

WORKING TOGETHER

A GREEN PAPER

March 2012



GREEN PAPER 'WORKING TOGETHER'

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ORIGINS OF THE PROJECT

At a meeting of the Community Services Futures Forum in March 2011, it was agreed to develop a green paper around how the sector could work better together in the face of significant and unprecedented change in the state and national community service environment. This would involve:

- Shifting the discussion from organisational size to organisational behaviour. What kind of organisational behaviour is required to work well with other organisations and achieve positive client outcomes?
- The importance of examining both enablers and blockers that have a role in the sector collaborating more effectively.
- Examining the possibility of collaborative practice solving key sustainability issues like back office capacity and competence.
- Examining best practice around consortium/partnership/collaboration models and a potential move from lead agency to facilitative leadership models.
- Placing the paper in the context of recent efforts to better define the relationship between the sector and government and providing a framework for sector development and investment.

The decision to move from a focus on organisational size to one on organisational behaviour was influenced by the “Does Size Matter” conversation at the 2009 QCOSS Conference in Brisbane and the emerging evidence of collaborative success in place-based initiatives.

“Services run by small agencies are not ipso facto better than services run by large agencies or vice versa. Large agencies have to guard against being too internally focused, but so too can smaller agencies become insular and inward looking. UnitingCare believes it is important that we consider how we want to ‘be’ as organisations and how we ‘behave’ as a sector. The character of organisations is probably a far more important matter to debate and concern ourselves with than size alone. It is ultimately our organisational behaviour that will determine our capacity to work together for better client and community outcomes.”(Cross, 2009)

Keast (2011) also argues that the Not for Profit sector needs to better articulate what they do and government need to engage more deeply with the sector to shape the reform agenda and provide the rationale for actions taken.

WHY A GREEN PAPER?

Green and white paper language is typically that of government. A green paper is usually a tentative government report on a key issue, designed to stimulate debate without any commitment to action. It is sometimes followed by a white paper which might then be a vehicle for change to legislation.

In this case a green paper will indeed be a vehicle to stimulate debate and encourage contribution on how we, the community services sector, can take leadership through collaboration in responding to the tectonic shifts in policy, product and purchasing that are

shaping our world.

Using green paper language is deliberate in conveying a message that this is only the first step and that it will be a sector-led process to discover our internal capacity to work better together and be more than the sum of our parts when it comes to outcomes for clients, organisations and community.

The debate is intended to be robust and focused on how we achieve significantly enhanced client and community outcomes as opposed to organisational survival at all costs.

A wide range of non-attributed interviews were undertaken to ensure that all possible themes were identified in thinking about sector led changes to the way we work together.

CHANGE DRIVERS IN THE COMMUNITY SERVICES SECTOR

There are over 2,200 non-government businesses conducting community services activities in over 5,000 locations in Queensland. The sector employs more than 100,000 workers and total receipts of the sector are well in excess of \$5.3b (Norton, 2010). Norton makes the comment in valuing the sector: 'There is a risk that economic drivers will drown out the goals and strategic intent that are really the most important, and are fundamental to the organisations that were established to serve people needing help'.

Over recent decades a number of drivers have reshaped the community sector. These have included an exponential increase in government expenditure for a wide range of services, an increase in expectations for public accountability, a significant shift of risk to the sector, an expanding imposition of complex compliance and regulation, a heightened expectation of organisational performance and the adoption by government of a market place ideology.

Accountability for public funds, meeting or exceeding quality standards, managing workplace legislative impacts has required investment in more sophisticated information management and finance systems by both purchaser and provider. In some cases this has driven a strategic increase in scale of organisations to defray costs and allow investment. In other situations it has caused the demise of agencies or the forced amalgamation of others.

Many large agencies have been formed by the aggregation of their previously separate entities to manage both financial and performance risks. The creation of large church based agencies is a good example of this drive to scale. Access to capital, a much ignored strategic issue in the sector, has also come to the fore in rationalising this increase in scale.

In this environment it is likely that the more regulated, capital-intense, technology dependant, innately risky, large scale a particular service type becomes, then it is more likely that this will continue to drive organisational size as a consideration for purchasers. Large organisations do possess a different kind of resilience in the face of rapid change and can redeploy resources as well as demonstrate management and systems capacity to build these services.

The more successful the sector is in convincing governments that certain types of services should be available routinely in all communities the more likely it is that governments will seek to partner with a smaller number of providers to roll out services that meet criteria for timeliness, quality, risk management, value for money and access.

The influence of market place ideology should be recognised as a significant driver of change. Depending on the service stream that government is considering, the influence of the three P (product, price and value proposition) will vary in their importance – they will however exist in all considerations; will the back office policies related to efficient and effective contract management. The imperative for government to streamline business processes can result in a desire to have, where possible, fewer providers with complementary systems, competencies and capacities allowing the purchaser to align, collapse and rationalise contractual arrangements.

A strongly articulated view of the future (of the market) by both state and federal government is that increasingly the sector will need to:

- Identify and articulate the benefits of their services (social value proposition)
- Demonstrate their productive connectivity for innovation development
- Identify and explain the cost drivers in their organisation
- Offer evidence of workforce and business development (assessed capability)
- Demonstrate a commitment to contemporary productivity in service delivery and overall organisational performance
- Embrace mutuality as a principle to guide development of the market and the tools and knowledge to skill the industry.

