change in the description of the peripheries, but above all in the perceptions some of its inhabitants have, casts light upon this potentiality. The affirmation of participating, interactive and negotiation practices emphasizes the role of local agents, of their ability to propose projects, and of the specificity of the locality in defining actions and programmes.

A tendency towards a more complex urban regeneration policy emerges. This requires a more substantial integration of actions: not only inter-sector programmes and the integration of public and private resources, but also interaction between various actors in order to find a synthesis of the often very different needs. Such a policy must be in some way independent from the confines of each specific tool of intervention, and carefully designed to integrate also not just the demands within a specific locale but those that come from the surrounding areas.

This tendency is mirrored in the large web of organizations involved in "Campi di Coesione"

and its will to build a bridge of co-operation between two different neighbourhoods that share similar social problems.

3.2 Campi di Coesione: Enhancing social networks in the suburban neighbourhoods of St. Eusebio and Crocetta

3.2.1 Campi di Coesione: Partnership Outline

While different sectors will have their own particular issues, partnership arrangements can apply across a wide range of services provision (see table 9 in Annex A). This specific partnership was created in answer to a bid of a private grant-making foundation, with a banking origin, called Fondazione Cariplo³. The Municipality of Cinisello Balsamo run for it in agreement with other four TSOs.

The partnership was created in January 2009 and since then it has accomplished an 8 months long feasibility study, which was recently evaluated by Cariplo. After receiving the total project fund from Cariplo Foundation, the stakeholders are commencing the project development phase. The partnership agreement will end in 2012. 'Campi di Coesione' is part of a larger urban regeneration project named 'La mia Crocetta', aiming at the social and urban revitalization of Crocetta as identified in the Strategic Project Plan (*Ambito di Progetto Strategico*) contained in the Area Government Plan (*Piano di Governo del Territorio*). This includes macro-level urban planning actions wanting to address the traffic congestion in one main road artery, connecting the east with the west of the Cinisello Balsamo and build a green area as extension of the main church's patio. Those actions should address the morphological isolation of the area with respect to its surrounding (see the case study section in Annex C for more).

The thesis could only apply the proposed frameworks on the feasibility study; it was made of two phases: the feasibility study proposal (also funded by Cariplo) and the final feasibility study, on the basis of which the funder decided whether to allocate the money. Before going into the details of feasibility study, the following sections will look at the rationale for selecting this partnership.

3.2.2 Rationale for Partnership Choice

The choice to analyse a public-third sector partnership (PTSP) is due to several reasons. To start with there is a growing realisation that urban renewal (in terms of physical renewal) is not enough and often generates conflicts between citizens and authorities, hence urban regeneration seeks to also consider other grassroots organizations that possess local knowledge and networks within the area where renewal activities are in place. As previously seen, such organizations can range from voluntary associations, social co-operatives and not-for-profit organizations that are often grouped under the umbrella name of Third Sector.

³ Cariplo Foundation is one of the world's main philanthropic organizations managing the assets gathered over 180 years by Cassa di Risparmio delle Provincie Lombarde to carry on its philanthropic aims. As many philanthropic foundations do, it deals with the needs unattended by the public administration, the market or other not-for-profit organizations

Secondly, not just cities but neighbourhoods are now global and mixed in nature and regeneration efforts are more and more concentrating in multi-ethnic neighbourhoods that for geographical or social-composition reasons are left behind or scarcely addressed by local authorities, who conversely are now seeking to re-establish their presence in such areas by means of projects and activities that enhance 'social cohesion'. As in the UK and the Netherlands 'community cohesion' is seen as a new manifesto born out from the perceived impossibility of multiculturalism; a set of core values that require non-natives to develop "a greater acceptance of the principal national institutions" (Cantle Report, 2001), where ultimately 'cultural-barriers' are identified as the problem, rather than institutional racism or deprivation (for more discussion on this see Kundnani, 2002). Though 'community cohesion' at the local level often results in watering down complex issues, on reconciliation rather than remedy, it is an approach used in many European cities. Migrants' flows are depicted as a risk for the society, a society that is indeed grappling with its own loss of belonging, without even wanting to know it.

Contemporarily the current economic situation and government spending cuts, are pushing more and more people (also middle-class) into job insecurity; traditional aspects of middle-class life are changing: a decrease in the value of saving, of property ownership and in the hope of a comfortable retirement. In the long run all these situations may sprang new social discomfort and rise demand for third sector organizations, whose unique hybrid qualities make their role even more critical as interlocutors between state, society and the economy.

Fourthly, the literature scarcely addresses partnerships between Third Sector organizations and local-authorities whilst there is a wealth of knowledge with regards to the many successes and failures of PPPs. As many third sector organizations share their objectives with the public sector, they can be ideal partners in design and in delivery of public services.

Lastly the choice of studying a partnership between a local municipality and third-sector organizations in Italy is not fortuitous. While Italy's post war political system has been infamous for its instability and inefficiency, the incredible collapse of the Italian party system in the 1990's following the systematic corruption and widespread problems within the Italian bureaucracy, have engendered a broad sense of alienation from the institutions in structuring participation in governance. The widespread perception of excessive hierarchy, unresponsiveness, and lack of transparency, has led Italians to seek greater democratic accountability and closer connections with citizens through a variety of experiments with civic engagement, from deliberative policy making and participatory budgeting, to facilitating social dialogue and the proliferation of a variety of social forums.

This trend toward greater pluralism in the political system has paralleled developments in Italian society, most notably, the ossification of formerly vibrant social movements, a renewal of territorial identities, and changing understandings of membership. By opening up political space for civil society action and generating new ideas about the public good, these developments have placed a higher premium on the intermediary role played by the third sector, its capacity for social and democratic innovation, as well as its role in protecting individuals and societies from new social risks (Gonzales, 2010).

3.2.3 Description of the Partnership Stakeholders

This section provides a description of the 5 key stakeholders of the partnership. The description herewith provided was obtained through relevant partnership documents such as the “Proposta dello Studio di Fattibilità ‘Campi di Coesione’” (Cinisello Balsamo, 2009), the partnership’s pre-feasibility study.

Cinisello Balsamo Municipality

The Municipality wants to pursue its function of coordinator and lead stakeholder towards those other institutions that have a social/educative purpose in the area. In specific it wants to keep its prime coordinating position within the social services and as main source of funding for Third Sector organizations. In 'Campi di Coesione' the Municipality will be the lead company in order to guarantee the partnership's governance and coordinating activities and participated in the feasibility stage. The Municipality has been the center of a lively debate in the local media for not having taken action over the mounting social and spacial problems facing Crocetta.

Employment and Integration Association (ONLUS)

The Association is made up of 15 social-operators and 6 social cooperatives. It is an ISO 9001:2000 certified association for professional training activities. It pursue activities of planning and realization of projects with other local authorities and public entities towards urban and rural regeneration and specifically: the enhancement and protection of the environment and artistic/history artifacts; promote social economy through territorial marketing and professional training and consulting to social enterprises start-ups; support to people with mental illness, handicapped and addiction issues in order to re-integrate them in the working environment. The Association is part of a consortium of social co-operatives for innovation and social economy called CS&L (Consorzio Sociale).

Marse ONLUS

Marse is a voluntary association composed of 200 between supporters and members, 15 active volunteers and 16 collaborators. The association has been present and active in Cinisello Balsamo for the past twenty years. It wants to pursue voluntary activities to support families and drug-addiction, international co-operation projects and community events. It stimulates partnerships with other local public entities and private foundations and its funding sources are the Municipality of Cinisello, private foundations and donors. Donations are mainly given as fiscal tax deductions coming from taxpayer’s choice to destine a share of 5 per thousand of the taxable personal income in support of voluntary organizations and not-for-profit (in Italy called ‘5 per mille’ or 0,5x1000).

L'altropallone ADS

L'altropallone is a not-for-profit amateur sporting association that pursues the promotion of initiatives, events, campaigns and co-operation projects in the sports field in order to enhance the community's social cohesion. It stimulates the participation of both Italian and immigrant youths and it is active in campaigns against child labor. Its main funding sources are CONI

(Comitato Olimpico Nazionale Italiano) the Italian Council for National Olympics and UISP (Unione Italiana Sport Per Tutti) a national association of sporting clubs and societies.

La Grande Casa Onlus Social Co-operative

La Grande Casa is a social co-operative that pursues activities in favor of youths/teenagers providing spaces of encounter and socialization, learning, counseling, social protection, stimulating the autonomy of political refugees, single women, and youths. It is very oriented at working in partnership with the public authority and other third sector organizations. Main funding sources are the Municipality of Cinisello, private foundations and donors. Donations are mainly given as fiscal tax deductions coming from taxpayer's choice to destine a share of 5 per thousand of the taxable personal income in support of voluntary organizations and not-for-profit (in Italy called '5 per mille' or 0,5x1000).

3.2.4 The Feasibility Study Proposal

This section looks at what the organizations agreed upon during the feasibility study. For starters, to give the reader a full understanding of the partnership, the overall mission and objectives of the partnership will be stated. 'Campi di Coesione's mission is to accelerate the integration of the multi-ethnic communities of Crocetta and S.Eusebio through individuals and groups empowerment.

The overall objectives of 'Campi di Coesione' are the following (Cinisello Balsamo Municipality, 2009):

1. Enhancing social networks in the Crocetta neighbourhood in order to guarantee a more proactive attitude of citizens towards their area and facilitate the intervention of third sector organizations (i.e. associations and churches) and individuals who are interested in finding new solutions for problems in the public sphere;
2. Facilitate and enhance the collective identities within the area, enabling them to enter in a dialogue to supersede the current community 'closure' (*chiusura*) related to ethnic and generational differences;
3. Shift the overall image of the Crocetta and S. Eusebio neighbourhoods away from images of illegality and 'ghettoisation' towards active citizenship and the pro-activeness of already existing social groups;
4. Facilitate family's participation within the programs dedicated to them;
5. Solve the current illegal housing issue and where possible build forms of loyalty that will enable building plans to eliminate debt situations and conflicts that arise from it.
6. Re-enforce the basic health system, with particular emphasis on general practitioners, in order to solve the current issue of basic services accessibility.
7. Promote sporting initiatives to re-enforce collaboration between Italian citizens and foreigners.

The stated objectives will be achieved through six strategic initiatives:

1. Community Capacity Building: this action satisfies objective 1 and 2 through the creation of a network assembly (*Assemblea di rete*) to strengthen the relationships between local informal groups, associations and citizens that carry out voluntary work. The assembly will be aimed at developing a shared vision on the priority areas

for the locality, nurture functional relationship between actors and propose activities and ideas that would benefit the Crocetta neighbourhood. Finally local celebrations and events will be created as moments of collective encounter.

2. **Identity and Memory:** this action satisfies objective 3 and it is equally aimed at immigrants, native citizens and both native and foreign youths. Its aims are to re-build the identity of the neighbourhood, enhance the feeling of belonging and consciousness of the citizens towards their neighbourhood. This is achieved through a photography contest where citizens will be both photographers and judges who will choose the pictures to go into an exhibition. The places that will emerge as landmarks for the citizens will be photographed by professional photographers and put up on billboards across the neighbourhood.
3. **Focus on Families:** this action satisfies objective 4 and it is aimed at the engagement of families with little children (from 1 to 6 years of age) with particular attention to those that are vulnerable and needy. Activities will take into account the ethnic background of families and will enhance diversity of cultures and experiences. This is achieved by intensifying the chance of encounters between families through neighbourhood events that involve school children and their parents. By creating 'parents and children laboratories' as places of encounter, sharing of experiences and relationship-building where families are engaged in the realization of products connected to the stage of their family's life (i.e. toys, children's tales, etc).
4. **Living in Crocetta:** this action satisfies objective 5 and it is aimed at mitigating the problems related to the concentration of immigrants in Crocetta. 56% of the regular immigrants of Cinisello Balsamo live in Crocetta in addition to a quota of illegal people. They have problems accessing housing and housing information. Apparently the concentration of different ethnicities in the same building causes conflicts to arise. The aim is mainly to give advice to immigrants and locals on how to satisfy their housing needs, promote 'neighbourhood agreements' for a better living between cultures and organize seminars on housing accessibility.
5. **Health and Rights:** this action satisfies objective 6 and it is aimed at all those citizens who experience difficulties in accessing health services due to overcrowding of basic health practices in the area. It is aimed at restructuring the local health service, provide more information and strengthening its provision, reducing citizens dissatisfaction. This is to be delivered through the opening of new hospital practices in co-operation with the local hospital association (ASL).
6. **Sport, Rights and Social Cohesion:** this action satisfies objective 7 and it is aimed at reducing the conflict relationships between elderly and youths and Italian citizens and immigrants over the improper use of areas that are not dedicated expressively to sports activities but are used in such way; to the inadequate state of existing sporting structures; the lack of activities co-ordinators in the area; low female participation; absence of institutions representing immigrant groups in sporting association groups. These actions will be achieved through the creation of multimedia materials on the potentiality of sporting activities for social/cultural bonding, the organizations of sports challenges and tournaments in schools, the creation of two independent associations for the development of activities at neighbourhood level and finally 'North-South' youth exchanges with African countries, birthplace of many people of ethnic origins.

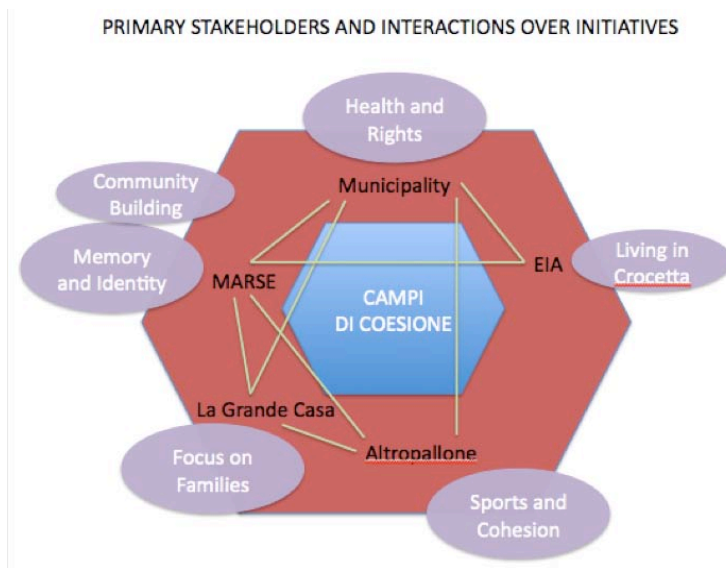


Figure 6 Primary Stakeholders and Interactions over Initiatives

The feasibility study proposal also included an action dedicated to the sustainability of the project, both in terms of primary stakeholder’s governance and the capitalization of the project’s experience to access future funding. A governance model was to be drawn and the feasibility study was to be undertaken ‘in partnership’. Indeed, based on the key stakeholders competences, “the partners co-operate on two or more initiatives in order to enhance mutual trust and share

competences and responsibilities” (Cinisello Balsamo Municipality, 2009:19). Figure 6 shows how the key stakeholders were supposed to interact to undertake the feasibility study.

Chapter 4 Research Design and Methods

This chapter presents the data collection undertaken to satisfy both organizational and collaboration frameworks. Section 4.1 presents a brief discussion on qualitative and quantitative data collection for organization analysis. Sections 4.1, 4.1.1 and 4.1.1.2 show how the primary data for the Competing Values Framework (CVF) worked and discuss the CVF survey statements. Sections 4.1.2, 4.1.3 go through the data collection for the Degree of Knowledge Sharing explaining how the survey was built and its meaning. Sections 4.1.4 and 4.1.5 present some of the changes made to the DKS survey post pilot test and post field work, the latter to ease interpretation of the survey. Finally 4.2 addresses the data collection for the RACI model and 4.3 the secondary data collection. Limitations to research are presented in section 4.5.

4

4.1 Data Collection and Analysis

Self-report questionnaires have been normally adopted for the exploration of organizational culture because they are cost-effective and easy to analyse, however they are unable to uncover unanticipated findings. The assumed advantage of qualitative data instead, is the ability to capture structures through the patterns displayed by individual behaviour by participant observations, interviews and discussions. In this way emerging data provide a picture of organizational culture that is grounded in organizational reality (Jung et al., 2009).

In the domain of big company consultancy, however, a quantitative diagnostic focus tends to be preferred because of quicker, easier administration, the possibility to cover larger samples and because the numeric data obtained facilitates comparison between organizations and groups (Jung et al., 2009). The shortcomings of quantitative cultural exploration mainly relate to the rigid categories within survey, so that it is easy for items not contained in the survey to go unnoticed.

Conversely the interactive nature of a qualitative approach means that the research gets relatively fast feedback on the appropriateness of his or her questions and approach within the given setting and can adapt the approach to new insights. Such considerations lead experts to see both weaknesses and strengths in using either a quantitative or qualitative approach.

For the purpose of this thesis two quantitative surveys were undertaken; the first investigated the organizational culture and the second explored the power relations as the degree of knowledge sharing between organizations. At survey's end open-ended questions were asked to uncover motives and possible misunderstandings about the questionnaires. Two types of questions were asked: if someone agreed or disagreed with a statement he/she was asked to give an example to substantiate his affirmation or he/she was asked to express her/his reasons for scoring one sentence higher than an other.