Transfer of risk to our sector and its management has certainly captured the attention of some organisations and their governance structures but it remains relatively unexplored as a significant driver of change in our sector. An organisation's capacity to manage, mitigate, avoid or even transfer risk has a bearing on its reputation as well as its insurance and other operational costs. Some work has commenced in Australia to look at the impact of this factor on the community sector (Green, 2010). There is little doubt that this area of our operations has great capacity to challenge service values, practitioner practice frameworks and organisational capacity and competence. It is an area that also lends itself to better outcomes through collaboration to share risk.

These changes have also seen the emergence of For-Profit providers and other agencies whose business models are different from traditional NGO. Some have a Not for Dividend approach but are more likely to invest in new business and sustain a loss in the short-term as the business is built. An obvious consequence of a marketplace model is the significant increase in business development positions within NFP. These positions are often more than experienced submission writers and concentrate on strategic repositioning and gaining 'footprint'.

The recent Productivity Commission reports have highlighted the size, complexity and dilemmas of our sector better than ever before and an emerging reform agenda will overlay our existing adaptations to change. For the Community Services sector this will be in a "Third Sector" context with an underlying governance structure that is unlikely to emerge maturely in time to manage the complexity of 'The Perfect Storm' of issues confronting the sector nationally.

The 'Perfect Storm' of issues referred to have the capacity to significantly erode the long term viability and diversity of service delivery in our sector. Is this too extreme an analysis? Consider the components of the 'Perfect Storm':

- The current Community Services award decision and the Commonwealth's support for it may see any productivity issues 'de-coupled' from the award implementation (over eight years) and depending on how the Commonwealth funds the changes, line departments may well pursue savings through tender renewal cycles.
- The ongoing erosion of the Fringe Benefits Tax concession cap. Will the decision be to do nothing, remove the concession or index it?
- Taxation decisions regarding 'charity businesses' may or may not arise this next fiscal year.
- The increase in the mandatory superannuation contribution from 9 % to 12%
- Carbon pricing and its varied impact on providers
- Harmonisation of Occupational Health and Safety regulation impacts
- Slow implementation of administrative burden reduction in the line departments of the Commonwealth and State governments
- A Third Sector Office governance structure that may not, in a timely fashion, have the authority to co-ordinate the various outcomes of the above components of a Perfect Storm that impact mainly on the Community Services sector.

A current view regarding the outcome of the gender equity case is that regardless of the quantum determined, the Commonwealth will fund it using an as yet unknown mechanism, but with the de-coupling of productivity from the implementation the devil will be in the detail.

Should this be the position of the Commonwealth then it is unlikely that the states will do more than equal that offer or plead they have to offer lower supplementation levels and therefore require greater efficiency savings in their contracts. This sort of decision has the capacity to shake out the sector nationally as a market place. Queensland has one advantage should the decision go this way – it is still managing the consequences of such a decision.

Workforce challenges are ever present in community services and are often exacerbated when sectors of the economy attract away front-line and technical staff. Wage differentials play a strong part in this ebb and flow and the need for continued industry-wide investment and development are reinforced by this summary:

In Queensland, Community Services employs approximately 114,100 workers as at May 2011, or 4.9% of the Queensland workforce. There were estimated to have been an additional 66,000 volunteers working in community services in June 2009 providing an average of 92.9 hours of work.p.a.

This level of community engagement is extremely positive for the industry, but does present some unique workforce challenges.

Community service industries continue to have difficulty attracting sufficient skills and labour, and experience high turnover of staff, with a significant proportion of staff exiting the sector every year. Increased service demand along with skill and labour shortages creates increased workload and increased worker stress.

Employers have limited resources available to invest in training and workforce development, and often don't have the funds and/or the available staff to backfill positions while workers are in training. Small and not-for-profit enterprises in the community services industry have limited capacity for strategic workforce planning, and the management and leadership capacity across the industry requires further development (QSHISC, 2011).

In summary the sector has been dealing with unprecedented growth in size, complexity and regulation. Sustainability, in every sense of the word, has been a major focus for most agencies. The sector's capacity development is uneven and rural and remote services experience all of the above factors more intensely than do other service locations.

Additionally, in terms of overall sector performance in communities of entrenched disadvantage progress has been slow or stalled for three decades (Scan of Disadvantage, 2010).

Finally, the general view of the medium term prospects for funding at state and commonwealth levels is – lean times ahead. Once consumer directed funding models take hold the demand for transparent sector performance and choice will redouble.

It is appropriate to look at the work done to redefine the sector's relationship with government and the mechanisms now in place for responding to some of the challenges outlined above.

SECTOR CAPACITY AND RELATIONSHIP BUILDING ACTIVITIES

Queensland has been a very active jurisdiction in the past five or so years creating mechanisms for the sector and government to work more collaboratively together as well as initiating significant sector development resources and projects. A number of other government initiatives have also impacted on our regulatory and operating environment during this period.

Overall the continuing trajectory of the sector is one of moving towards equalising relationships with government, improving our strategic capacity and enhancing our operational capability and sophistication.

The following list is indicative of the journey since the days of the creation of the Queensland Community Services Sector Charter:

TOWARD A FAIRER QUEENSLAND (AS PART OF Q2)

FUTURES FORUM

QUEENSLAND COMMUNITY SERVICES SECTOR CHARTER

QUEENSLAND COMPACT

FAIR LEVEL OF FUNDING PROCESS (AND ITS OFFSPRING)

MEASUREMENT CONTINUUM OF INPUT-OUTPUT-OUTCOME-IMPACT

COMMUNITY SECTOR INVESTMENT FRAMEWORK

IMPLEMENTATION OF QUALITY STANDARDS

COMMUNITY DOOR (information on Working Together is very relevant now)

STRENGTHENING NGO

SINGLE SERVICE AGREEMENT / BETTER SERVICES BILL 2011

REGULATORY SIMPLIFICATION PLAN/CONTRACT MANAGEMENT REVIEW

HARMONISATION OF QUALITY STANDARDS

SKILLS QUEENSLAND'S STRATEGIC INVESTMENT FUND

NO WRONG DOOR

It is testament to the hard work of all parties that the sector has developed such robust mechanisms to not only help mature the purchaser/provider relationship but also to provide contemporary tools to help build capacity of the sector.