4.1.1 Primary Data

Primary data are represented by two quantitative questionnaires undertaken with the local stakeholders involved in the partnership. The questions will be related to the Competing Values Framework (CVF), the Degree of Knowledge Sharing (DKS) as tools of the Organizational Analysis Framework. With regards to the Collaboration Analysis Framework open ended questions were used to collect information about the RACI Model and to support the statements made by each interviewee during the questionnaires. All the data related to the

two questionnaires were compiled into a spreadsheet and are available for viewing upon request. Snapshots are included in Annex E (for the CVF refer to table 10 and to table 11 for the DKS).

Purposive sampling (Criterion case) was adopted (Patton, 1990), hence subjects were selected because they were key stakeholders and key figures in their respective organizations (more detailed information are available in the research findings).

The primary data collection was undertaken over a period of 3 weeks – from the 27th of August to the 10th of September 2010. Each interview lasted approximately 50 minutes. The research proposal stated that the total number of interviewees may change according to the availability of the partnership members. At least 5 people were confirmed at proposal’s submission. Later a total number of 10 people was agreed upon, however one member of the co-operative La Grande Casa was on maternity leave, hence not available. Five members were contacted prior to departure, the other four were chosen under suggestion of the former five upon arrival in Italy. Two interviews were undertaken via Skype phone because interviewees were away during the researcher’s stay in the case-study country. A total number of 9 people were interviewed, two for each organization involved in the feasibility study of “Campi di Coesione”. A summary table is shown below:

Interviewee Name	Organization	Role in the organization	Role in the partnership
Dr Massimo Capano	Cinisello Balsamo Municipality	Project Manager	Project Manager
Dr Laura Bruson	Cinisello Balsamo Municipality	Principal Officer for Social and Education Services	Project Manager’s supervisor
Dr Nicola Basile	MARSE Onlus	Area Responsible	Partner and spokesperson for La Grande Casa
Michele Giussani	MARSE Onlus	Area Responsible	Assistant to Dr Basile
Dr Diego Mairani	La Grande Casa	Area Responsible	Partner and spokesperson for La Grande Casa
Dr Claudio Palvarini	Employment and Integration Association	CEO	Partner and spokesperson for the Employment and Integration Association
Mr Marco Cau	Employment and Integration Association	Researcher	Assistant to Dr Palvarini
Mr Michele Papagna	Altropallone Association	Founder and General Coordinator	Partner and spokesperson for Altropallone
Enrica Lia	Altropallone Association	Volunteer	Assistant to Mr Papagna

Table 6 List of Interviewees

4.1.1.1 CVF Data

The first questionnaire addresses the CVF using a 16-item instrument developed by Zammuto and Krakower (1991) (see table 10 in Annex E) which measured culture through five questions, each relating to an aspect of organizational culture: organizational character, organization's manager, organizational cohesion, organizational emphases and organizational rewards. Each aspect is investigated through a series of four questions (see section 4.1.1.2) that position the interviewee's answers into the four CVF quadrants as follows: clan (A), entrepreneurial (B), hierarchical C), market (D). For the purpose of this thesis some changes were made to the original version of the survey: the word facility will be changed with the word the partnership, because, as previously mentioned, what is of interest is to look at how different organizational cultures are influencing the partnership.

Organizational culture, as the literature review suggests, is a mixture of individual values (rooted in family and previous working environments) and organizational values (that of the organization each person currently belongs to). Each individual representing a stakeholder is now interacting in a partnership context, each making choices according to its environment and his culture as mentioned. The assumption is that for the partnership to work each stakeholder will try to make some compromise with his beliefs as an individual and the values of the organization he belongs to.

The reliability and validity of the interview sample is assured by the fact that those interviewed were key people within "Campi di Coesione", key partners in the feasibility study and at least one person was in a managerial position within the single organization.

The data is visually represented through 'radar' diagrams, commonly used to represent the distribution of data among five or more categories, making concentration of strengths and weaknesses visible. The radar diagrams represent the organizational culture trends for each organization. The difference in interviewee's answers was small therefore the average for each couple was taken. When the difference was significant and a reason for it was found by further questioning the interviewee, then this was explicitly stated.

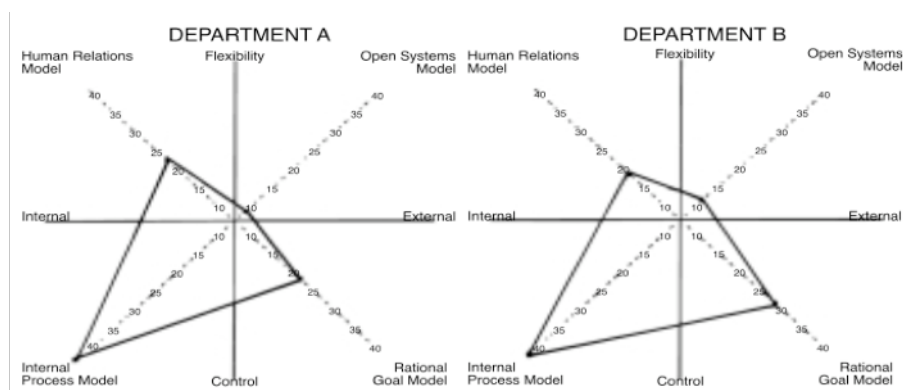


Figure 7 Radar diagrams showing two department's organizational culture in Parker and Bradley's study. Both departments show a marked hierarchical culture.

The radar diagrams were used by Parker and Bradley (2000) during their analysis of six organizations in the Queensland public sector that have been encouraged to apply new public management departing from traditional bureaucratic values and adopting greater emphasis on change, flexibility, entrepreneurialism and efficiency (see Figure 7). Their results showed that the public sector continues to emphasise hierarchical organizational values notwithstanding.

The next section will show snapshot from the CVF survey and explain how it works.

4.1.1.2 The CVF: Questionnaire explained

The CVF questions were adapted from Zammuto and Krakower's (1991) survey. The researcher used an ipsative or "forced distribution" scales that requires respondents to allocate 100 points among four survey items according to how well each item described their behaviour in the partnership relative to other items, with each representing one of the four cultures. For example an interviewee might distribute 25 points to clan culture, 15 points to entrepreneurial, 40 points to hierarchical culture, and 20 points to market culture. Each question was formulated with a common statement: "Made equal to 100 the total point that you can give to the four questions, how would you distribute the points to each question?"

Each sentence relates to one of the four cultural typologies. Each person interviewed was invited to answer the questions thinking of how they behaved within the partnership during the feasibility study. In fact the research is interested in the contribution that each organization makes in terms of organizational culture and not in the organizational culture of each stakeholder outside of the partnership.

Survey's snapshots and descriptions are included to acquaint the reader to the statements proposed.

The first category refers to the organization's character; the interviewer made clear that although the sentence's formulation began with "The Partnership", the interviewees were not asked to give an overall impression of the partnership's organizational structure, but to allocate points based on how 'they' behaved with in the partnership so far. Hence the question was formulated as: "Which of the

following statements better reflects your behaviour in this partnership?"

The second category relates to the each organization's manager. For the purpose of this research the manager was intended as the person, within each organization, who the interviewees respond to for decisions inherent to the partnership.

Poll Questions	Cinisello Balsamo Municipality	
	Dr Massimo Capano	Elisabetta Bruson
The Partnership is a lot like an extended family. People seem to share a lot of themselves.	0	5
It is a very dynamic and entrepreneurial place. People are willing to stick their necks out and take risks.	40	35
Is a very formalised and structured place. Bureaucratic procedures generally govern what people do.	50	40
Is very production orientated. A major concern is with getting the job done. People aren't very personally involved. (even if the market goes left the org keeps going right)	10	20
Total C	100	100

Where possible the couple interviewed for each organization was made up of one person in a more operational role and one in a more managerial one. Hence the person in the operational role was referring to the interviewed person in the executive one. Those in the executive role were asked to think of whom they ultimately respond to in a decision making process.

The third category referred to the Cohesion (Ch) within the partnership. Interviewees were once again asked to think what glued them to the partnership. The fourth

Poll Questions	Cinisello Balsamo Municipality	
	Dr Massimo Capano	Elisabetta Bruson
Managers are warm and caring. They seek to develop employees' full potential and act as their mentors or guides.	35	35
Managers are risk-takers. They encourage employees to take risks and be innovative.	10	15
Managers are rule-enforcers. They expect employees to follow established rules, policies and procedures.	40	15
Managers are coordinators and coaches. They help employees meet the organisation's goals and objectives.	15	35
Total M	100	100

category (Emphasis) asked each member

what they emphasised within the partnership.

The fifth category was related to the Rewards, here intended not as economic rewards – since the budget allocated to each organization was decided by Fondazione Cariplo – but as formal rewards, in terms of how the partnership influences each organization in the acknowledgment of the worthiness of individual’s ideas, inputs and competences. For example, the partnership’s project manager should have a system in place to transfer the rewards given within the partnership back to each member’s organization. When the statements are scored by the project manager he should refer to the system set in place by the Municipality.

Poll Questions	Cinisello Balsamo Municipality	
	Dr Massimo Capano	Elisabetta Bruson
The Partnership distributes its rewards fairly equally among its members. It's important that everyone from top to bottom be treated as equally as possible.	30	35
The Partnership distributes its rewards based on individual initiative. Those with innovative ideas and action are most rewarded.	15	25
The Partnership distributes rewards based on rank. The higher you are, the more you get.	40	5
The Partnership distributes rewards based on the achievement of objectives. Individuals who provide leadership and contribute to attaining the organization's goals are rewarded.	15	35
Total R	100	100

Poll Questions	Cinisello Balsamo Municipality	
	Dr Massimo Capano	Elisabetta Bruson
The glue that holds me to the partnership is loyalty and tradition. Commitment to this partnership runs high.	25	15
The glue that holds me to the partnership is commitment to innovation and development. There is an emphasis on being first (i.e. internal competition within the partnership).	50	35
The glue that holds me to the partnership is formal rules and policies. Maintaining a smooth running operation is important here.	5	25
The glue that holds me to the partnership is the emphasis on tasks and goal accomplishment. A production orientation is commonly shared.	20	25
Total Ch	100	100

Poll Questions	Cinisello Balsamo Municipality	
	Dr Massimo Capano	Elisabetta Bruson
Within the Partnership I emphasise human resources. High cohesion and morale in the organisation are important.	30	25
Within the Partnership I emphasise growth and acquiring new resources. Readiness to meet new challenges is important.	35	25
Within the Partnership I emphasise permanence and stability. Efficient, smooth operations are important.	30	25
Within the Partnership I emphasise competitive actions and achievement. Measurable goals are important.	5	25
Total E	100	100

4.1.1.3 DKS data

The Degree of Knowledge Sharing (DKS) is evaluated through a Likert scale: a set of 16 statements (table 11 Annex E) where interviewees were asked to respond on a 1 to 5 scale (where 1 is totally disagree and 5 is totally agree). As for the CVF questionnaire all the stakeholders involved in a critical value point will be questioned; at least one manager and one assistant/admin person in each organization will be interviewed. The questions were based on the same organizational aspects as in the CVF model (managers, cohesion, emphasis, rewards). Only character was changed into commitment.

For each organizational aspect four questions were asked in relation to the four dimensions of the knowledge classification: organizational/technical and formal and informal knowledge (see following section). The questions were developed in consultation with Dr Andy Milward (of Milward & Partners) an expert in organization behaviour.

The overall knowledge sharing score is calculated this way (please refer to Annex B): positive answers are summed and the average is taken, the same is done for negative and neutral scores. Each answer counts for 50% of the total possible score of 100%. The average of the sum of all positive answers was taken and the same was done for neutral and negative answers. One statement in each set refers to a negative side of the informal technical or organizational knowledge and was decoded with a negative polarisation. For instance: “In my group I am aware of people that promote organization’s interests outside the partnership’s mission”; answering positively will be counted as a negative affirmation in the results and vice-versa, answering negatively will be counted positively, increasing the points towards a more knowledge sharing attitude. If the statement was negatively polarised the negative answer was accounted for to calculate the final score. Since no weighted average was applied to give some answers more importance over others, all total scores below 50% were considered as low knowledge sharing.

4.1.1.4 The DKS: the Questionnaire explained

This section wants to explain how the DKS questionnaire was formulated. Each set contains two sentences related to aspects of formal (technical and organizational) knowledge and two related to informal (technical and organizational) knowledge. All the questions were formulated to gauge the interviewees’ intentions and their relations towards other partners. Snapshots from the survey are copied in this section to ease reader understanding.

The first group is related to the commitment of each individual to the partnership’s formalised blueprints. The positive informal statement wants to understand whether curiosity and lateral thinking are promoted, whereas the negative informal seeks to understand how rumour spreads within the partnership; as Gray and Starke (1988) rumours may generate ambiguity and interest in a particular situation.

Poll Questions	Category	Dimension	
	Category Commitment Manager Cohesion Emphases Rewards	Type Formal Informal Technical Organizational	Question polarity Positive Negative
Within the partnership I encourage the sharing of technical expertise.	C	FT	P
I fully endorse partnership's mission, objectives and targets as formally agreed.	C	FO	P
Within the partnership I feel confident in sharing expertise outside my formal role (i.e. promote curiosity and lateral knowledge)	C	IT	P
Within the partnership I know in advance of future possible changes, therefore amplifying partnership's gossip.	C	IO	N

The Manager section works exactly like in the CVF statements; interviewees were asked to think about the manager they respond to in their organization for matters related to the partnership. The participation and support of managers and senior managers symbolizes the organization's commitment to the partnership and its success, contributing to trust building among partner organizations (Brinkerhoff, 2002).

My Manager proactively promotes sharing of technical information.	M	FT	P
My Manager openly discusses and reviews future organizational changes before announcing them.	M	FO	P
My Manager is an advocate of general technical knowledge sharing outside of the partnership.	M	IT	P
My Manager does lobby attendees before meetings to seek consensus.	M	IO	N

In the Cohesion statements "my group" is defined as all those members who remit to the same functional leader, hence interviewees were asked to think of the teams they most frequently worked with in their organization to accomplish partnership's mandate.

In the Emphases section, the third statement asks if members are in favour of enhancing IT tools in order to foster transparency within the partnership, especially the use of tools to schedule meetings (like Doodle) or even social medias like Twitter.

My Group spontaneously creates technical focus groups to achieve targets.	Ch	FT	P
I discuss with my Group improvements to be proposed to management.	Ch	FO	P
My Group prompts technical knowledge development and excellence.	Ch	IT	P
In my Group I am aware of people that promote organisation's interests outside of the partnership's mission.	Ch	IO	N

The negative statement refers to non-written procedures that may create ambiguities; for example not always circulating meeting minutes, not taking minutes at all, etc. Not-logged partnership history by some members puts others in the position of not being able to contest or worse could lead into taking wrong decisions. A positive answer is negative because it means that members are comfortable with scarce control over what is said and agreed upon.

I support the open celebration of technical knowledge sharing.	E	FT	P
I normally discuss the impacts of changes with everybody (within the partnership) who can contribute.	E	FO	P
I would like to have more tools and systems to promote technical sharing over internet (i.e. more use of dedicated online tools and social media).	E	IT	P
I don't care if within the partnership there are many procedures which are not formally documented.	E	IO	N

Finally in the Rewards section, the level of praise for knowledge sharing is under scrutiny; the first sentence checks if interviewees are praised about knowledge sharing (either by the project manager or by other teams), for example by underlining the importance and usefulness of problem solving proposed by some members. The second statement checks for actions taken to raise discussions about members who are too concentrated on their organization’s mission rather than on the partnership’s greater good. The last is concerned with instances where important information was not circulated to members and whether this was acknowledged or not. Because the statement is affirmative it was not negatively polarized like all other Informal Organizational (IO) statements. It is positive for stakeholders to favour this statement because it means they would acknowledge with other members that data were not shared with them, bringing informality to the spotlight but also that one member is withholding information. However if one answers ‘Unfavourable’ he was asked to make a distinction between ‘unfavourable’ meaning ‘no all data were shared with me’ and ‘no I would not acknowledge the problem if it occurred to me’ (please see Annex B for more details).

There are examples where knowledge sharing has been formally and positively recognized.	R	FT	P, Cross + to E/FT
There is evidence of actions taken to avoid hidden agendas and moonlighting situations.	R	FO	P, Cross - to C/FO
Communications openly highlight technical expertise outside the partnership’s scopes.	R	IT	P
There have been cases where important and useful data have not been shared with me and I have acknowledged it with other members.	R	IO	P, Cross - to C/FT

The Rewards statements are also those that carry a ‘cross-reference’ value as indicated in the spreadsheet snapshot below where along with the polarization (Positive or Negative) the formulation “Cross – to E/FT, C/FO, C/FT” is shown. This means that the way an interviewee answers this statement influences the one indicated in the formulation (i. e. E, standing for statement contained in group Emphasis and FT, standing for the type of knowledge Formal Technical). Further explanations are provided in section 4.1.3 and Annex B.

4.1.2 The DKS: Survey changes post pilot-test

A pilot test of the DKS survey was conducted with two partnership members in the case study country. In recognition that 1) what really matters for the survey is that each individual shows his own intentions and not the objective statement of facts; 2) members were badly interpreting some questions as formulated; the following changes to the questionnaire were made in order to ease interviewee's comprehension and improve the quality of the statements:

“The partnership's mission, objectives and targets are formalized and clear to me.”

- ✓ “I fully endorse partnership's mission, objectives and targets as formally agreed”.

“Within the partnership I know in advance of future relevant changes (in partnership's mission/objectives/organization)”

- ✓ “Within the partnership I know in advance of future possible changes, therefore amplifying partnership's gossip.”

“I believe that sharing of technical knowledge is openly celebrated.”

- ✓ “I support the open celebration of technical knowledge sharing.”

“There are tools and systems to promote technical sharing over Internet (i.e. online tools to share technical knowledge about the partnership's mission and objectives).”

- ✓ “I would like to have more tools and systems to promote technical sharing over Internet (i.e. more use of dedicated online tools and social media).”

“Within the partnership many procedures exist which are not formally documented.”

- ✓ “I don't care if within the partnership there are many procedures which are not formally documented.”

“There are cases where people have been penalised for hiding important data and information.”

- ✓ “There have been cases where important and useful data have not been shared with me and I have acknowledged it with other members.”

4.1.3 Post field-work changes to ease interpretation of results

A few changes to the survey were introduced after the fieldwork. They concern the discovery that cross-referencing statements were needed in order to properly weigh-out the impact of interviewees' answers. The crossing-over effect happens when a person refers, either positively or negatively, to the behaviour of other people in the partnership, affecting his/her score. The score was changed and the corrected answer appears in bold red font (please refer to Annex B to see how this is done).

For example the statement “There are examples where knowledge sharing has been formally and positively recognized.” Wants to capture if partnership members actively praise each other for sharing technical knowledge that may be useful to them and asks to give examples of who does so. The answer given influences (or cross-references) Other Examples are: “There is evidence of actions taken to avoid hidden agendas and moonlighting situations.” cross-

references onto “I fully endorse partnership’s mission, objectives and targets as formally agreed.” and “There have been cases where important and useful data have not been shared with me and I have acknowledged it with other members.” cross-references again on the same sentence “Within the partnership I encourage the sharing of technical expertise.” in the sheet of the member been referred to for not sharing useful information (please refer to the table 15 in Annex E).

4.2 Primary Data and Secondary Data for the RACI Model

The RACI Model shows the processes, sub-processes, roles and responsibilities of the partnership. It was built on both primary and secondary data. Primary data were collected to express the Critical Value Points (CVPs) of the RACI Model. They were agreed upon with the project manager and other relevant stakeholders before they were asked to undertake the questionnaires. The project manager was also asked to elaborate on the roles and responsibilities of each stakeholder and that was double-checked by asking each stakeholder about his or her position in their organization and in the partnership.

Secondary data such as policy documents like Campi di Coesione’s feasibility study proposal, ‘Proposta dello Studio di Fattibilita’ Campi di Coesione’ (Comune di Cinisello Balsamo, 2009) and the feasibility study report ‘Campi di Coesione: Interventi di promozione di reti sociali tra Crocetta e S. Eusebio (Comune di Cinisello Balsamo, 2009) were used to build the processes and sub-processes of the feasibility study.

No new data were collected to build the Relationship Matrix (RM) because as explained in section 2.7.3.2, the RM uses and brings together primary data gathered from the CVF and DKS questionnaires and from the RACI Model.

4.3 Secondary Data for the overall study

Secondary data were collected and analysed from the following documents: Partnership's Agreement, Feasibility Study Report, overall urban regeneration strategy for the area and other relevant policy documents.

4.4 Operationalizing the Research

The table below summarizes the frameworks used to answer the research questions:

Research Sub-Questions	Variables	Indicators/Tools	Source of Data
What is the Organizational Culture of each stakeholder?	Organization’s values, assumptions and forms	The Competing Values Framework (Cameron and Quinn, 1984)	<ul style="list-style-type: none"> – Competing Values Framework Survey (Zammuto and Krakower, 1991) – Stakeholder’s open-ended questions

What is the operational model of the Public-Third Sector Partnership	Processes Roles Responsibilities	<ul style="list-style-type: none"> – RACI Model (Responsible, Accountable, Consulted, Informed) – Critical Value Points (CVPs) 	<ul style="list-style-type: none"> – Partnership's Blueprints – Stakeholder's validation
Is there a framework to analyse power as the expression of stakeholder's divergent interests?	Informal and Formal/Technical and Organizational Knowledge	Degree of Knowledge Sharing	<ul style="list-style-type: none"> – Degree of Knowledge Sharing Survey – Stakeholder's open ended questions
Do different stakeholder's cultures impact the partnership operational model or outcomes?	Organizational Culture Degree of Knowledge Sharing Index	<ul style="list-style-type: none"> – Divergence between partnership's description (text) and outcomes – Relationship Matrix with Critical Divergent Points (CVPs) 	<ul style="list-style-type: none"> – Partnership's Blueprints (pre and post feasibility study report) – CFV and DKS Results

Table 7 Thesis Operationalization

4.5 Limitations of the Research

This study had space, time and expertise limitations:

Time limitation: 'Campi di Coesione' was chosen after a long scoping period where 9 partnerships in UK and Italy were considered (see Appendix D). For diverse reasons they were not fitting my research intentions to analyse a partnership with a clear social purpose. 'Campi di Coesione' represents an ideal case study especially for the nature of the interventions proposed but unfortunately the outcomes of those were impossible to analyse as the partnership completed its feasibility study in September 2009. Not discouraged I decided to undertake the research on this first phase with all the biases it may bring.

Space Limitation: The restricted number of people interviewed presents a challenge to this study, however the 9 who were available are the key stakeholders in the partnership and key figures in their respective organizations.

Expertise Limitation: I am not an expert in organizational surveys but in an effort to make my research more theoretically robust I have invited two experts and professionals in organizational dynamics: Dr Andy Milward (expert in organization behaviour and CEO of Milward & Partners a research-led company that provides consultancy for large enterprises) was consulted on the development of the knowledge sharing survey and Nino Olivotto (a professional with more than 20 years of experience in managing organizations) to review earlier drafts of this work.

Finally some limitations to the approach, as in the frameworks utilised, are considered in section 6.6

Chapter 5 Research Findings

To present how this research's results are presented the overall thesis framework is recalled below. Firstly part of the horizontal axis (the Collaboration Analysis Framework) is analysed:

- The information collected to create the RACI Model is presented and explained;
- The review of the secondary data contains an analysis of the stakeholders' interests and the divergence between text and practices divided between divergence caused by external circumstances and that caused by the variables investigated in the study (organizational culture and power as stakeholder's interests).

The divergence caused by the variables leads the study to consider the vertical axis (the Organizational Analysis Framework) to explain why this is so:

- The divergence caused by the two variables is explained by showing the results of the Competing Values Framework and the Knowledge Sharing Index. A summary of the answers given to open-ended questions asked at the end of each survey is given.
- The Relationship Matrix is presented showing on which process the divergence between text and outcomes occurred but also highlighting areas where a divergence due to different organizational cultures and knowledge sharing degrees is likely to occur. Although the conflict highlighted by the Matrix does not translate to a divergence between text and outcomes of the partnership, the partnership's management should consider using this as a signpost that those differences could generate a divergence in the future.

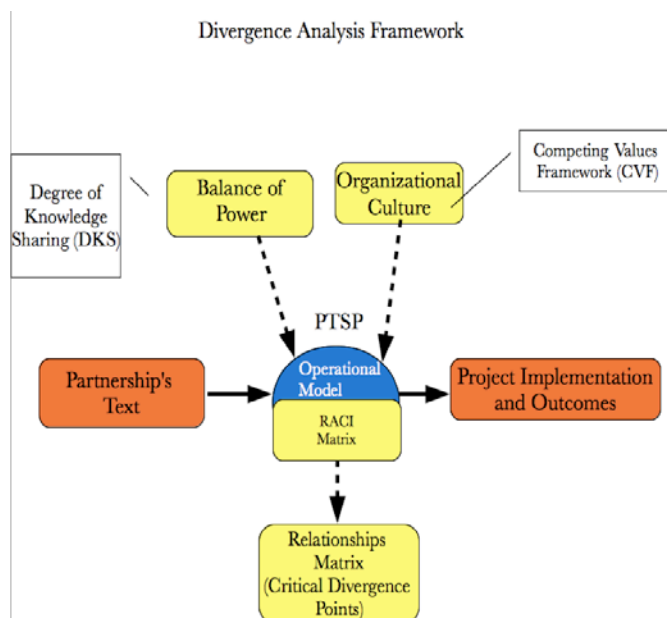


Figure 8 Overall Thesis Framework

5

5.1 RESULTS: RACI Model

The feasibility study is the only fully completed stage of the partnership. All primary stakeholders were involved at this stage. Three grassroots associations (Il Torpedone, Azimut and Soleluna) were involved but not included on the board's (*cabina di regia*) meetings. The feasibility study is made up of 3 main phases that constitute the RACI Model's Processes (as in table 8): Analysis, Implementation and Communication.

The Analysis phase consisted of two steps: a **best practices analysis** of similar regeneration experiences in Italy and elsewhere in Europe. Each stakeholder proposed a list of best practices gleaned from their knowledge and research; the practices that were best expressing the concept of cohesion were analysed and the mechanisms that were deemed more successful were taken as guidelines to develop the final project.

In the meantime a **map of the current services** present in the area was drawn in order to pull resources to then undertake focus groups with relevant local realities (active residents and associations). By territorial resources the partnership intended all those services available to the citizens of Crocetta and St. Eusebio, such as family associations, conflicts mediation associations, elderly associations: all those realities that have a direct connection into the issues of the community. 24 of these organizations were included in a network assembly to be consulted and engaged during the executive phases.

Focus groups were undertaken in Crocetta and St. Eusebio where a total number of 73 people (adults, youths, elderly, foreigners) and 14 between associations and services were interviewed. The focus groups were aimed at understanding the issues people face in their neighbourhoods in order to fine-tune the initiatives of the project. On the basis of the issues emerged from the focus groups, questionnaires were created and distributed to 225 people during neighbourhood events. The results converged into **SWOT analyses**, one for each of the interviewed sample, i.e. SWOT for adults, elderly, youths, foreigners and associations in both Crocetta and St. Eusebio.

The Implementation phase, capitalizing on the work done during the Analysis phase, aimed confirming the **Initiative's Portfolio** presented in the feasibility study proposal by doing two things: securing the involvement of key grassroots organizations and 'listening' to the concerns of the local people of Crocetta and Sant'Eusebio. For this purpose each stakeholder presented a potential portfolio list that was discussed together with the Local Municipality.

When a final list was approved by each member, the **financial support of external actors** key to the success of some of the proposed activities was brokered: for instance for the "Health in Crocetta" Initiative La Grande Casa Coop met with the local health office (ASL – *Associazione Sanitaria Locale*) and other three grassroots organization to obtain expert medical staff's help in the creation of local medical care groups in support of the overloaded local health services. The Employment and Integration Coop instead organised to meet with a popular banking institute (Banca Etica), a not-for-profit foundation for the protection of civil rights (Fondazione San Carlo) and other grassroots associations. The aim was to develop an insurance fund (with local municipality funds); an interest abatement fund on loans given out to those in illegal housing situations and a staff of intermediaries (social-financial tutors) with the functions to promote 'responsible debt'.

During this phase the **financial and economic feasibility** of the project was also object of analysis. Each stakeholder created a budget according to their individual costs on the basis of each developed initiative and identified co-funding sources to allocate to the project.

On the basis of such information, the partnership’s project manager distributed roles and responsibilities on the RACI model based on the key processes and sub-processes. Finally the Critical Value Points were identified and double-checked with each primary stakeholder. The Critical Value Point represents a process in the feasibility study that is recognised of crucial importance for the fulfilment of the study. The RACI follows:

Project steps	Processes	Sub-processes	=> Critical Value Points	Stakeholder A - Public	Stakeholder B - Third Sector			
				Name: Dr Massimo Capano Role : Project Manager Division : Municipality Location : Cinisello Balsamo	Name: Dr Nicola Basile Role : Area Responsible Division : Associazione Marse ONLUS Location : Cinisello Balsamo	Name: Diego Mairani Role : Area Responsible Division : Cooperativa La Grande Casa Location : Cinisello Balsamo	Name: Dr Claudio Palvarini Role : CEO Division : Associazione Lavoro e Integrazione Location : Cinisello Balsamo	Name: Michele Papagna Role : Founder and General Coordinator Division : Associazione L'altropallone Location : Milan
Feasibility Study	Definition of Research Methodologies and Implementation	Institutional Communication		A,R	C	C	C	C
		Best Practices Analysis		A, R	R	R	R	R
		Analysis of current services portfolio in the neighbourhood		A, R	R	R	R	R
		Focus Groups Methodology and Set up		A, R	R	R	R	R
		Focus Group Implementation		A, R	R	R	R	R
		Focus Groups Analysis and Report		A,R	R	R	R	R
	Execution of Events and Forum Web		A,R	R	R	R	R	
Definition and Budgeting of Project's Initiatives	Initiatives Portfolio Proposal and Approval		A,R	A,R	A,R	A,R	A,R	
	Securing External Actors Sponsorship and Co-operation		A,R	I	A, R	A, R	I	
	Business Plan Approval (3 yrs)		A,R	R	R	R	R	
Feasibility Report Compilation			A,R	R	R	R	R	
Partnership Governance	Planning and Control	KPI definition		A,R	A,R	I	I	A,R
		KPI monitoring		A,R	I	I	I	I
		Partnership Risk Management		A,R	C	C	C	C
		Cariplo Foundation Communication and Reporting		A,R	I	I	I	I

Table 8 The RACI Model showing Project Steps, Processes and Sub-Processes. Under the Sub-Processes the Critical Value Points are shown in bold. Under Stakeholder A and B the roles and responsibilities of each stakeholder is given. A = Accountable; R = Responsible; C = Consulted; I = Informed

The sub-processes in ‘bold’ are the Critical Value Points (CVPs) and they were agreed upon with the project manager and double-checked with other relevant stakeholders shown in table 8 above (refer to for to section 2.7.3.1 for more details on CVPs and on 4.2 for how data was collected). Under each sub-process the responsibility for each key stakeholder member is highlighted. In theory there should be one ‘Accountable’ role per each sub-process, however the partnership’s project manager declared that this partnership had more of a horizontal decision making process than what may be found in public-private partnerships, though the Municipality had the final say on most processes.

‘Accountable’, to remind the reader, is the owner of the work, the person responsible for the result. In some instances the Municipality was sole accountable for the process while other members were ‘Responsible’ of the work done (see ‘Focus group methodology and set up’ for example); in other processes, more than one person was accountable (i.e Initiatives Portfolio Proposal and Approval).

The following section provides an analysis of the stakeholders’ interests that wants to contextualise the discussion on stakeholder’s interests opened in section 2.5.4 with the partnership under investigation.

5.2 RESULTS: Desk Study Findings

5.2.1 Stakeholders Interests in Campi di Coesione

Since the balance of interests between the PTSP’s stakeholders is a key aspect of this thesis, it

is useful to mirror the classification between co-incident, partially co-incident, non-correlated and divergent interests as introduced in figure 1 (section 2.5.4) with the real interests carried by the stakeholders. By analysing the feasibility study documents and using general knowledge of the workings of a local municipality or voluntary organization, it is possible to understand what are the partners' main interests beyond the partnership's mission.

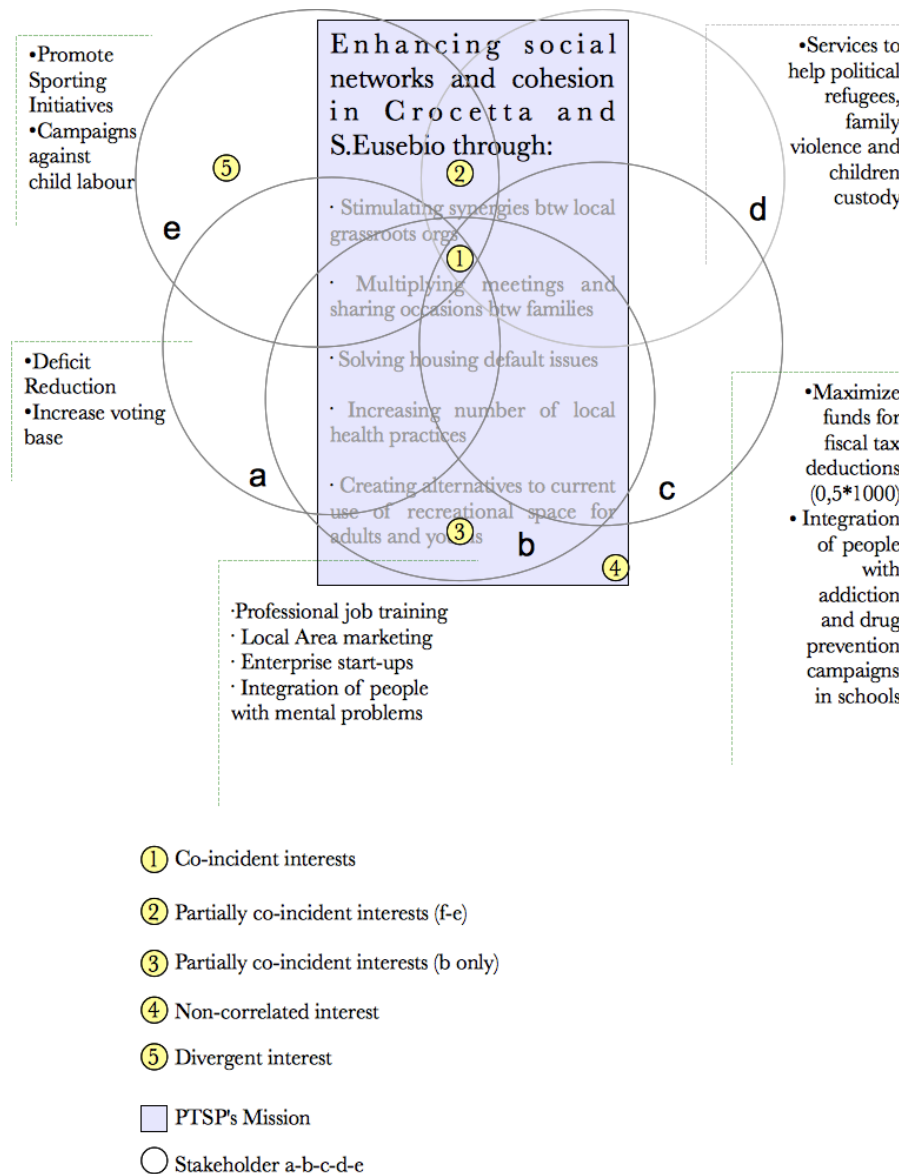


Figure 9 Balance of Interests between Campi di Coesione's stakeholders.