The Commonwealth government has developed a comprehensive suite of policy reform mechanisms since 2007 that impact on the sector. Many additional activities have come about with the implementation of the recommendations of the Productivity Commission report: Contribution of the Not-for-Profit Sector.

AUSTRALIAN SOCIAL INCLUSION BOARD

NATIONAL COMPACT

OFFICE OF THE NOT FOR PROFIT SECTOR, precursor to

AUSTRALIAN CHARITIES AND NOT FOR PROFIT COMMISSION

NFP ROUNDTABLE

STREAMLINING CONTRACTING AND FUNDING

HARMONISATION OF REGULATORY ENVIRONMENT

Some of these activities are precursors to others and may be collapsed into a wider policy suite as time goes on. Sitting along-side all of these efforts to adapt to new expectations in the purchaser/provider environment are the ever present global business challenges driven by wider regulatory reform, workforce changes, competition, smarter governance standards, increased demand for innovation, thin margins requiring productivity gains to invest in infrastructure and the difficulties of accessing capital.

Increasingly this common workload for sector organisations has the potential to be mitigated through contemporary collaboration mechanisms.

IS THERE EVIDENCE THAT COLLABORATION IMPROVES IMPACT, INNOVATION AND PRODUCTIVITY?

The wide ranging assessment of high impact NFP's undertaken by Crutchfield and McLeod Grant (2008) clearly identified a refreshing take on cooperation and collaboration as a means to success at an operational, strategic, and most importantly, client outcome levels of performance. A summary of their findings provides an insight into the strategic thinking of the leadership of the organisations.

The secret to their success lies in how high-impact non-profits mobilize every sector of society – government, business, non-profits, and the public – to be a force for good. In other words, greatness has more to do with how non-profits work outside the boundaries of their organizations than with how they manage their own internal operations.

The high-impact non-profits in the study were satisfied with building a “good enough” organization and then focusing their energy externally to catalyse large-scale change. Their idealism is grounded in real pragmatism. These non-profits are not so much ideological as they are focused on achieving greater impact through:

1. Serve and Advocate:

All high-impact organizations bridge the divide between service and advocacy. They become good at both. And the more they serve and advocate, the more they achieve impact. A non-profit's grassroots work helps inform its policy advocacy, making legislation more relevant. And advocacy at the national level can help a non-profit replicate its model, gain credibility, and acquire funding for expansion.

2. Make Markets Work:

High-impact non-profits have learned that tapping into the power of self-interest and the laws of economics is far more effective than appealing to pure altruism. No longer content to rely on traditional notions of charity, or to see business as an enemy, these non-profits find ways to work with markets and help companies "do good while doing well." They influence business practices, build corporate partnerships, and develop earned income ventures to achieve social change on a grander scale.

3. Inspire Evangelists: High-impact non-profits build strong communities of supporters who help them achieve their larger goals. They value volunteers, donors, and advisers not only for their time, money, and guidance, but also for their evangelism. To inspire supporters' commitment, these non-profits create emotional experiences that help connect supporters to the group's mission and core values. These experiences convert outsiders to evangelists, who in turn recruit others in viral marketing at its finest. High-impact non-profits then nurture and sustain these communities of supporters over time, recognizing that they are not just means, but ends in themselves.

4. Nurture Non-profit Networks: Although most non-profits pay lip service to collaboration, many of them really see other groups as competition for scarce resources. But high impact organizations help their peers succeed, building networks of non-profit allies and devoting remarkable time and energy to advancing their fields. They freely share wealth, expertise, talent, and power with other non-profits not because they are saints, but because it's in their self-interest to do so.

5. Master the Art of Adaptation: High-impact non-profits are exceptionally adaptive, modifying their tactics as needed to increase their success. They have responded to changing circumstances with one innovation after another. Along the way, they've made mistakes and have even produced some flops. But unlike many non-profits, they have also mastered the ability to listen, learn, and modify their approach on the basis of external cues. Adaptability has allowed them to sustain their impact.

Too many non-profits are highly innovative but can't execute new ideas. Other non-profits are so mired in bureaucracy that they lack creativity. But high-impact non-profits combine creativity with disciplined systems for evaluating, executing, and adapting ideas over time.

6. Share Leadership: The leaders of these 12 organizations all exhibit charisma, but they don't have oversized egos. They know that they must share power in order to be stronger forces for good. They distribute leadership within their organizations and throughout their external non-profit networks, empowering others to lead. Leaders of high-impact non-profits cultivate a strong second-in-command, build enduring executive teams with long tenure, and develop large and powerful boards.

An Australian perspective on collaboration can be gained from Chris Hall's 2009 Churchill Fellowship Report (Hall, 2010):

The implementation of the recommendations from this report has enormous potential to support the Australian sector to proactively address future sustainability and effectiveness issues through the use of mergers and strategic alliances. It is important to grasp this opportunity while the Australian economy is still conducive to continuous improvement initiatives rather than to wait for an environment that may lead to crisis-driven responses.