At the centre of figure 9 is the PTSP's mission and goals as stated in the feasibility report. All the interests that coincide are those that match the partnership's mission. In this case the interest that all partners share is that of stimulating synergies between local grassroots organizations, in so far as it serves the networking purposes of TSOs and is a way for the Municipality to retrieve data about local level organizations and involve them in future co-operations. Of course all partners have some interest that are instead partially co-incident

with the mission; for instance the Municipality’s priority is to improve the quality of health services and solve housing default situations, whilst some TSOs are more interested in creating opportunities for families to meet and share experience in order to build trust and bonding, this was referred to as ‘neighbourhood animation’ by the partnership’s project manager.

Under the spotlight in figure 9 are those interests that diverge from the partnership’s mission; those are presented in the dashed boxes. For example two of MARSE Onlus (letter c) interests are to re-integrate in society people that have addiction problems and – more implicitly - to maximise funds for fiscal tax deductions coming from taxpayer’s choice to destine a share of 5 per thousand of the taxable personal income in support of voluntary organizations and not-for-profit (in Italy called ‘5 per mille’ or 0,5x1000). Much of voluntary organization’s income comes from tax deductions of this kind and of course from local government funds. Amongst La Grande Casa’s (letter d) interests instead is that of providing services for political refugees, to offer counselling victims of violence in families and to provide support of child custody.

What these examples want to show is that many partners’ interests are outside those promoted by the partnership and by definition stakeholders will try to maximise them. These dynamics however are often dissimulated but generally who is warding his own interests will act through informal channels more than others.

5.2.2 Financial and Legal aspects

The main source of funding of “Campi di Coesione” is the Italian Foundation Cariplo (equity holder of Unicredit Bank) who guaranteed a fund of up to €1M with a 40% co-financing between the partnership's members. Table 5 below details the financing structure as proposed in the feasibility study proposal.

There were a few constraints put in place by the funder, those were: 1) the partners had to be formally structured into a partnership; 2) a lead organization had to be chosen to ensure financial warranties; 3) a requirement that all the partners involved were organizations with both a formal and legal constitution Following a consultation between the parts, members agreed on the financial and leadership competences of the municipality.

Actions and Initiatives	Human Resources	Management Expenses	Costs amortization	Total Initiative Value	Co-finance (40%)	Requested finance (60%)
I – a governance	20.000	5.000	0	25.000	10.000	15.000
I – b monitoring	20.000	5.000	0	25.000	10.000	15.000
I – c communication	30.000	20.000	0	50.000	20.000	30.000
I – d administration	90.000	10.000	0	100.000	40.000	60.000
II – project’s sustainability	40.000	10.000	0	50.000	20.000	30.000
III – Community Development	95.000	5.000	0	100.000	40.000	60.000
IV – Memory and Identity	180.000	60.000	0	240.000	96.000	144.000
V – Focus on Families	260.000	40.000	0	300.000	120.000	180.000
VI – Living in Crocetta	108.000	12.000	0	120.000	48.000	72.000
VII – Health and Rights	90.000	15.000	0	105.000	42.000	63.000
VIII – Sport and Cohesion	180.000	60.000	0	240.000	96.000	144.000
TOTAL (€)	1.113.000	242.000	0	1.355.000	542.000	813.000

As shown in table 9, the initiatives that carried the largest budgets were ‘Focus on Families’, ‘Memory and Identity’ and ‘Sport and Cohesion’. The lead partners on these actions were La Grande Casa, MARSE Onlus and Altropallone respectively.

This table is shown because it is compared in the following section with the final budget allocation as decided after the feasibility study.

5.3 RESULTS: Differences between the feasibility proposal and final feasibility study

Three main differences were found with respects to the proposed study: two are related to the initiatives and one to the partnership’s governance. All three were gleaned by comparing the feasibility proposal and the final feasibility studies. The first two are the outcome of politics and ‘territorialness’ external to the partnership’s dynamics, whereas the third to a conflict between stakeholders (explained in 5.6 and following chapter). The first is explained below:

The scope and budget of two initiatives were largely increased to include:

- In ‘Living in Crocetta’: the municipality of Cinisello will create an insurance fund that will discourage housing default; the creation of an interest abatement fund on loans given out to those in housing default situations and a staff of intermediaries (social-financial tutors) with the functions to promote 'responsible debt'. These actions will be delivered with the involvement of other actors external to the partnership, such as the Ethic Bank (*Banca Etica*), the Fondazione Cariplo, housing developers and credit institutes.
- In ‘Health and Rights’: the promotion of forms of associated medicine (*medicina di gruppo associata*) between doctors.

The final budget has been redistributed, now privileging the former actions over ‘Identity and Memory’ and ‘Focus on Families’ that previously had the highest budgets (refer to section 3.2.3).

This change is due to two factors: 1) In August 2009 the Municipality of Cinisello was under local elections creating uncertainty on whether the new political landscape would have allowed the project to continue. Under the will of the new Chief of Cabinet top priority was to be given to actions related to service quality improvement in the neighbourhood and especially to those actions that were more aggressively tackling issues related to immigration. This is not surprising for two reasons; the Municipality of Cinisello had long been criticised by local citizens, accusing it of largely neglecting the immigrants and housing related issues. This is a chance to buy back the faith of local inhabitants. Further it is a response to the general pressure around immigrant intakes reported all over the local and national media. In some areas of the city of Milan immigrants have increased of 445% in 10 years (Milano Municipality, 2010) and the Municipality is increasing local police to contain cases of illegal housing and degradation.

2) The funder Fondazione Cariplo, instead of granting €1M as requested in the pre-feasibility study, it valued the project for a total budget of €600.000 instead. Hence the Municipality increased its own share of co-financing to cover for those initiatives that were most politically relevant.

The primary stakeholders had not been largely affected but had no real option to influence this decision since they largely depend on Municipality’s funding and they are all undertaking services on behalf of it (aside from Altropallone).

5.4 RESULTS: Primary Data

5.4.1 RESULTS: Competing Values Framework (CVF)

The Competing Values Framework results are analysed in the following sections and complemented with the transcription of comments made by each stakeholder to the two types of open-ended questions asked: if someone agreed or disagreed with a statement he/she was asked to give an example to substantiate his affirmation or he/she was asked to express her/his reasons for scoring one sentence higher than an other.

Each person interviewed was invited to answer the questions thinking of how they behaved within the partnership during the feasibility study. The research's focus is the contribution that each organization makes in terms of organizational culture and not in the organizational culture of each stakeholder outside of the partnership or of the partnership overall.

5.4.2 The Cinisello Balsamo Municipality

Within the Cinisello Municipality, the Project Manager of the partnership (Dr. Massimo Capano) and his boss, the Officer for Project Services and Social Politics (Dr. Laura Bruson), were interviewed. The difference between the two interviewees was quite large with the Project Manager being closer to the Clan (Human Relations model) – Entrepreneurial (Open system model) and Hierarchical (Internal processes model) dimensions. The Officer, instead, allocated more points to the Market (Rational Model) statements, and much less on the Hierarchical dimension.

The project manager was very frank in revealing his entrepreneurial spirit – which he believes is much needed when working with a complex issue such as ‘social cohesion’ and



with the Third Sector. He gave high scores to sentences that related to the entrepreneurial features of the partnership and to the commitment to innovation and goals as what glues him to it. However he also shared his distress for long decision-making times and as a matter of fact, he gave high scores to his manager being more of a rule enforcer, than a risk-taker. He felt that the procedures that govern the Municipality were also governing the partnership, hence he had a hard time mediating between

the decisions of higher public ranks and the Third Sector organizations, especially the social co-operatives.

He mentioned that he and his boss, the Officer, were often in conflict because of the Officer's bias towards internal procedures and rules. According to him, however, the very nature of "Campi di Coesione" has so far "obliged" the Municipality to reach some degree of compromise towards a closer attention to human resources and innovation, though he also confessed "it may have been purely functional to this partnership and not a process of true change within the public administration at large" (Dr Capano, personal communication).

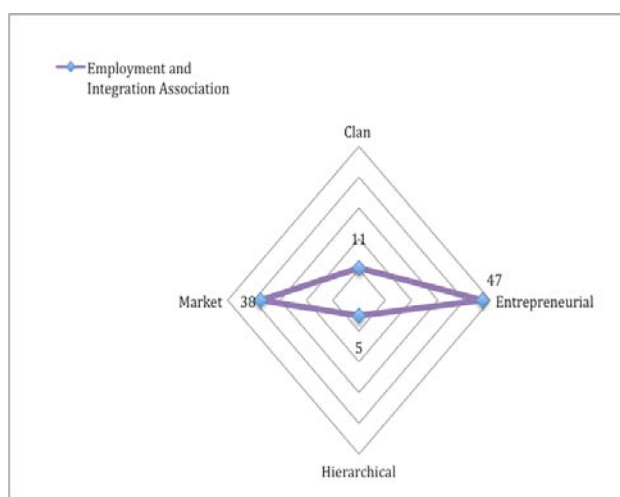
The answers given by the Officer (Dr Bruson), were by and large contradicting the Project

Manager’s views. Apparently, the way the Officer behaved is a lot like that of a businessman in a private company. The Officer also mentioned that “Campi di Coesione” had the highest budget this Municipality had ever seen for a partnership agreement and that “*it was a very important project for the Municipality to bring home*”; referring to this – and in some way justifying her bias towards the Market dimension – she stated that “*it is the Third Sector organizations who will make this possible, hence as a technical officer I have to second and in the meantime control the actions of the organizations*” (Dr Bruson, personal communication). The Project Manager (Dr Capano) was later questioned once again in relation to the Officer’s position. He was of the opinion that the Officer wanted to “*oversell the Municipality and make it appear as if it was less internal procedures oriented*”. It must also be said that the Officer interview was undertaken via Skype and not face-to-face, hence this may have contributed to the poor sincerity of the Officer’s answers.

5.4.3 Employment and Integration Coop (Onlus)

Within the Employment and Integration Association, two people were interviewed. The Association’s President (Dr Claudio Palvarini) and a Researcher who worked with him on “Campi di Coesione” (Marco Cau). Both interviewees were questioned over a face-to-face interview in separate occasions. Both interviews gave similar scores to the questionnaire hence an average of the two was taken and the result displayed below.

The similarities with a private firm thinking were strong. Openness towards innovation, efficiency, building trust networks with external actors, low bureaucracy and goals orientation were prominent elements mentioned by the interviewees. As Palvarini mentioned “*I brought in the co-operative’s expertises to compete against other Third Sector organization and win a share of the project budget*”. However this competition was played out in an atmosphere of sharing and learning where his co-operative proposed innovative know-how to the partnership. This explained the emphasis on the Rational and Entrepreneurial dimensions of organizational culture.



In “Campi di Coesione” the Human Relations model (the Clan dimension) – normally a feature of social co-operatives – was under-emphasised by both respondents. Palvarini sincerely expressed how sometimes his objectives-oriented attitude went in conflict with the attention to the working ambience and human relationships highlighted by some operators within MARSE Onlus and l’Altropallone. He also lamented how the procedural bureaucracy of the Municipality sometimes clashed with the agile decision making structure of his organization.

Palvarini was concentrated with “*getting the job done and bring to the feasibility study to an end*”. Despite being both social not-for-profits, they are two different organizations: MARSE is a voluntary association of professional collaborators mainly working with drug-addiction

and parenthood, whilst the Employment and Integration Association is constituted as a co-operative part of a consortia of social co-operatives working with professional training and the social economy. As Thomas (2004) suggested social co-operatives have to deal with three types of competition, thereby seeking higher level of efficiency than not-for-profits, the public sector and voluntary associations (see section 2.8.1).

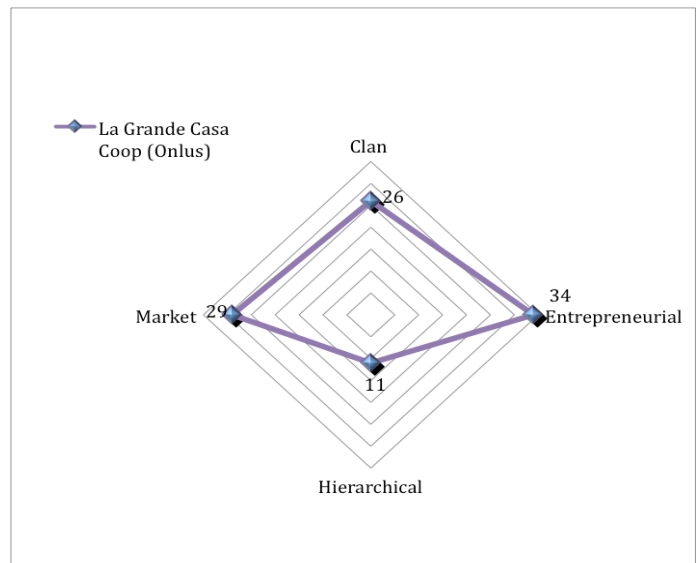
5.4.4 La Grande Casa Coop (Onlus)

Within La Grande Casa Coop, only one person was available for the interview. Dr Diego Mairani is the Area Responsible for Cologno, the District where also Cinisello Balsamo is situated; he has been working for the co-operative for the past 6 years. He project manages “Campi di Coesione” within the co-operative and was actively involved in the feasibility study.

Similarly to what the previous interviewees mentioned, Dr. Mairani explained that openness towards innovation, efficiency, building trust networks with external actors, low bureaucracy and goal orientation were prominent elements in how La Grande Casa works. The co-operative also had a higher emphasis on the Human Resources Model than the previous co-operative. Chart 3 shows this very clearly. The respondent, indeed, felt very committed to the partnership and his manager is more of a coach and co-ordinator encouraging employees to meet the organization’s goals (Clan dimension), than a rule enforcer (Hierarchy dimension).

The attention to objectives achievement, innovation and securing new resources are the co-operative’s engine (Entrepreneurial dimension). He is open to innovation.

Dr. Mairani repeatedly underlined that working with the Municipality – as the financial and organizational leader of the partnership – has also influenced the way he worked. The attention to internal procedures was, in some cases, transferred onto the co-operative, so that “*some degree of adaptation to the Municipality’s bureaucracies had happened*” (Mairani, personal communication); he also mentioned that the open minded character of the project manager (Dr. Capano) helped avoiding the risk of conflicts arising between the two partners.



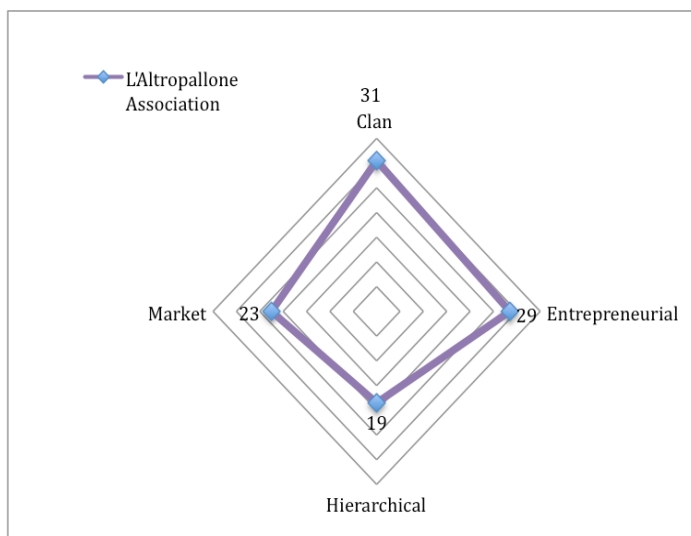
However Dr. Mairani also mentioned that the co-operative had dedicated few economic and time resources to the feasibility study so far; this is due to a working overload within the co-operative because of other projects, hence they had to play down efforts towards the feasibility study. The co-operative normally invests more in the executive phase of projects; this was the reasons he gave for casting lower scores to the sentence related to the internal competitiveness within the partnership.

5.4.5 L’Altropallone Association (Onlus)

Within L’Altropallone two members were interviewed. Michele Papagna, founder and co-

ordinator, and Enrica Lia, a volunteer. Both people are the main referents for “Campi di Coesione” in the Association. The results were averaged although the two respondents were divergent on some scores given to the Clan and the Market dimensions. The differences could not be easily interpreted; they may be due to personal feelings towards the organization.

Overall, they felt that the managers were more caring to develop employee’s full potentials and encouraging them to be innovative. They both felt that what glued them to the partnership was the commitment to innovation and development and less formal rules and policies. With respects to what they emphasised more within the partnership, both gave high scores to cohesion and readiness to meet new challenges (Clan and Entrepreneurial models). In the rewards section, both gave higher scores to the individual initiative and leadership.



L’Altropallone’s organizational culture then oscillates more prominently between the Entrepreneurial and Clan dimensions.

Discussing this finding with Papagna, he confirmed *“being a not-for-profit amateurs sports association with both volunteers and professions, our aim is to meet the expressive and social identity needs of our members by promoting a collective identity. Also we are constantly looking for enhancing relationships with other voluntary and grassroots*

organizations”.

5.4.6 MARSE Onlus

Within MARSE Onlus, two Area Responsibles (Dr Nicola Basile and Michele Giussani) were interviewed. Both people are the main referents for “Campi di Coesione” in the Association.

Respondents diverged significantly on their opinions towards the Hierarchical model with the one (Giussani) allocating higher scores to statements related to such typology. He mentioned that it was partly because of the bureaucracy imposed by the municipality and partly because of MARSE’s way of working. The average of both answers was taken.

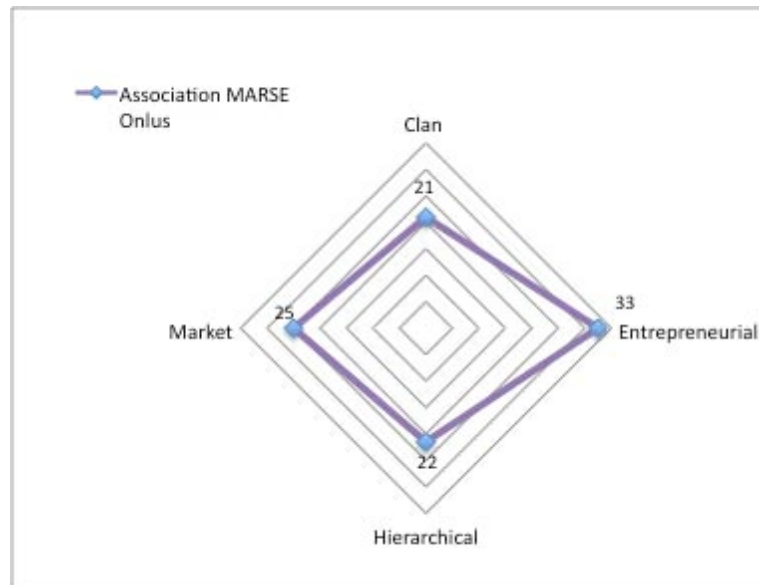
They emphasised competitive actions and achievements, but indeed this attitude was sometimes reduced by the Municipality’s slowness in approving decisions. However when they referred to their managers both gave higher scores to “Managers are rule-enforcer” (Hierarchical Model) and to “Managers seek to develop employees full potential and act as their mentors and guides” (Clan Model). They justified this by saying that *“their internal structure is a mix of collectivist and bureaucratic elements”* (Dr Basile, personal communication).

They both felt that what glued them to the partnership was the commitment to innovation and development and an orientation towards production. According to one interviewee *“there is a will from our side to bring innovative content in this partnership, we are mostly interested in providing an opportunity for a exchange and reflection moments between the diverse cultures*

that live in Crocetta – the Memory and Identity Initiative that we are responsible for tries to do address that” (Dr Basile, personal communication).

They both underlined the importance of being open to technical knowledge sharing and acknowledged the key role they played in the setting up of the focus groups; the knowledge they brought was shared with all members, a feeling that was indeed expressed by most other members.

MARSE’s organizational culture then oscillates more prominently between the Market, the Entrepreneurial model.



A summary and comparison of the CVF Results follows.

5.4.7 RESULTS: CVF Findings Summary

What can be observed, not surprisingly, is that all of Quinn and Rohrbaugh’s archetypes are present, to some extent, in each organization. Indeed the authors maintained that to ignore a dimension in any of the models is to have only a partial view of performance. In the administrative world, an effective organization may need to perform well on all four sets of criteria. Notwithstanding each organization shows predominance for one or two dimensions and in particular: the Hierarchical/Entrepreneurial (the Municipality), the Clan/Entrepreneurial (Altropallone), the Entrepreneurial/Market (La Grande Casa), Entrepreneurial/Market (Employment and Integration Coop, MARSE Onlus).

The largest delta number is between Hierarchical and Clan Culture with an excess of over 20 points (Hierarchy: lowest being 11, the highest 28 and Clan: lowest being 11, highest 31) and this mirrors the nature of Campi di Coesione, where Public and Third Sector Organizations come together, both exposing various degrees of both cultures in accordance with the literature (Thomas, 2004; Schraeders, 2002).

A large delta was also found in Employment and Integration Coop on the Entrepreneurial

traits (=47) and this was due to the leading entrepreneurial character of its president.

The open-ended questions made at survey's end, revealed that in this partnership the Entrepreneurial aperture of the Municipality is due to two factors: the personality of the project manager (one that seconds innovation and 'suffers' some of the more bureaucratic aspects imposed on him); and also to what seemed to have been a very market oriented Officer (whose stance was ratified by the project manager as being an "overselling" of the local Municipality). Overall both interviewees made clear that this orientation was functional to secure the project, a sort of organizational culture "carrot and stick" that kept Third Sector Organizations under 'control'.

Alas, it is impossible to claim, at least at this stage and with so few people been interviewed, that the Municipality has de-emphasised certain bureaucratic aspects to favour more entrepreneurial ones: a process of 'institutional isomorphism' would need more evidence to be proven happening (Parker and Bradley, 2000). Though the pressure to conform to the private sector was expressed, only further research focusing on Cinisello Municipality's culture alone could prove or disprove this.

La Grande Casa and Employment and Integration, the two social coops displayed, to a good degree, those cultural elements pointed out by Thomas (2004). Strive for innovation, efficiency, goal orientation, social mandate. As remarked by Boccacin (2005), social co-operatives are prone to external action, count on their own economical resources and operating close to and with the market.

MARSE Onlus and Altopallone, the two voluntary associations, are both characterised by the strong pro-social member motivation, by the orientation towards reciprocity, the particular organizational structure based on human and volunteering resources (Boccacin, 2005). Altopallone, however, was markedly more Clan oriented, perhaps due to being less international co-operation oriented and less open to partnering with public institutions than MARSE is.

5.5 RESULTS: The Degree of Knowledge Sharing (DKS)

The same people questioned over the CVF, were asked to give their opinion on the DKS questionnaire. The DKS questionnaire was designed to gauge the level of knowledge sharing of each stakeholder involved in the partnership. The results are displayed below and analysis follows:

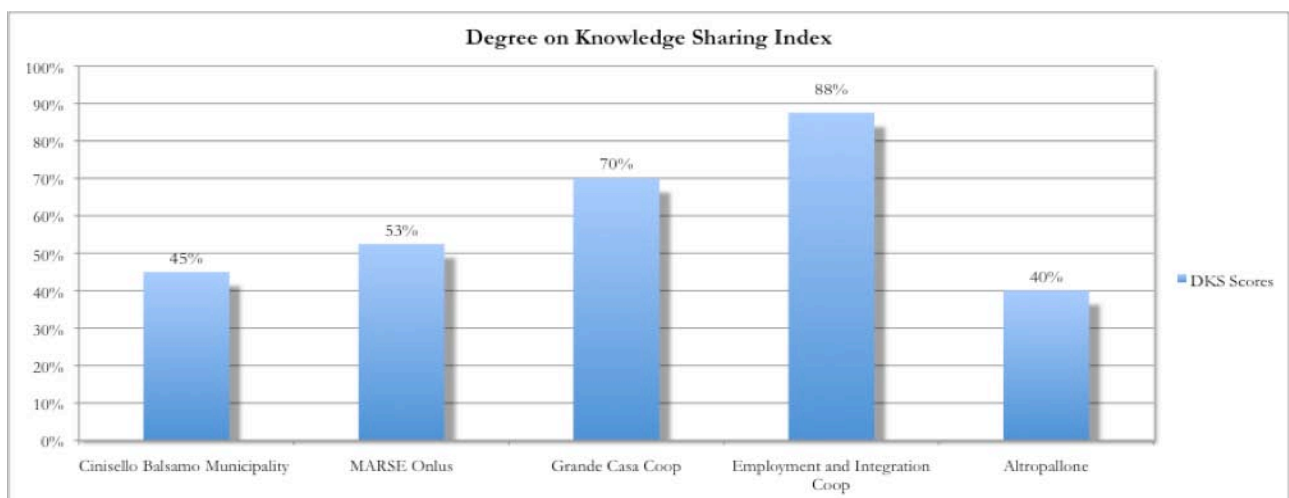


Table 10 Degree of Knowledge Sharing Results

The Knowledge Sharing Index was calculated in the following way: each interviewee answer attributes a 50% score over a total of 100% possible for each statement. All positive, negative and neutral answers are summed and divided by the total number of statements (=20). Because one statement in each set referred to a negative side of the informal technical or organizational knowledge and was decoded with a negative polarisation (see section 4.1.1.3) when adding the positive answers the 'Unfavourable' cell was accounted for to calculate final percentage of 'Favourable' answers. On the contrary the 'Favourable' cell was accounted for to calculate the final percentage of 'Unfavourable' answers. Since no weighted average was applied to give some answers more importance over others, all total scores below 50% were considered as low knowledge sharing. A crucial component of the results obtained is the use of cross-referencing statements that were introduced to ease the answers (see Annex B for more details on how they work). To see the DKS spreadsheet snapshot refer to Annex E table 15)

5.5.1 The Cinisello Balsamo Municipality

The Municipality scored 45% in the index. This is due to several reasons:

- ⇒ The score given on statement “Within the partnership I encourage the sharing of technical expertise.” was decreased by one point (50%) as a consequence of a cross-referencing statement made by Dr Palvarini (Employment and Integration Coop) about important data not being shared with him (more on this in section 5.5.4). This means that that the answer given by one of the two members of the Municipality to this statement was changed from 'Favourable' to 'Unfavourable'. This alteration makes it so that now only one member agrees with the sentence, decreasing the overall score by 0.2% (see Annex B for more details on how this works).
- ⇒ The officer also agreed on knowing in advance future relevant changes, for example those related to budget cuts operated by Fondazione Cariplo (the funder); those were not released to the other members until the Municipality had decided over important changes to safeguard the project initiatives that were more relevant for its scopes.
- ⇒ In the third group of sentences (that on Cohesion) one was positive on the municipality promoting organizational interests outside of the partnership's scopes. After discussion with the project manager the interviewer later learnt that the local administration of Cinisello Balsamo was heavily criticised during the election period for having neglected Crocetta's growing issues on security, housing default situations, immigrants/locals coexistence and poor transport connections to the city centre. “Campi di Coesione” represents a way for the Municipality to re-build the lost trust of Crocetta's citizens.
- ⇒ In the fourth section (Emphasis) the interviewees mentioned that some decisions were taken before the impacts could be discussed with the Board, especially during the local council's elections. It was claimed that the use of Internet to share technical competences at large was very limited and only the officer acknowledged the importance of doing so. Informality, in this sense, is overall negative for the partnership because it can generate ambiguities and does not allow people to dispute over something that is not formalised (Tripathi and Reddi, 2008).

The most important finding was that to the sentence “There is evidence of actions taken to

avoid hidden agendas and moonlighting situations.” the project manager revealed Altropallone was openly and “*unprofessionally*” caught discussing “*how they could use funding for ‘Campi di Coesione’ to sponsor a collateral activity for their organization*”. Because this sentence has a cross-reference value, Altropallone’s answers on “I fully endorse partnership’s mission, objectives and targets as formally agreed.” was decreased of one point (50%), meaning that the answer given by one of the two members of the Municipality was changed from ‘Favourable’ to ‘Unfavourable’. This alteration makes it so that now only one member agrees with the sentence, decreasing the overall score by 0.2% (see Annex B for more details on how this is done).

Other score that positively contributed to the Municipality’s DKS index were given to encouraging sharing of technical expertise to reach objectives, on managers openly discussing future reviews before announcing them, and creating technical meetings in their group to achieve targets.

5.5.2 MARSE Onlus

MARSE Onlus scored 53% in the index. This is due to the following reasons:

- ⇒ In the second group both interviewees were either neutral or negative on “My Manager is an advocate of general technical knowledge sharing outside of the partnership” mentioning that within MARSE this was not the normal way of doing things.
- ⇒ In the fourth section only one interviewee acknowledged the importance of Internet as a tool to enhance the sharing of information and technical competences, frustratingly pointing at the underutilization of the project’s website. Only one interviewee showed to care about the presence of informal procedures within the partnership, mentioning that not all meetings were formalised in minutes. He claimed “*I know this is wrong, because it could lead to ambiguities between members and I remark it every time this happens*”. The other declared that “*there is no need to structure every meeting, this is how we are used to at MARSE*”.

The interviewees fully endorsed partnership’s missions and objectives; when asked what their goals were in this project they mentioned community development or what they call ‘community problem solving’ through the creation of a network of local organizations and active citizens that aims at providing consulting solutions and foster understanding of issues such as neighbourhood security and integration.

When commenting on “There is evidence of actions taken to avoid hidden agendas and moonlighting situations”, one interviewee confirmed some problems occurred with an organization “*We had a discussion with Altropallone. The way they proposed the Sport action was a bit dubious to us [...] they seemed to throw in Sport, as if it was the panacea for all Crocetta’s issues. Also Altropallone was not behaving as if they were putting a lot of effort in the project, they just wanted to sponsor their projects [...]; My judgement might be influenced by the fact that we haven’t worked with them before*” (Dr Basile, personal communication). This quote brings into play the issue of trust; l’Altropallone has not worked with any of the partners before.

Both interviewees were unfavourable to statement “There have been cases where important and useful data have not been shared with me and I have acknowledged it with other members.” Such episode did not occur to them but if it did, they would inform the partnership members, hence to leave the score unaltered their answers were switched to ‘Neutral’ (see Annex B to see how this is done).

Because this sentence has a cross-reference value, Altropallone's answers to "I fully endorse partnership's mission, objectives and targets as formally agreed." were decreased of one point (50%), meaning that the answer given by one of the two members of Altropallone was changed from 'Favourable' to 'Unfavourable'. This alteration makes it so that now no member agrees with the sentence, decreasing the overall score by 0.2% (see Annex B for more details on how this is done).

Besides MARSE's interviewees were also positive about their group creating technical meetings to reach targets and discussing within their groups changes to be proposed to the Board. They discussed changes with anyone within the partnership who could contribute.

5.5.3 La Grande Casa Coop

La Grande Casa Coop scored 70% in the index. The interviewee was positive on all statements on his Commitment to the partnership and on his manager being an advocate for technical knowledge sharing in the partnership. However his group did not create technical meetings to achieve targets because "*we did not feel the need to do so at this stage. Actually we downplayed our role within the feasibility study, the delivery phase is where everything gets tougher, where actions need to be calibrated and special meetings undertaken.*"

The emphasis on Internet tools to share technical information was little and reduced to emails. The preferred channel was a face to face meeting with members, and he thought this was enough. He mentioned that often minutes were not promptly circulated and this prevented him to use time effectively.

In the Rewards section, as an example given to statement "There are examples where knowledge sharing has been formally and positively recognized", Mairani mentioned that MARSE shared its knowledge of focus groups methodologies with all group members. Because this statement cross-references onto "I support the open celebration of technical knowledge sharing", the score given by MARSE members to this statement was altered and from "Neutral" went to "Favourable" (see Appendix B for details). This alteration makes it so that 0.2% is added the total "Favourable" percentage. La Grande Casa had previously successfully collaborated on a project with both MARSE and the Municipality.

Mairani was unfavourable to statement "There have been cases where important and useful data have not been shared with me and I have acknowledged it with other members." Such episode did not occur to him but if it did, he would inform the partnership members, hence to leave the score unaltered his answer was switched to 'Neutral' (see Annex B to see how this is done).

Finally he also mentioned the conflict of interest with members of Altropallone, however because the chances to decrease the member's score are exhausted (it already happened twice before and there are only two interviewees whose answers can be altered), the negative feedback was simply annotated.

5.5.4 Employment and Integration Coop

The social co-operative scored 88% in the Knowledge Sharing Index.

The most salient results are related to the category of rewards where to the statement "There are actions taken to avoid hidden agendas and moonlighting situations." Dr Palvarini

acknowledged, like all other members, that Altropallone's interests were threatening the relationships between members. Because the chances to decrease the member's score are exhausted (it already happened twice before and there are only two interviewees whose answers can be altered), the negative feedback was simply annotated.