Key learnings and observations:

I concluded that: the UK and US experience confirms much of what is in the literature although mergers and alliances are not as prevalent as expected; the UK and US economic crises and related factors have forced exploration of collaboration by not-for-profits but a proactive rather than a crisis-driven approach is more likely to lead to success; smaller-sized and rural and remote based organisations have specific capacity building needs; and incentives encourage innovation in mergers and alliances.

I also drew conclusions in relation to resources and research: a wealth of overseas information relevant to Australia exists but less that is Australia specific; the different terminology used in literature and real life to describe collaboration is confusing; evaluations of the benefits of mergers and alliances are scarce; better coordination and synthesis of existing information and resources is needed; and a framework for collaboration specific to the Australian context would allow the Australian sector ready access to its benefits.

Recommendations:

I drew from my conclusions and translated the most important lessons for Australia into three major recommendations. In brief, they relate to: promoting the benefits of strategic restructuring and alliance building between not-for-profit organisations; providing incentives to encourage innovation in mergers and alliances; and developing an Australian framework that addresses key elements of mergers and alliances and includes a set of common terminology, a resource kit, an evaluation framework and capacity building strategies for smaller-sized and remote and rural based organisations.

Any review of innovation indices will show that Queensland (and Australia) lags behind OECD standards (INSEAD, 2011) and lacks a behavioural acknowledgement that a major global trend in business innovation relies on collaboration. The Harvard Business Review is devoting more and more space to articles on collaboration (HBR, July/August, 2011). It is joined by the Stanford Social Innovation Review (Winter 2011), providing evidence that this trend is more than a seasonal discourse.

Organisational survival is often a primary driver in this change in thinking. More and more the connection between Collaboration/Innovation/Productivity is being explored and evaluated positively (OECD(2009); Huang & Yu (2010)).

Innovation is primarily driven by people colliding, so we need more collisions (@socialinnovators, January 2012)

A persistent message throughout the interviews informing this paper was the emphasis on an expectation that the sector will need to address productivity through innovation as government investment in services continues to grow in a challenging fiscal environment.

IS THERE EVIDENCE THAT COLLABORATION WILL BENEFIT CLIENTS?

There is clear evidence that collaborative efforts to drive down back of house costs and reduce administrative burden can return significant resources to the organisations (nous group, 2011). How these savings are directed will be a matter of organisational strategy but what is clear is that a combination of financial savings and senior staff time can be reallocated to service delivery or service development.

Of critical importance is the recognition that reporting obligations to funders accounts for 60% of the compliance burden. This burden is primarily shouldered by service delivery staff (not back-of house staff) so any reduction in this burden will potentially improve service quality, staff support, satisfaction and productivity.

There are many recent examples in this jurisdiction and others of collaboration designed to reduce overheads. More evaluation of these would be useful; however studies such as the Victorian collaboration between thirteen agencies cited above provide sound process guidelines for replication.

The Australian Institute of Family Studies recently released two briefing papers (McDonald and Rosier, 2011) on collaboration that take a narrower focus on direct outcomes of collaboration for children and families. It is useful to note both the summary on the process of collaboration ([Part A](#)) itself and the evidence of benefit to children and families ([Part B](#)).

Key messages ([PartA](#))

- ””” Collaboration is defined as a: ‘means of producing something joined and new, from the interactions of people or organisations, their knowledge and resources’ (ARACY, 2009). Although the terms are sometimes used interchangeably, collaboration is distinct from cooperation and coordination
- ””” Collaboration is a high intensity, high commitment relationship that requires new ways of thinking, behaving and operating. For this reason, collaboration can be challenging for participants.
- ””” Collaborations are seen as most effective and appropriate in two circumstances. Firstly, to address intractable, ‘cross-over’ problems between agencies such as homelessness and poverty. Secondly, to address the needs of vulnerable and at-risk families who have multiple and complex problems.
- ””” Involving parents and children in interagency collaborations can benefit them through, for example, increased self-confidence. They can also benefit the effectiveness of the collaboration as a whole, for example, by bringing ‘local knowledge’ to the table.
- ””” Employing a central agency to facilitate interagency collaborations can be effective at increasing levels of collaboration between agencies. However, changes in service system coordination are unlikely to bring about improved client outcomes unless they lead to change in professional–client interactions.

Key messages (Part B)

- „„ Although research has demonstrated that interagency collaboration benefits the professionals and agencies involved (e.g., increased skills and knowledge) there is limited empirical evidence to clearly demonstrate that collaboration does lead to improved outcomes for service users.
- „„ Research that seeks to determine whether interagency collaboration leads to improved client outcomes has a noticeable geographic (i.e., United States and UK based research) and contextual bias (i.e., child protection (US) or health (UK)).
- „„ The success of collaboration is highly dependent upon context—the quality of the relationship between the agencies, the sectors involved (e.g., child welfare, mental health, child health) and the strategies utilised by the agencies.
- „„ Collaboration is most effective for children with multiple and complex needs, however there is some evidence to suggest that collaboration may have a negative impact on those children whose needs are not as complex.
- „„ The stronger the ties between agencies, the more likely families from some culturally and linguistically diverse (CALD) backgrounds are to use services. In Australia, there is some evidence of a link between interagency collaboration and increased Indigenous engagement in antenatal services.

So whilst the assessment of evidence is at an early stage regarding direct client outcomes there are positive signs regarding its impact on access, practitioner skills, CALD and Indigenous engagement. More importantly the studies reinforce the fact that collaborative endeavours are not easy, are highly dependent on context and do not always follow the same path to success.