Also on statement "There have been cases where important and useful data have not been shared with me and I have acknowledged it with other members." Dr Palvarini revealed that the Municipal officers did not tell him about the presence of two local suppliers for the initiative "Living in Crocetta", which he is responsible for. Hence he was not able to engage them in the extended web of organizations of the partnership because he found out they existed when the project had already been funded. He believes the suppliers he has currently involved are not the optimal choice. Because this sentence has a cross-referencing value the Municipality's score for sentence "Within the partnership I encourage the sharing of technical expertise" was decreased by one point (50%), meaning that the answer given by one of the two members of the Municipality was changed from 'Agree' to 'Disagree'. This alteration makes it so that now only one member agrees with the sentence, decreasing the overall score by 0.2% (see Annex B for more details on how this is done).

Interviewees were positive about most of the positively charged statements in the commitment, manager and cohesion categories. Dr Palvarini mentioned that *"I like to keep competition high within my organization, because I believe that without it one falls into complacency [...] but competition must be done in a healthy manner, for example we continually benchmark internal processes and functions with other organizations and potential partners [...] I encourage other members in this partnership to strive for improvement through learning from each other"*.

In the emphasis section, the second interviewee was neutral on the importance of transparent procedures and on the use of more Internet tools to enhance information sharing, instead Dr Palvarini thought that during the feasibility study not enough was done to allow to every member to know what was going to happen with the project; *"working with a Municipality often means unclear procedures and delayed responses [...] in this case things got very bad, information channels were cut for a while in August 2009 due to local municipal elections"*.

Both members acknowledged they valued MARSE's know-how about focus groups and built on La Grande Casa's knowledge about Crocetta's housing situation to bring together a plan for the project initiative they are responsible for. However because the member of La Grande Casa had already answered affirmatively to the cross-referencing statement "I support the open celebration of technical knowledge sharing", its overall score was left unchanged and the positive feedback was simply annotated.

5.5.5 Altropallone

Altropallone score 40% on the Index, the lowest amongst partners. The two members of l'Altropallone were positive on all commitment sentences, but their answers were twice altered as a result of cross-referencing sentences given by other members. Hence on "I fully endorse partnership's mission, objectives and targets as formally agreed." their final scores now appear as disagreed with (see Annex C for more details on how this is done).

They both mentioned that within their working team they openly shared project information and discussed changes but their managers not always encouraged them to do it, they instead felt the pressure to do so from other members within the partnership. *"I think this has to do with the fact that we don't talk 'project-ese', we don't participate to big project bidding usually [...] also our contribution was limited in terms of focus groups set up and so on"*

(Michele Papagna, personal communication).

Also with regards to online tools to share their competences, they both said Altropallone would not invest in it because their network of partners does not use social media. Also they would not know which to use, which is better, they do not have knowledge on this besides using emails.

The implications of the knowledge sharing index will be discussed along with the Relationship Matrix in the next section.

In conclusion Altropallone had the lowest DKS because its members did not recognize the utility of sharing knowledge outside their working group nor the use of Internet but more crucially for the purpose of this study because its score was negatively affected by cross-referencing statements revealing a conflict of interest (Altropallone's members openly confessed that they would have used the project funding to finance a collateral project that they were pursuing outside of the partnership's project).

5.6 RESULTS: The Relationship Matrix

The Relationship Matrix is based on the RACI Model presented in section 2.7.3 and is presented in table 8 below. The divergence points shown appeared where more than one stakeholder was 'Accountable' for the process and where a difference in organizational culture or a low knowledge sharing index as analysed in sections 5.3 and 5.5. According to the CVF, all stakeholders showed a prominence towards different couplings of dimensions, more precisely:

- Municipality: Hierarchical/Clan
- Employment and Integration Coop: Entrepreneurial/Market
- La Grande Casa Coop: Entrepreneurial/Market
- MARSE Onlus: Entrepreneurial/Market
- Altropallone: Clan/Entrepreneurial

Because they were all 'Accountable' on two Crucial Value Points (CVPs) a red fill was applied, indicating that a Crucial Divergence Point (CDP) could arise. As mentioned in section 2.7.3.2 a CDP is a potential area of conflict between partners meaning that the Relationship Matrix can function as a management tool to monitor the cultural compatibility of partnership members and foresee conflicts between stakeholders. The study found that one of the two points translated in a real conflict and that created a gap between the text and the outcomes of the feasibility study.

Further, according to the Knowledge Sharing Index, the Municipality and Altropallone had a low DKS Index (below 50%), hence a 'stripe pattern' was applied to their cell (overlapping with the red filling meaning cultural divergence).

A conflict was found involving Altropallone on the sub-processes 'Initiatives Portfolio Proposal and Approval'. As the interviews collected during the DKS survey have shown all partnership members acknowledged a conflict of interest caused by Altropallone's members openly confessing that they would have used the project funding to finance a collateral

project that they were pursuing outside of the partnership's project.

This conflict arose because of the informal nature of voluntary organizations where social links are strong and allegiance to organization's goals high. This event has changed the 'text' of the final feasibility study as compared to the proposal in so far as Altropallone was literally 'isolated', compromising the fundamental assumption made in the proposal that "based on the key stakeholders competences, the partners would need to co-operate on two or more actions in order to enhance mutual trust and share competences" (see section 3.2.3).

A close analysis of the final feasibility study shows that Altropallone is now only undertaking the "Sports and Cohesion" Initiative, for which it was already responsible for. The co-operation with the other two partners – MARSE and La Grande Casa – has been renegotiated and redrawn largely by the local municipality.

Though table 8 shows divergence is also happening on sub-process 'Securing External Sponsors and Support', because of the low DKS of the Municipality (45%) with respect to Employment and Integration Coop (80%). Interviews revealed three important things: that the municipality failed to disclose important suppliers data with the cooperative, that the municipality real interest is to re-affirm its presence in Crocetta after criticisms from local citizens and finally that the municipality took some decisions without reporting them to the Board especially during the election period. These aspects (lack of data, inward orientation and allegiance to organizational mission) are evidence of the clan/hierarchical cultures within the Municipality, however those did not create a conflict that changed the outcomes of the feasibility study. It should be considered a sensitive area in the project delivery phase of the partnership.

Relationship Matrix - RACI with Possible Critical Divergent Points							
		= > Possible Critical Divergence Points	Stakeholder A - Public	Stakeholder B - Third Sector			
Project steps	Processes	Sub-processes	Name: Dr Massimo Capano Role : Project Manager Function Cinisello Balsamo Municipality / Division : Location : Comune di Cinisello Balsamo	Name: Dr Nicola Basile Role : Function / Division : Associazione Marse ONLUS Location : Cinisello Balsamo	Name: Diego Mairani Role : Area Responsible Function / Division : Cooperativa La Grande Casa Location : Cinisello Balsamo	Name: Dr Claudio Palvarini Role : CEO Function / Division : Associazione Lavoro e Integrazione Location : Cinisello Balsamo	Name: Michele Papagna Role : Founder and Volunteer Function / Division: Associazione L'altropallone Location : Milan
Feasibility Study	Definition of Research Methodologies and implementation	Institutional Communication	A, R	C	C	C	C
		Best Practices Analysis	A, R	R	R	R	R
		Analysis of current services portfolio in the neighbourhood	A, R	R	R	R	R
		Focus Groups Methodology and Set up	A, R	R	C	C	C
		Focus Group Implementation	R	R	R	R	R
		Focus Groups Results, Analysis and Report	A, R	R	R	R	R
		Execution of Events and Forum Web	A, R	R	R	R	R
Definition and budgeting of project's initiatives	Initiatives portfolio proposal and approval	A, R	A, R	A, R	A, R	A, R	
	Securing external actors sponsorship and support	A, R	I	A, R	A, R	I	
	Business Plan Approval (3 yrs)	A, R	R	R	R	R	
Feasibility Report Compilation		A, R	R	R	R	R	
Partnership Governance	Planning and Control	KPI definition	A, R	A, R	I	I	A, R
		KPI monitoring	R	I	I	I	I
		Partnership Risk Management	A, R	C	C	C	C
		Cariplo Foundation Communication and Reporting	A, R	I	I	I	I
Legend							
		Cultures diverge					
		Low Knowledge Sharing					
		Cultural and Knowledge Sharing conflict					

Table 11 Relationship Matrix with Crucial Divergence Points (CVPs) and Crucial Value Points (CVPs); all red areas are potential divergence points because members either show a low knowledge sharing or present a different organizational culture. A real conflict was found on 'Initiative Portfolio Proposal and Approval' due to a conflict of interest ignited by Altropallone. On value point 'Securing External Actors Sponsorship and Support' a conflict was found between the Municipality and Employment and Integration Association. It however did not alter the outcomes with respect to the partnership's text. It should be considered an area to keep under control during the project execution.

Chapter 6 Discussion and Conclusions

6

6.1 The Degree of Knowledge Sharing (DKS) discloses the divergence of interests

Altropallone had the lowest Degree of Knowledge Sharing because of two triggering factors: firstly it showed a closed view towards sharing technical expertise with others, towards the use of Internet and managers did not advocate for technical knowledge sharing. Secondly its overall score was lowered by other stakeholders' revelations with regards to Altropallone being involved in a conflict of interest. The degree of knowledge sharing was chosen because it analysed both knowledge sharing and the balance of power, the latter through asking the reasoning behind answers given to key control statements (see sections 2.5.4 and 4.1.1.4) that were negatively polarized and hinting to possible conflicts of interest.

According to an interest-based perspective on stakeholders, researchers argue that stakeholders are driven by their own interests in an attempt to manage a firm (the PTSP in this perspective) to enable them to achieve their interests (Ahlestedt & Jahnukainen, 1971). Hence divergent interests are embedded in a partnership by definition, because many stakeholders come together in the attempt to manage the firm (the PTSP in this perspective) by directly or indirectly withholding or conditionally providing resources (for example knowledge) to the focal organization (again the partnership) based on the power balance in their relationship (Rowley & Moldoveanu, 2003).

This study was able to prove that organizational culture influences the practices, here understood as the operating model of the partnership, creating a delta between objectives and outcomes of the PTSP 'Campi di Coesione'. Stakeholder Altropallone, that in the pre-feasibility study had to co-operate on two Initiatives with MARSE and La Grande Casa (as per figure 6 in 3.2.4), is now working on its sporting Initiative only, precluding the co-operative environment set as a prerogative of the partnership's governance.

However a fundamental question remains to be asked: is the reluctance to share knowledge and informality a symptom of Altropallone's predominantly Clan culture?

6.2 CVF and DKS: Linking two frameworks

In lieu with the question asked above, are CVF and DKS linked or are they two separate variables? Looking back at what makes a Clan Culture we see tradition, allegiance, socialisation, teamwork, solidarity and social control (Quinn and Rohrbaugh, 1987). As far as knowledge sharing is concerned, such a parochial culture that focuses on people instead of tasks offers opportunities. People are motivated to share knowledge if they see the relevance. Within the organization communication barriers are very low, knowledge sharing is the 'normal way' (Hooff & Hendrix, 2004).

However this culture also involves the danger of an inward orientation: this culture is a closed culture (Hendriks, 2009). Employees prefer face to face meetings and are less likely to use an impersonal medium such as the Internet or knowledge based systems for knowledge sharing. Barriers exist to acquiring knowledge from outside the group. People prefer to acquire knowledge from their colleagues than getting it from outsiders.

A collectivist culture, contrary to an individualistic one (for example a Market oriented one) does not instil a drive in people to explore when and why knowledge sharing situations may

prove fortuitous. This finding also validates why this research looked at culture within a partnership. Because of their inward orientation, Clan cultures in partnerships show a low degree of knowledge sharing, although paradoxically its nature is very knowledge sharing, as long as it serves organizational goals.

Moreover the CVF revealed that Altropallone's organizational culture was also characterised by a rather strong entrepreneurial culture, which – one would suppose – may counteract its inward orientation. In a similar case Hendriks (2009) proved that in a Clan culture, entrepreneurial traits can be more of a threat to shared sense making (or the language, communication and practices needed for establishing knowledge-sharing partners as members of the same activity system) than an open attitude to outside stakeholders.

Indeed, because cohesion and allegiance are so prominent, if the market turns somewhere else a Clan culture (that according to Cameron and Quinn's dimensions is high on dynamism and internal unity) would follow it no question. Empirical evidence suggests that very collaborative cultures often do not see the problem in diverging from the partnership's mission because in their organization they are used to diverge and adapt to the changing market at all times. This is why the conflict of interest became so clear with Altropallone and why co-operation with other stakeholders was seriously compromised.

In summary the level of knowledge sharing and organizational culture are not two separate variables. What showed up in the analysis presented here is that an organization, while characterized by an inwardly open culture and not plagued by individuals hoarding their knowledge (as a Clan culture is), should still be aware that its culture comes with high barriers to developing effective knowledge sharing in a partnership context. "Culture, in fact, is interwoven in organizational knowledge itself, knowledge processes and interventions of organizations aimed at influencing knowledge process" (Hendriks, 2009:252).

Moreover the DKS index presented here, confirmed that there is a linear relationship between the potential for a conflict of interest and the degree of knowledge sharing. The lowest knowledge sharing organization was also the one caught in a conflict of interest. The DKS index, was functional to bring to the fore the cultural difference of Altropallone and link it to the balance of power expressed as the conflict of interests.

6.3 Considerations about other Clan cultures in this Partnership

Altropallone's organizational culture was more predominantly biased towards a Clan culture. MARSE Onlus, the Municipality and La Grande Casa displayed degrees of a Clan culture as well, however they also showed a greater Market and Hierarchical opening than Altropallone (see relevant section in results chapter). The latter two dimensions are more internal process oriented, hence prone to control, rules and processes. In a more controlled, externally oriented environment, individualism and eagerness to share knowledge prevent negative clan features to arise.

Further MARSE Onlus, which is the only other voluntary organization, has a hybrid nature in so far as besides strictly voluntary based work, it has a specific department for projects development where it employs mostly paid employees. According to the organization's description provided in the feasibility study (see Annex C, point 2), its employees are more used to participate in partnership working and 'managerialism' and professional staff are more prominent features than in Altropallone, a mostly amateur driven organization. MARSE had probably more occasions to adapt its culture to the workings of collaborative environments, a deduction that is confirmed by their openness to share technical knowledge with other partners. In so doing they are mitigating the space for informality and more actively recognizing the opportunities to share with others.

6.4 Corroborating the robustness of the CVF and overcoming its abstract features

The value of the competing values framework was already eschewed in section 2.4.4. Its application in this study further validates its effectiveness both as a quantitative and qualitative model to identify culture types and their effectiveness in addressing both the internal and external environments of an organization. In this specific case it allowed to identify predominant and general traits of each stakeholder in 'Campi di Coesione'. Undertaking the CVF survey, mostly used in quantitative analysis, with the addition of a qualitative side (by questioning the interviewees on their reasoning and asking to provide examples) was functional in supporting the statement choices of the few but key stakeholders that undertook the survey.

The CVF revealed the potential cultural divergence between the partnership's stakeholders, but it alone would have not substantiated which aspect of a culture may trigger a conflict between partners. The CVF is too abstract in this sense. It is by looking at the relationships between the organizational culture and other variables that the study of culture discloses its best features. In this case, adding the variable of knowledge sharing was instrumental to identify the weaknesses of the Clan culture in a partnership context and the conflict of interests; other variables are also possible and they would enable the detection of issues related to other axes; Hierarchical and Entrepreneurial cultures, for instance, could be analysed by using an empowerment variable to explore power relations. In this sense it is worth spending some words on mutuality.

Mutuality according to Brinkerhoff (2002) is one of the salient aspects for defining partnerships and distinguishing them from other relationship types. Mutuality can be horizontal as opposed to hierarchical, coordination and accountability, and equality in decision making as opposed to domination of one or more partners.

By using the degree of knowledge-sharing this study has explored some aspects of mutuality, like transparency and soft resource exchange; variables such as the desire to engage instead, would address other facets of mutuality, such as equality in decision making and partner representation and participation. The desire to engage is a typical weakness of very hierarchical organizations, where strong verticality often hampers employees' willingness to make a contribution. When collaborating with an Entrepreneurial oriented organization – where employees' engagement is top priority – the organization may fall short of engagement in partnership decision-making, because its members are culturally not attuned to do so. This way weak cultural aspects can be detected and dealt with for the benefit of partnership workings, therefore overcoming the CVF's abstract features.

6.5 Implications for Research: Linking Barrier Symptoms to Organizational Cultures

This section wants to make a reflection on the work and the results achieved in this study. In section 2.4.6, some issues related to organizational culture's impact on PTSP were presented. The report by the New Local Government Network (NLGN), a UK think tank that seeks to transform public services and revitalise local political leadership, was presented because it analysed the main environmental and organizational barriers to PTSP (MacGregor, 2007).

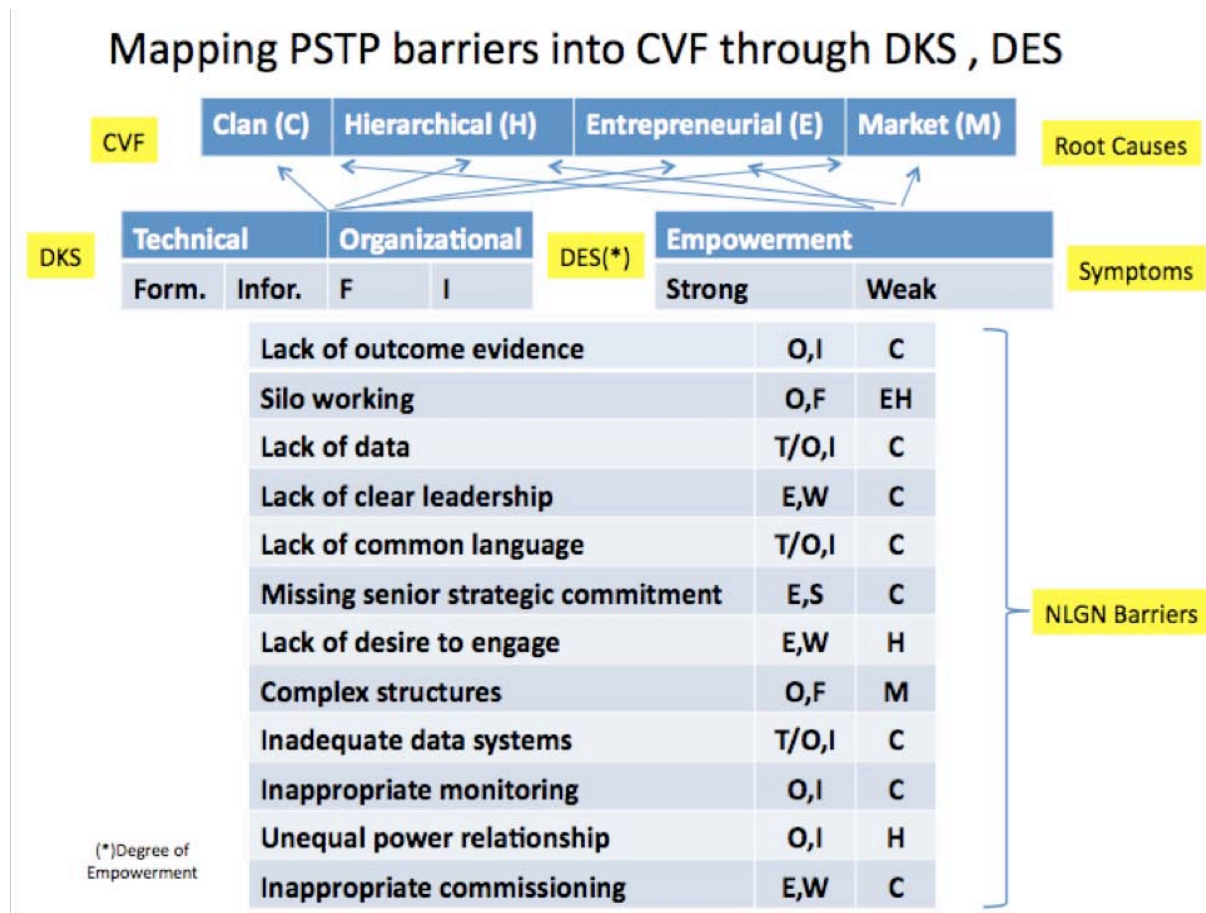


Figure 10 Elaboration of MacGregor's study on organizational and environmental barriers to PTSPs. In the table each organizational barrier presented in the NLGN Study by MacGragor (2007) is connected to the organizational/ technical, informal/ formal aspect of knowledge it belongs to and also to the organizational culture that is prone to show such symptom. For example 'Lack of outcome evidence' has to do with the poor documentation of processes undertaken in a company to achieve a result, hence it is an organizational (O) knowledge type of problem and it is linked to the informal (I) way in which tasks are undertaken. This is a typical facet of Clan (C) cultures where very little bureaucracy is present and evidence of actions taken to achieve results is often missing. *A degree of empowerment needs to be added if one wants to investigate the "lack of desire to engage" because this variable is not explained by knowledge sharing.

However it did so without offering a solution as to how the symptoms causing the barriers should be addressed in order to remove the barrier itself. What the report does not do is connecting the symptoms to the related organizational culture, being it hierarchical, market, clan or entrepreneurial, that, as this study suggests, are the very cause of such barriers. The best application of the CVF is that which consents to suggest interventions by spotting the symptoms and linking them to the root cause. That is precisely what this study has achieved by using the knowledge sharing variable to identify the clan culture as a barrier to partnership's workings.

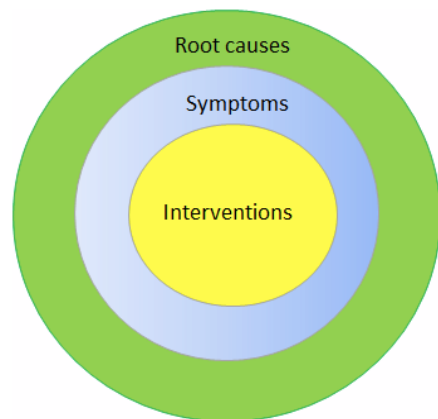
Evidence gathered during this work highlighted the need for a taxonomy of cultural

variables into two categories: root causes (primary) and symptoms (secondary). This is a personal elaboration, a proposition, therefore no crisp literature is there to substantiate this claim. This classification is needed to allow better prioritization and selection of the possible interventions to minimize the divergence between the charter (text) and outcome of future PTSPs and partnerships at large.

A more effective representation of MacGregor’s report is then offered in figure 10. Each symptom is linked with its cultural root cause and matched to the relevant formal/informal, technical/organizational form of knowledge. A degree of empowerment was added when the symptoms were not directly connectable to knowledge as a variable (management and leadership theories would serve the cause). A few examples follow:

The Lack of outcome evidence is a typical symptom of a Clan culture, where few things are documented, hence achievements are difficult to verify because the paths used to reach them are often only spoken of. ‘Silo working’ is typical of both Entrepreneurial and Hierarchical organizations. ‘Silo mentality’ in a local government means flattening the needs of today’s citizens and deliver public service following defined boundaries. In a corporation it means that the identification with the market is so high that collaboration is virtually impossible.

‘Lack of data’ is again the symptom of a Clan mentality, where nothing is documented and all is verbal. Clan cultures try to make without defined rules, like an orchestra without a score.



‘Lack of desire to engage’ is a facet of a very hierarchical culture, where the employee is not able to make a difference. He is not engaged and empowered (hence why figure 10 shows a degree of empowerment is the best variable to analyse the symptom).

As these examples suggest, the top priority interventions are the ones that are addressing the root causes and not the symptoms, but in order to do this causes and symptoms need to be paired together.

6.6 Limitations to the study’s approach

There are a few limitations that should be considered before utilising again the frameworks as proposed in this thesis. Firstly the statements proposed in the DKS survey had all the same weight because they were all considered equal. Perhaps though a weighted average could be introduced giving more importance to defined categories; just to remind the reader the DKS was divided into 4 categories – commitment, manager, cohesion, emphasis and rewards – to mirror those in the CVF survey by Zammuto and Krakover.

The thesis results revealed that the rewards category had a crucial importance for this study, because it contained the key statements that shed light on the conflict of interests. Further research in the field may reveal that other categories are more important indicators for the knowledge-sharing index and thus should be weighted accordingly.

Further the frameworks address only the issues that may arise due to organizational culture

conflicts. The thesis frameworks operating together, shed light on partners compatibility, in terms of operating cultures, on the importance of transparency and resource exchange, and finally on the crucial role of developing a common partnership identity and culture.

The literature shows (Brinkerhoff, 2002) that there are many other areas of assessment within a partnership that this study has not explored (because the aims were others) to name a few: partners willingness to adapt to meet partnership's needs, mutuality in decision making, partners performance, value-added in partnership's outcomes or importantly if the partnership is addressing the neighbourhood's problems in the most effective way or if it has an evaluation system in place that goes beyond the mere count of the total people that attended an organized event.

6.7 Recommendations

Based on the findings of this research some recommendations are proposed to improve 'Campi di Coesione' and future partnerships:

- Formal Processes: strive to achieve transparency in the PTSP's operating processes by making sure that decisions are formalised so that the informal space of Clan oriented cultures is minimized;
- Readiness: as organizational change is considered unavoidable (Drucker, 1999), organizational readiness refers to a series of techniques that an organization can put in place to enhance the perception in its employees that the organization is ready to change. In a context of merges and partnerships this concept is fundamental. As suggested by Birkenhoff (2002:226) "*a successful partnership relationship is one that has developed its own partnership identity [...] partnership identity entails an identifiable organizational culture, complete with processes and mechanisms reflective of the partnership's underlying values; a unique and identifiable mission, with associated comparative advantages and value-added*". A strong culture alignment program should be launched during the PTSP set up covering the length of the partnership agreement.

The program should include a clear definition of what is the desired cultural profile of the PTSP and the related readiness program to achieve it. For instance the plan could contain psychometric assessment of stakeholders, job training, coaching and mentoring and an ongoing monitoring to detect progress towards the achievement of the desired 'common culture'. The CVF analysis shows that in 'Campi di Coesione' more than 50% of stakeholders retain the original cultures. Observation in successful private companies shows that cultural conflicts will be minimized when partners adopt a 70% common culture platform (Milward, personal communication). A common platform is needed to achieve fast and effective management change in order for the partnership to align to changing market conditions;

- Role Models: The example must always come from the top as the partnership employees will align to the project managers (executives) of the partnership. It is of paramount importance for the cultural alignment to be fully endorsed at that level. Partnership's project managers and executives should always look for the opportunity to publicly celebrate good cases of cultural alignment. The role of executive and managers towards influencing employees on a common culture and organizational change is well highlighted in Cinite et al (2009) and Milward (2008);

6.8 Further research

The case study partnership is entering the service delivery stage just now. There is scope to detect more divergence between the feasibility study and overall outcomes when the project ends in 2012, further validating the linkage between organizational culture symptoms and root causes. This case represents a cross sectional view; future research on PTSPs and organizational culture therein over time seems a worthwhile step to continue theory development.

The theoretical frameworks presented here could also be applied to other PTSPs, public private partnerships or any kind of collaborative environment where stakeholders with different cultures sit on the Board. Further new variables can be introduced to investigate what this study largely left out, for example trust, mutuality in decision-making, motivation, involvement and cost/benefit analysis (see Wilson, 2009 analysis for example).

6.9 Conclusions

At the beginning of this study I asked the question: **To what extent and how stakeholders' cultural differences are influencing the outcomes of the partnership 'Campi di Coesione'?** and suggested that Public-Third Sector Partnerships (PTSP) – as well as Public-Private Partnerships – present inherent problems springing from the organizational culture baggage carried by each stakeholder. Organizational culture is a multi-layered significant whose essence many scholars tried to capture. Schein makes the best attempt by defining it as “the basic tacit assumptions about how the world is or ought to be, that a group of people share and that determines their perceptions, thoughts, feelings and overt behaviours” (Schein, 2004:25). These ‘basic assumptions’ are rooted in the personal and working history of each individual as time goes by, hence people’s behaviour in a partnership may be the result of both personal history, past and present working relations (and cultures). All these factors will influence the culture of the partnership, that to be effective must reach a balance, a common ground that is best suited to the goals of the partnership.

This study analysed the cultures of the stakeholders in ‘Campi di Coesione’ to understand the space of potential conflicts and the dominant cultural trend for each. It used a famous and many times validated methodology, Quinn and Cameron’s (1984) Competing Values Framework (CVF), that maps four main cultural archetypes (Market, Entrepreneurial, Hierarchical and Clan) according to their Internal/External and Adaptability/Control orientations.

Despite its usefulness, the framework is abstract and not able to disclose where and why cultures collide. Culture alone is not enough because it does not take into account the relationships of power, politics and agency (Lewis, 2003). Hence a second variable was introduced as an instrument to capture the divergence of interest between stakeholders. By using knowledge sharing as a complementary variable and by adding control statements to check for conflicting interests, the study revealed that a stakeholder – a voluntary organization - was marginalised and virtually excluded from co-operating with other partners.

When compared with the pre-feasibility study, such event compromised the outcome of the final feasibility study. The voluntary organization had the lowest knowledge-sharing index and it was accused of wanting to use the partnership’s finances for its own organizational purposes. A link was drawn to the organization’s predominant Clan culture; such a collectivist culture, contrary to an individualistic one (for example a Market oriented one) does not instil a drive in people to explore when and why knowledge sharing situations may prove

fortuitous and does not acknowledge the need to do so with outside partners (Hendriks, 2009).

This finding also validates why this research looked at culture within a partnership. Because of their inward orientation, Clan cultures in partnerships show a low degree of knowledge sharing, although paradoxically its nature is very knowledge sharing, as long as it serves organizational goals. The conflict of interest exploded because cohesion and allegiance are so prominent, that if the market turns somewhere else a Clan culture (which also shows adaptability to change, as per Quinn and Rohrbaugh's model) would follow it no question. In more controlled environments, normally present in Market and Hierarchical cultures, the space for negative informality of this kind is minimised.

This study suggests that there is a link between the symptoms, expressed as the degree of knowledge-sharing in this case, and the root cause, the organizational culture; it indicates that the most effective way to address organizational barriers in a PTSP is to devise and prioritize interventions according to the root-causes and not the symptoms, because the latter depends on the former. Finally it hints to the establishment of a 'common culture' program at partnership's inception in order to minimize the space for conflicts between stakeholders and reduce the probability of partnership's collapse due to cultural clashes.

ANNEX A Partnerships Literature Related

Partnership Categorization

	Statutory based (by Law)	Voluntary based	<u>Commercially based</u>
Policy Dev't	Local Strategic P'ships	Transport P'ships	Environmental P'ships Learning P'ships Economic P'ships
Service Delivery	Crime P'ships Childcare P'ships		PFI P'ships Service Delivery P'ships

Figure 11 Public-Private Partnerships Arrangements (Geddes, 2005)

ANNEX B Data Related



Reward Statement	Other Statement
Formal/Technical (FT) 1) There are examples where knowledge sharing has been formally and positively recognized.	Emphasis - Formal/Technical (E/FT) A) I support the open celebration of technical knowledge sharing
	
Formal Organizational (FO) 2) There is evidence of actions taken to avoid hidden agendas and moonlighting situations	Commitment – Formal/Organizational (C/FO) B) I fully endorse partnership’s mission, objectives and targets as formally agreed
	
Informal Organizational (IO) 3) There have been cases where important and useful data have not been shared with me and I have acknowledged it with other members	Commitment – Formal/Technical (C/FT) C) Within the partnership I encourage the sharing of technical expertise.

Table 12 The crossing-over effect happens when a person refers, either positively or negatively, to the behaviour of other people in the partnership, affecting his/her score. The formulation of these sentences is also important because it seeks to highlight the occurrence of a conflict of interest.

For the purpose of explaining how the cross-referencing statements were chosen the table above is provided (the numbers and letters attached to each statement are functional to this explanation only and they do not appear in the data spreadsheet or in any other snapshot included in the thesis).

If an interviewee answered positively to statement 1) he was asked to provide examples that referred to the conduct of other partnership members. His or her comment would alter positively or negatively the answers given by those interviewees he or she referred to. For example La Grande Casa referred to MARSE as a case of organization that was actively sharing its knowledge about focus groups methodologies with all other partners. This is a positive remark that affects the way MARSE answered on statement B. In MARSE’s spreadsheet one of the two interviewees gave a ‘Neutral’ to sentence B), hence that was changed to ‘Favourable’ to reflect the positive example La Grande Casa mentioned. This is done by inserting a ‘0’ to mark MARSE’s previous answer and a ‘red’ 1 is instead positioned on ‘Favourable’ (see this applied to the orange section in table 13 on page 84).

How does a cross referencing statement affect the DKS Index score? Changing answers lowers or adds 50% to each answer because it alters the answer of one of the two interviewees at a time, which accounts for half of the total possible score of 100%. Because all 20 statements’ score are summed and divided by the total each alternation contributes to +/- 0.2% of the total score (see below).

Reminding the reader of how the DKS Index was calculated:

As explained in section 4.1.1.3 the overall knowledge sharing score is calculated this way: positive answers are summed and the average is taken, the same is done for negative and neutral scores. Each answer counts for 50%. The average of the sum of all positive answers (20 in total) was taken and the same was done for neutral and negative answers. One statement in each set refers to a negative side of the informal technical or organizational knowledge and was decoded with a negative polarisation. For instance: “In my group I am aware of people that promote organization’s interests outside the partnership’s mission”; answering positively was counted as a negative affirmation in the results and vice-versa, answering negatively was counted positively, increasing the points towards a more

knowledge sharing attitude. If the statement was negatively polarised the negative answer was accounted for.

Finally the last statement of the Rewards section ‘There have been cases where important and useful data have not been shared with me and I have acknowledged it with other members’ was not coded negatively as all other informal statements in the questionnaire. This is because the statement is affirmative, so answering ‘Favourable’ means that at least in one case data were not shared with one member and it was recognized an issue by partnership members. This recognition is positive because it brings informality to the spotlight. Answering ‘Unfavourable’ means that such episode did not occur to the knowledge of the member but also that if it occurred members would not raise this issue with other stakeholders, effectively perpetrating informality instead of avoiding it. The interviewees were warned of this and were asked to think of both meanings when scoring ‘Unfavourable’, which would lower their score. Similarly to marking the position in the cross-referencing effect, if the interviewee said he or she did not encounter the problem but in case he or she would, they would raise the issue in the partnership, their ‘Unfavourable’ answer was marked with a ‘0’ and the ‘1’ was inserted in the ‘Neutral’ column instead, so that their score was not affected in a negative way (refer to table 13 on the next page).