Before considering contemporary approaches to collaboration it is important to recognise that some aspects of our sector’s capability and capacity will be best addressed at a global or across sector level and others by partnerships/collaborations between agencies. Another way of framing this is to think about sustainability, performance improvement and productivity enhancement at both an industry and individual business level.

WORKING TOGETHER – MECHANISMS FOR ACROSS SECTOR COLLABORATION

THE INDUSTRY OF COMMUNITY SERVICES

The Productivity Commission Report and the Community Services Sector Queensland 2010 document clearly demonstrate the size and the economic and social contribution of the sector. In the many conversations surrounding the development of this green paper it was often mentioned that as a sector we have not taken up the concept of industry to define our scope and we are seen to avoid using business language to frame our service delivery mission.

There is no doubt that we are a tertiary industry with a wide remit to deliver services and we are certainly an area of economic production if you accept the size of our sector depicted in the above reports.

A quick scan of the current recognised industry sectors in Queensland will see the community services sector unrepresented.

Our sector has been undergoing a level and rate of change more than comparable to other industries and the rate of demand for the services we provide is expected to increase as the inevitable demographic trends continue. So in future we will account for an even larger proportion of national GDP than we now do.

Were we to be recognised (by ourselves and government) as an industry sector we would be able to utilise a number of industry development facilities and also be able to consider developing a body that served the business sustainability, development and reform needs that exist now and will inevitably increase in complexity.

Interestingly the sector uses industry language when it is concerned with workforce planning and industrial award development. We have done so for many decades now as both of these factors have taken on greater importance and are seen as global issues. It is important the sector recognises that some of its members run businesses as a way of supporting innovative, non-government services and that these agencies are often members of industry groups already.

We do however avoid referring to ourselves as an industry perhaps because of the value we place on our history of service and mission and our sense of difference from other community and commercial activities. There is no reason why these sentiments can't be included in our definition of industry.

To be considered to be under the policy umbrella of the Queensland Department of Employment, Economic Development and Innovation would simply recognise our size, scope and impact.

It may provide a capacity to build more sophisticated tools and knowledge together that will inform our understanding of the strengths and weaknesses of our industry and allow better responses to the marketplace. It would be in addition to all other existing relationships as it is with other industry sectors.

The sector could define what aspects of our industry need to fall under an 'industry' approach and those which are already adequately managed by the introduction of the Compact and other purchaser/provider cooperation mechanisms. It is more than likely that the complexity of service delivery in rural, regional and remote areas could be addressed at an industry wide level given the challenges of decentralisation facing all industries.

There have also been efforts to create an industry group at a national level, most recently in 2009. This venture failed not because the concept was flawed but because not enough program logic preparation was available for scrutiny and it foundered on the politics it engendered. Its terms of reference appeared to be more representative rather than industry-

development oriented. The concept is alive and well in a number of jurisdictions and it may only be a matter of time before it re-emerges.

Demonstrating the status and capacity of this industry in Queensland could provide community services with a new way of building a resilient sector with true cross-agency collaboration. This will almost certainly occur in the very near future.

THE BUSINESS OF SERVICE PROVISION

There is significantly less reluctance to use business language as opposed to industry language when discussing service delivery. The sector does borrow heavily in some aspects of its performance (financial, people and culture, ICT, planning). The conversations used to develop themes in this paper reflected greater acceptance that the sector is running service to client businesses.

The language used to describe and define the sector's work has changed over the past two decades as competitive tendering has increased in sophistication along with contract management and the move to greater accountability and transparency.

The sector has become more focused on governance, business performance, business development and organisational structure than ever before. It is rare in tendering that organisations do not have to display a high degree of capacity through strategic plans, business continuity and operational plans, capacity statements and clean audited financial reports for three consecutive years.

Universities that have developed degrees or training products for the not for profit sector typically align them with their business schools. Universities have moved to recognise the size, complexity and importance of the sector and increasingly include NFP examples in undergraduate and post graduate business courses.

Many sector contributors to the themes in this green paper process lament the fact that there are no regular venues or opportunities to discuss 'the business of the business'. This is not just restricted to CEO level staff but a wider group of managers wanting to have conversations about the nagging issues of managing a complex business with thin resource allocation for investment. The rhetoric of a 'Chamber of Commerce for the Third Sector' has been raised and is just the sort of issue that could be progressed if the sector had a regular 'business' conference.

Other jurisdictions have regular CEO/Board Chair meetings that may or may not provide a purchaser/provider forum, work on strategic issues or raise cross-sector issues. There is opportunity for such meetings and others, under an industry/business umbrella, to also work collectively on business capability and viability (performance improvement) issues from a 'no competitive advantage' position.

In summary the community services sector has enough scale and attributed community benefit to be regarded as comprising a large set of complex businesses making up a service industry in Queensland that deserves recognition as such. The benefits of then developing an industry plan for the future would involve a new investment approach complementing that already in place in the Community Sector Investment framework.

That approach would be supported by a partnership for business performance and productivity improvement that reflects the sector's unique requirements for continued viability. This would develop an appetite for sector-led reform that can be far more effective than purchaser-driven approaches to resolving underperformance of the sector. There is nothing more urgent than the need to develop strategic leadership and business management capabilities.

WORKING TOGETHER- MECHANISMS FOR BETWEEN AGENCY COLLABORATION

'Although most non-profits pay lip service to collaboration, many of them really see other groups as competition for scarce resources. But high impact organizations help their peers succeed, building networks of non-profit allies and devoting remarkable time and energy to advancing their fields. They freely share wealth, expertise, talent, and power with other non-profits not because they are saints, but because it's in their self-interest to do so' Crutchfield and McLeod Grant (2008)

Interagency collaboration is nothing new and can take many forms (see Working Together, Community Door) including partnerships, networks and other types of joint efforts.

Types of Collaborations (Kania, 2011)

Organizations have attempted to solve social problems by collaboration for decades without producing many results. The vast majority of these efforts lack the elements of success that enable collective impact initiatives to achieve a sustained alignment of efforts.

Funder Collaboratives are groups of funders interested in supporting the same issue who pool their resources. Generally, participants do not adopt an overarching evidence-based plan of action or a shared measurement system, nor do they engage in differentiated activities beyond check writing or engage stakeholders from other sectors.

Public-Private Partnerships are partnerships formed between government and private sector organizations to deliver specific services or benefits. They are often targeted narrowly, such as developing a particular drug to fight a single disease, and usually don't engage the full set of stakeholders that affect the issue, such as the potential drug's distribution system.

Multi-Stakeholder Initiatives are voluntary activities by stakeholders from different sectors around a common theme. Typically, these initiatives lack any shared measurement of impact and the supporting infrastructure to forge any true alignment of efforts or accountability for results.

Social Sector Networks are groups of individuals or organizations fluidly connected through purposeful relationships, whether formal or informal. Collaboration is generally ad hoc, and most often the emphasis is placed on information sharing and targeted short-term actions, rather than a sustained and structured initiative.

Collective Impact Initiatives are long-term commitments by a group of important actors from different sectors to a common agenda for solving a specific social problem. Their

actions are supported by a shared measurement system, mutually reinforcing activities, and ongoing communication, and are staffed by an independent backbone organization.

The sector has a long history of working closely together to achieve large scale social reform or deal with a direct threat to its existence. When there is no competitive advantage surrounding an issue the sector can mount a formidable alliance as was seen in, for example; wage equity campaigns, managing supplementation of wage claims, stopping the removal of FBT exemptions and sharing resources to meet quality standards.

As sustainability and indeed survivability have emerged as key issues for some agencies, a number of tools have been developed in recent years to assist organisations to self-assess readiness for partnership, match the degree of association to the organisational challenge being addressed and manage the risk associated with working together. The Victorian government invested heavily in sector preparation for partnering and The Office for the Community Sector continues to sponsor and provide technical support for community collaboration. QCOSS similarly has been providing tools to assist in partnership development.

Recently agencies are collaborating to very specifically achieve better business performance which requires a degree of transparency about back office costs, business processes and intent to deliver savings that are reinvested in service delivery. A group of agencies in Victoria working together to reduce back office costs through a process of benchmarking, sharing best of breed approaches and collaborating on reform.

COLLECTIVE IMPACT

A newer form of collaboration – collective impact, has come about through the recognition that large scale social change comes from better cross-sector coordination rather than from the isolated intervention of individual organisations. Increasing success evidence for this approach is emerging from place-based initiatives in Australia as well.

Evidence of the effectiveness of this approach is still limited, but examples suggest that substantially greater progress could be made in alleviating many of our most serious and complex social problems if non-profits, governments, businesses, and the public were brought together around a common agenda to create collective impact. It doesn't happen often, not because it is impossible, but because it is so rarely attempted. Funders and non-profits alike overlook the potential for collective impact because they are used to focusing on independent action as the primary vehicle for social change. (Kania & Kramer, 2011)

The enablers for this approach are:

Common Agenda – this requires a shared vision for change i.e. detailed agreement on the problem and the ultimate goal

Shared Measurement Systems – agreement on how success will be measured and reported. One could suggest it also requires transparency of all existing data relating to the place and the problem.

Mutually Reinforcing Activities – the power of collective action comes not from the sheer number of participants or the uniformity of their efforts, but from the co-ordination of their differentiated activities through a mutually reinforcing plan of action.

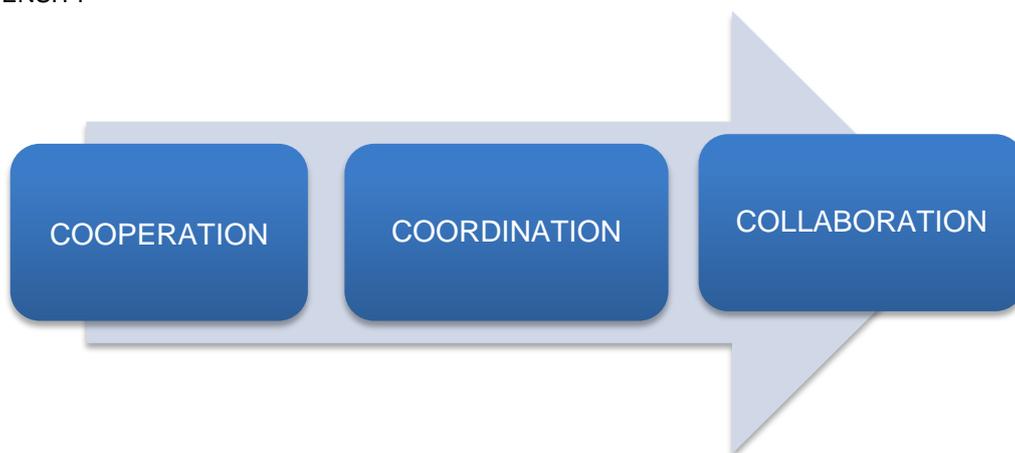
Continuous Communication - Even the process of creating a common vocabulary takes time, and it is an essential prerequisite to developing shared measurement systems. All the collective impact initiatives studied held monthly or even biweekly in-person meetings among the organizations' CEO-level leaders. Skipping meetings or sending lower-level delegates was not acceptable. Most of the meetings were supported by external facilitators and followed a structured agenda

Backbone Support Organisation- Creating and managing collective impact requires a separate organization and staff with a very specific set of skills to serve as the backbone for the entire initiative. Coordination takes time, and none of the participating organizations has any to spare. The expectation that collaboration can occur without a supporting infrastructure is one of the most frequent reasons why it fails.