Degree of Knowledge Sharing - Questionnaire

Degree of Knowledge Sharing - Questionnaire																
MARSE Onlus	Survey Data						Survey responses (Researcher and Area responsible)					Survey responses (Researcher and Area responsible)				
Poll Questions	Category	Dimension					Interviewee: Dr Nicola Basile					Interviewee: Michele Giussani				
	Category	Type	Question polarity	% Fav (4-5)	% Neutral (3)	% Unfav (1-2)	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
	Manager	Informal	Positive				1	2	3	4	5	1	2	3	4	5
	Cohesion	Technical	Negative													
	Emphases	Organizational														
	Rewards															
Within the partnership I encourage the sharing of technical expertise.	C	FT	P	100.0%	0.00%	0.0%				1					1	
I fully endorse partnership's mission, objectives and targets as formally agreed.	C	FO	P	100.0%	0.00%	0.0%				1						1
Within the partnership I feel confident in sharing expertise outside my formal role (i.e. promote curiosity and lateral knowledge)	C	IT	P	50.0%	50.00%	0.0%			1							1
Within the partnership I know in advance of future possible changes, therefore amplifying partnership's gossip.	C	IO	N	0.0%	0.00%	100.0%		1					1			
My Manager proactively promotes sharing of technical information.	M	FT	P	50.00%	0.00%	50.00%				1			1			
My Manager openly discuss and reviews future organizational changes before announcing them.	M	FO	P	100.00%	0.00%	0.00%				1					1	
My Manager is an advocate of general technical knowledge sharing outside of the partnership.	M	IT	P	0.00%	50.00%	50.00%								1		
My Manager does lobby attendees before meetings to seek consensus	M	IO	N	0.00%	0.00%	100.00%	1	1						1		
My Group spontaneously creates technical meetings to achieve targets.	Ch	FT	P	100.00%	0.00%	0.00%					1				1	
I discuss with my Group improvements to be proposed to management.	Ch	FO	P	100.00%	0.00%	0.00%									1	
My Group prompts technical knowledge development and excellence.	Ch	IT	P	50.00%	50.00%	0.00%				1					1	
I'm aware of people that promote organisation's or personal interests outside of the partnership's mission.	Ch	IO	N, Cross - to C/FO	0.00%	0.00%	100.00%	1			1		1		1		
I support the open celebration of technical knowledge sharing	E	FT	P	100.00%	0.00%	0.00%					1				1	
I normally discuss the impacts of changes with everybody (within the partnership) who can contribute.	E	FO	P	100.00%	0.00%	0.00%					1				1	
I would like to have more tools and systems to promote technical sharing over internet (i.e. online tools to share technical knowledge about the partnership's mission and objectives).	E	IT	P	50.00%	50.00%	0.00%				1				1		
I don't care if within the partnership there are many procedures which are not formally documented.	E	IO	N	50.00%	50.00%	0.00%				1				1		
There are examples where knowledge sharing has been formally and positively recognized.	R	FT	P, Cross + to E/FT	50.00%	50.00%	0.00%			1						1	
There is evidence of actions taken to avoid hidden agendas and moonlighting situations.	R	FO	P, Cross - to C/FO	50.00%	50.00%	0.00%				1				1		
Communications openly highlighted technical expertise outside the partnership's scopes.	R	IT	P	0.00%	0.00%	100.00%		1					1			
There have been cases where important and useful data have not been shared with me and I have acknowledged it with other members.	R	IO	P, Cross - to C/FT	0.00%	100.00%	0.00%		0	1				0	1		
Total Survey Score (Averaged)				65%	23%	13%										
Total DKS Index	53%			65	23	13										

Table 13 DKS Questionnaire showing the answers of MARSE Onlus. The crossing over of the first statement in the Rewards (R) section (made by La Grande Casa) is marked on the answer given to the first statement of the Emphasis (E) section (by MARSE Onlus). Also both MARSE's 'Unfavourable' answers on the last statement of the Rewards section is changed to 'Neutral' in order to no affect its score.

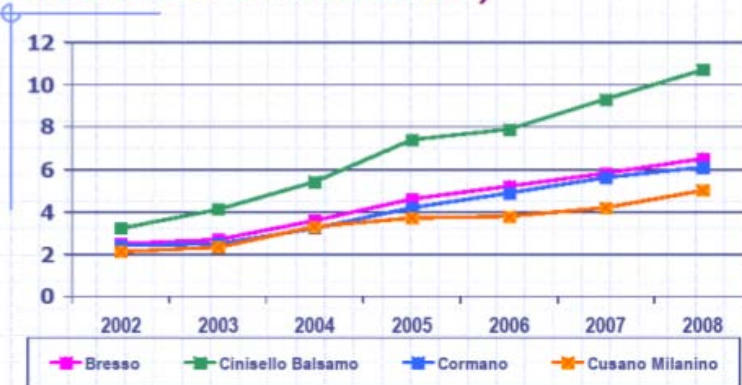
ANNEX C Case Study Related

1. Socio-political and historical context of Crocetta

The population of Cinisello Balsamo (North of Milan) went from 15,366 to 77,284 inhabitants between 1951 and 1971, to reach 80,757 in 1981. At the beginning of 2008 the resident population was 73,683. The population explosion is linked to the consolidation of a model of fordist city, and demographic trend were closely linked to the emergence of large factories located nearby Sesto San Giovanni and the northern outskirts of Milan. The crisis of the Fordist model of production and regulation has seen the establishment of strong restructuring processes and conversion of employment, as well as reconstruction of the city's identity through experimentation with a variety of projects and policies of urban renewal that invested so much the centre and the suburb (through aforementioned Neighbourhood Contracts).

Today one can speak of a third phase of migration process, during which the city of Cinisello Balsamo becomes increasingly heterogeneous with regard to the presence of different ethnic communities on the territory. This trend, as evidenced by Graph 1, compared with adjacent municipalities Cinisello Balsamo, is characterized by significantly higher percentages of migration intakes. This process has produced a fragmented population of the city, especially in the districts of Crocetta and Sant Eusebio leading to social and spatial segregation. Even today, although some conditions have changed, the neighbourhoods are perceived as dangerous and marginal, especially with regards to the district Crocetta. Conflicts arise between locals and immigrants over failed payment of housing bills, illegal subletting, housing defaults and everyday living cultural miscomprehensions.

Il trend demografico degli stranieri (dal 01.01.2002 al 01.01.2008)



Graph 1: Demographic trend of foreigners to Cinisello Balsamo – green line – and other neighbouring suburbs (from January 2002 to January 2008) Source: Centro Studi ALSPES

On a total population of 5,011, 40,8% of Crocetta's inhabitants is of foreign origin (Comune di Cinisello Balsamo, 2009). Crocetta lies in the southern part of the City and is enclosed in a triangle of infrastructure (Highway A4 Milan-Venice, Viale Fulvio Testi SS-36, the trenches of Stalingrad street) that physically separates the district from the rest of the city. The neighbourhood is then closed off from main roads, characterized by high building density and an almost total lack of green space.

The stock is almost exclusively private residential (formerly Crocetta was the middle-class neighbourhood, in contrast with the more popular neighbourhood of St. Eusebio) and it is characterised by high population turnover. The municipality of Cinisello has been neglecting this area for many years, because the housing stock was private; when the 1960's and 1970's middle class moved to Milan and the surrounding industries closed, a collapse in property values was triggered and it encouraged extreme subletting.

In recent years, the district is experiencing a downward trajectory; a 'reversed gentrification' process coupled with increasing forms of discomfort and social disintegration, combined with

a perception of isolation and abandonment by the inhabitants.

S. Eusebio, in the northern part of Cinisello Balsamo was for decades a stigmatized neighbourhood, but in recent years, thanks to many processes of social and urban redevelopment it appears in a different light, certainly more positive. Many issues however still remain, mainly related to clusters of public housing (the majority of population lives in ALER housings - stands for 'Azienda Lombarda Edilizia Residenziale' or Lombardy Residential Housing Company) where the unemployment and school drop are higher than in other parts of the territory. This is a neighbourhood that has experienced a period of intense crisis, and that recently was involved in a successful program lead by the local municipality of Cinisello Balsamo and aimed at the development of better social networks and relationships between citizens.



ANNEX D Partnership Scoping

The following partnerships had been considered and contacted before making the final decision:

- 1) New Heartlands Housing Renewal – Liverpool

Reason for rejection: Private developers did not sit on the Board.

- 2) Fatima Mansions Housing Renewal – Dublin

Reason for rejection: PPP ended in 2007, many stakeholders had left the area, very hard to get in touch.

- 3) Waste Management PFI – Nottinghamshire Council (UK)

Reason for rejection: No social component.

- 4) Raploch Urban Regeneration Company – Stirling (Scotland)

Reason for rejection: No private sector representatives were sitting on the Board

- 5) Partnerships British Columbia, Infrastructure related PPPs – Vancouver (Canada)

Reason for rejection: My hassling did not return the expected information and support.

- 6) Sunny Car in a Sunny Region, SVP set up to develop electric cars and infrastructure – Sicily (IT)

Reason for rejection: It had yet to start, though the contract had been signed.

- 7) Milano Metropoli, Public development agency – Milan (IT)

Reason for rejection: Only 2% private sector representatives and not involved in the Board's decisions.

- 8) LISIT, SVP set up to develop the Regional Health Card for Lombardy (Tessera Sanitaria Regione Lombardia) – Milan (IT)

Reason for rejection: Not relevant for cultural conflicts analysis.

- 9) Lecce Fiere, joint venture to build a new exhibition pavilion – Lecce (IT)

Reason for rejection: No social component

ANNEX E Surveys

Competing Values Framework (CVF) - Survey												
Poll Questions	Category	Dimension	Cinisello Balsamo Municipality		Association MARSE Onlus		La Grande Casa Coop (Onlus)		Employment and Integration Association (Onlus)		L'Altropallone Association	
			Dr Massimo Capano	Elisabetta Bruson	Dr Nicola Basile	Michele Giussani	Dr. Diego Mairani	/	Dr. Claudio Palvarini	Marco Gau	Enrica Lia	Michele Papagna
	Character Manager Cohesion Emphases Rewards	Clan (A) Entrepreneurial (B) Hierarchical (C) Market (D)										
The Partnership is a lot like an extended family. People seem to share a lot of themselves.	C	A	0	5	25	15	20	0	20	20	40	15
It is a very dynamic and entrepreneurial place. People are willing to stick their necks out and take risks.	C	B	40	35	45	30	45	0	50	30	30	35
Is a very formalised and structured place. Bureaucratic procedures generally govern what people do.	C	C	50	40	10	35	15	0	0	20	20	25
Is very production orientated. A major concern is with getting the job done. People aren't very personally involved. (even if the market goes left the org keeps going right)	C	D	10	20	20	20	20	0	30	30	10	25
Total C			100	100	100	100	100	0	100	100	100	100
Managers are warm and caring. They seek to develop employees' full potential and act as their mentors or guides.	M	A	35	35	40	30	30	0	10	10	30	30
Managers are risk-takers. They encourage employees to take risks and be innovative.	M	B	10	15	20	10	25	0	40	40	25	20
Managers are rule-enforcers. They expect employees to follow established rules, policies and procedures.	M	C	40	15	20	40	10	0	0	0	20	20
Managers are coordinators and coaches. They help employees meet the organisation's goals and objectives.	M	D	15	35	20	20	35	0	50	50	25	30
Total M			100	100	100	100	100	0	100	100	100	100
The glue that holds me to the partnership is loyalty and tradition. Commitment to this partnership runs high.	Ch	A	25	15	10	10	30	0	0	15	25	30
The glue that holds me to the partnership is commitment to innovation and development. There is an emphasis on being first (i.e. internal competition within the partnership).	Ch	B	50	35	40	20	25	0	50	30	30	30
The glue that holds me to the partnership is formal rules and policies. Maintaining a smooth running operation is important here.	Ch	C	5	25	20	40	10	0	0	20	15	20
The glue that holds me to the partnership is the emphasis on tasks and goal accomplishment. A production orientation is commonly shared.	Ch	D	20	25	30	30	35	0	50	35	30	20
Total Ch			100	100	100	100	100	0	100	100	100	100
Within the Partnership I emphasise human resources. High cohesion and morale in the organisation are important.	E	A	30	25	30	20	25	0	0	20	40	35
Within the Partnership I emphasise growth and acquiring new resources. Readiness to meet new challenges is important.	E	B	35	25	40	40	50	0	50	35	20	20
Within the Partnership I emphasise permanence and stability. Efficient, smooth operations are important.	E	C	30	25	20	20	10	0	0	10	20	20
Within the Partnership I emphasise competitive actions and achievement. Measurable goals are important.	E	D	5	25	10	20	15	0	50	35	20	25
Total E			100	100	100	100	100	0	100	100	100	100
The Partnership distributes its rewards fairly equally among its members. It's important that everyone from top to bottom be treated as equally as possible.	R	A	30	35	15	15	25	0	0	10	35	25
The Partnership distributes its rewards based on individual initiative. Those with innovative ideas and action are most rewarded.	R	B	15	25	35	45	25	0	100	45	30	45
The Partnership distributes rewards based on rank. The higher you are, the more you get.	R	C	40	5	0	10	10	0	0	0	15	10
The Partnership distributes rewards based on the achievement of objectives. Individuals who provide leadership and contribute to attaining the organization's goals are rewarded.	R	D	15	35	50	30	40	0	0	45	20	20
Total R			100	100	100	100	100	0	100	100	100	100
Total A		Clan	24	23	24	18	26	0	6	15	34	27
Total B		Entrepreneurial	30	27	36	29	34	0	58	36	27	30
Total C		Hierarchical	33	22	14	29	11	0	0	10	18	19
Total D		Market	13	28	26	24	29	0	36	39	21	24

Table 14 Competing Values Framework (CVF) Survey

Degree of Knowledge Sharing - Questionnaire																
Cinisello Balsamo Municipality		Survey Data					Survey responses (Social and Education Department Responsible)					Survey responses (Operational and project manager)				
Poll Questions	Category	Dimension	Question polarity Positive Negative	% Fav (1-2)	% Neutral (3)	% Unfav (4-5)	Elisabetta Bruson					Dr Massimo Capano				
							Strongly Disagree 1	Disagree 2	Neutral 3	Agree 4	Strongly Agree 5	Strongly Disagree 1	Disagree 2	Neutral 3	Agree 4	Strongly Agree 5
Within the partnership I encourage the sharing of technical expertise.	C	FT	P	50.0%	0.00%	50.0%		1		0				1		
I fully endorse partnership's mission, objectives and targets as formally agreed.	C	FO	P	100.0%	0.00%	0.0%				1				1		
Within the partnership I feel confident in sharing expertise outside my formal role (i.e. promote curiosity and lateral knowledge)	C	IT	P	50.0%	50.00%	0.0%			1					1		
Within the partnership I know in advance of future possible changes, therefore amplifying partnership's gossip	C	IO	N	50.0%	0.00%	50.0%				1						
My Manager proactively promotes sharing of technical information.	M	FT	P	50.00%	50.00%	0.00%				1				1		
My Manager openly discusses and reviews future organizational changes before announcing them.	M	FO	P	100.00%	0.00%	0.00%				1				1		
My Manager is an advocate of general technical knowledge sharing outside of the partnerships.	M	IT	P	50.00%	50.00%	0.00%				1				1		
My Manager does lobby attendees before meetings to seek consensus.	M	IO	N	0.00%	0.00%	100.00%	1							1		
My Group spontaneously creates technical focus groups to achieve targets.	Ch	FT	P	100.00%	0.00%	0.00%					1			1		
I discuss with my Group improvements to be proposed to management.	Ch	FO	P	100.00%	0.00%	0.00%								1		
My Group prompts technical knowledge development and excellence.	Ch	IT	P	0.00%	100.00%	0.00%				1				1		
In my Group I am aware of people that promote organisation's interests outside of the partnership's mission.	Ch	IO	N	50.00%	0.00%	50.00%	1						1			
I support the open celebration of technical knowledge sharing.	E	FT	P	50.00%	0.00%	50.00%		1						1		
I normally discuss the impacts of changes with everybody (within the partnership) who can contribute.	E	FO	P	50.00%	0.00%	50.00%		1						1		
I would like to have more tools and systems to promote technical sharing over internet (i.e. more use of dedicated online tools and social media).	E	IT	P	50.00%	50.00%	0.00%				1				1		
I don't care if within the partnership there are many procedures which are not formally documented.	E	IO	N	0.00%	0.00%	100.00%		1					1			
There are examples where knowledge sharing has been formally and positively recognized.	R	FT	P, Cross + to E/FT	50.00%	50.00%	0.00%				1				1		
There is evidence of actions taken to avoid hidden agendas and moonlighting situations.	R	FO	P, Cross - to C/FO	50.00%	0.00%	50.00%	1							1		
Communications openly highlight technical expertise outside the partnership's scopes.	R	IT	P	50.00%	50.00%	0.00%				1				1		
There have been cases where important and useful data have not been shared with me and I have acknowledged it with other members.	R	IO	P, Cross - to C/IT	0.00%	100.00%	0.00%				1			1			
Total Survey Score (Averaged)				60%	25%	15%										
Total DKS Index	45%			60	25	15										

Table 15 Degree of Knowledge Sharing Survey

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