Kania's analysis of the success factors for collective impact can inform any level of collaboration. As our sector emerges as a key industry in the state and we have to grapple with mutual challenges around both our organisational survival and our engagement with clients, consumers and community – they provide a fresh take on successfully working together.

Keast (2007) stresses that collaboration is not 'business as usual'. It requires a suite of changing behaviours and expectations around respect, participation, power sharing, a focus on interests, not positions and an appetite for risk. Keast's body of work, stretching over a decade, is an invaluable source of evidence around collaboration and it reinforces the importance of understanding the difference between cooperation, coordination and collaboration. It also highlights the extensive behaviour change necessary for successful collaboration.

LOW INTENSITY



HIGH INTENSITY

(RISK, TIME NEEDED, OPPORTUNITY)

COLLABORATIVE COMMUNITIES

Collaborative communities also have currency in organisational efforts to encourage collaboration and innovation. Within organisations some interesting factors are emerging that have direct relevance to our interest in working together.

Traditional enterprises inspire institutional loyalty, while free-agent communities foster individualism. Neither type of organization creates the conditions for collaborative trust that business today requires (Adler et al, 2011).

Traditional Industrial Model

These densely interconnected communities are bound by strongly shared values and traditions: clear roles, consistent opportunity for advancement, job security and benefits. The combination of loyalty and bureaucratic structure allows such organisations to reach unprecedented scale but makes them inflexible and slow to innovate.

Free-Agent Model

These organizations are innovative and flexible. They forgo rules, procedures and deferential relations in favour of individual effort and reward. Loyalties are based on affection for charismatic leaders. This model is effective for modular projects, but weak organisational ties make it difficult to build the extensive team structure that is needed for knowledge based work.

Collaborative Community Model

These communities are organised around a sense of shared purpose and coordinated through collaboratively developed, carefully documented procedures. They believe that diversity of capability stimulates innovation. Such organisations excel at interdependent knowledge-based work.

So what is needed to make this collaborative model work?

- define and build a shared purpose
- cultivate an ethic of contribution
- develop scalable processes for coordinating people's efforts
- create an infrastructure in which collaboration is valued and rewarded

These principles can align with Kania's observations and also be used as a template for supporting successful 'working together'.

LEARNINGS FROM PLACE-BASED INITIATIVES

Following the release of the Scan of Disadvantage 2010, UnitingCare Social Justice recognised that the failure to address significant multi-generational disadvantage over the past 30 to 40 years may have its roots in the way resources are deployed to communities in need. Central to a change in approach is the evidence around what works in place-based initiatives. A very detailed evidence based framework for responding to disadvantage was developed as part of this study (Bourke & Caniglia, 2011).

One of the key elements in successful place-based initiatives is having a robust community-focused collaborative model for service coordination and delivery. With this in mind the UnitingCare Social Justice has hosted a group of 10 NFP CEO who have been developing a set of principles for working together in place-based initiatives. These principles also appear to be capable of informing this paper's exploration of frameworks for collaboration between agencies.

CEO'S PRINCIPLES FOR WORKING TOGETHER:

- ACCEPTANCE AND ARTICULATION OF A GALVANISING GOAL
- A SHARED MINDSET AROUND PLACE BASED APPROACHES AND WORKING TOGETHER
- AN ACCEPTANCE OF STARTING WITH PERSON/PLACE (COMMUNITY CENTRED) IN DEVELOPING ANY PROJECT
- A CLEAR ARTICULATION OF WHAT SUCCESS LOOKS LIKE (DEFINED AND MEASURABLE OUTCOMES) – WHAT ARE WE TRYING TO ACHIEVE? AN ACCEPTANCE THAT SUCCESS IS RELIANT ON INTERDEPENDENT AGENCY CONTRIBUTIONS
- COMMITMENT TO 'BEST ENDEAVOURS' TO STAY AS LONG AS IT TAKES
- EXPECT THAT WORKING DIFFERENTLY WILL BE COST EFFECTIVE, AFFORDABLE, SUSTAINABLE AND DELIVERING VALUE FOR MONEY LONG TERM
- ARTICULATION OF AN EXIT STRATEGY (FROM PROJECT MODEL, PROJECT CONSORTIA OR PLACE) THAT INCLUDES RESOURCE COST AND RISK
- TRANSPARENCY OF EACH AGENCY'S CAPACITY (POLITICAL, TECHNICAL, CLINICAL AND PHYSICAL INFRASTRUCTURE) AND COMPETENCE IN THE PLACE CHOSEN
- EXPECT A ROBUST GOVERNANCE STRUCTURE THAT WILL: ENSURE LIMITED AGENCY OVERLAP, PROVIDE INDEPENDENT STRATEGIC MANAGEMENT OF OVERALL OUTCOMES AND RESPECT EACH AGENCY CONTRIBUTION
- THE GOVERNANCE STRUCTURE WILL CULTIVATE AN ETHIC OF CONTRIBUTION WHICH ACCORDS HIGH VALUE TO ORGANISATIONS WHO LOOK BEYOND THEIR ROLES TO ADVANCE THE COMMON PURPOSE
- QUALITY COMMUNICATION THAT REINFORCES THE 'WORKING TOGETHER' PRINCIPLES AND CELEBRATES ACHIEVEMENTS.

These principles can be adapted to suit many collaborative scenarios:

- MERGERS AND ACQUISITIONS
- PARTNERSHIPS AND CONSORTIA
- FACILITATING PARTNERSHIPS
- LEAD AGENCY AND SUB-CONTRACTING ARRANGEMENTS
- COLLABORATION TO ADAPT, SUPPORT, GROW, MEET COMPLIANCE, SUSTAIN SERVICE

Good governance is also clearly identified as being a critical aspect of successful collaboration in place-based initiatives. The Australian Social Inclusion Board has recognised this critical role and has produced a resource: *Governance Models for Location Based Initiatives*.

THE ROLE OF LEADERSHIP

The conversations that have informed the themes in this green paper have in equal parts stressed the need to build capacity to cope with ongoing requirements for productivity and the need for investment in leadership of the new approaches/relationships at state and regional levels.

As the full extent of the implications of being recognised as a significant industry sink in, so will the realisation that we need to move swiftly to embrace new ways of managing our collective resources for the benefit of our clients, our organisations and the Queensland community.

Industry leadership may need to develop together with social policy leadership in our sector. There are certainly examples in other jurisdictions where employer groups are working in concert with existing community services structures to bring about reform and drive sector investment by government. In Western Australia the Partnerships Forum has produced significant investment from government in both sustainability and social innovation (Partnership Forum, 9/2011).

CULTURAL AND STRUCTURAL CHANGE TO SUPPORT COLLABORATION

OPEN CONVERSATIONS

Hall (2010) identified the following ideal circumstances for demonstrating best practice in mergers and alliances:

- Mission driven;
- Self- determined and directed;
- Allowing sufficient time;
- Ability to voluntarily opt in/opt out;
- Benefits are not overstated;
- Results from a strategic plan so that form follows function;
- Values based;
- Alignment of cultures is possible; and
- Strong economic and financial circumstances.

A high degree of trust leading to transparency around capacity and culture will be required for success. Trust is a slow attribute to build and will require education, evidence, leadership and many examples of success that agencies can test within their own governance structures.

Ego, brand issues, risk and an inability to accept the primacy of client outcomes over organisational ones will be the major blockers to success.

The sector will need to enable a conversation at CEO and Board Chair level across the industry to fully explore the mechanics of contemporary collaboration. An unambiguous statement by government on the current state of service performance and productivity is required to propel this discussion.

This would be the start of a campaign to rapidly build sector knowledge around collaboration and provide a venue to air contrary views and solutions to sustainability issues.

ACCESS TO SERVICE MAPPING AND NEEDS ASSESSMENT

Collaboration may be driven by necessity for organisational survival or significant quality improvement but it can also be driven by a desire to respond to emerging or complex needs in a community or group.

Easy access to service maps and needs assessment is a fundamental requirement for agencies to proactively join forces and plan with government to meet emerging needs.

The model of government-only needs assessment is disappearing in the UK and being replaced by joint strategic needs assessment (Commissioning Green Paper, 2010; Open Public Services White Paper 2011). There are mechanisms for some joint assessment developing in Australia and the Commonwealth has a range of regional strategies across a number of line departments and services that seem an improvement in engagement.

A more perfect solution and one that readies the sector for client directed funding is:

'If people are to exercise real choice they need timely and easily accessible information about what services are available and how good they are. The primary purpose of open data in public services is to give people the information they need to make informed decisions and drive up standards. So we will ensure that the datasets government collects are open and accessible in order to support individuals to make informed choices about the services they use.' (Open Public Services White Paper, 2011)

A single tool such as My Community Directory or an equivalent, if well populated, would allow not only access to service mapping but also agency to agency communication regarding conjoint training, collaboration opportunities and real time responsiveness to crises.

The Queensland government is yet to provide a return on investment (to the sector) from its compliance reporting, both financial and performance. Some mechanisms are in place but by no means provide seamless access to service mapping or performance data.

Consideration that the government's financial reporting systems could be pointed back at agencies and provide some relief of back office functions could also be separately undertaken.

RECOGNISE AND REWARD AN ETHIC OF CONTRIBUTION

The sector generally differentiates itself from many other industries by its ethos of service or mission to the poor, voiceless and marginalised. That ethic of contribution, that not for profit orientation should easily support a system of recognition for agencies who look beyond their specific roles and advance the common purpose.

An ethic of contribution means going beyond one's formal responsibilities to solve broader problems, not just applying greater effort. It also rejects the strong individualism of the market model and instead emphasises working within the group and eliciting best contributions from each member for the common good (Adler et al, 2011)

This jurisdiction needs more general and specific recognition for its community services workers and organisations in any case but why not place the greater value on contribution?

COLLABORATION IN A COMPETITIVE WORLD

Clarity around any potential breaches of Acts administered by the ACCC is best addressed by that agency (Fels, 2005):

“From a social point of view, collaboration among rivals can generate significant efficiency gains. By bringing the abilities and scope of several companies together, collaborating firms may attain economies of scale and scope; increase capacity and market access; minimise risk; avoid duplication; transfer, commercialise or distribute technology efficiently; combine complementary or co-specialised capabilities; or better appropriate the returns of innovation. Such benefits, or efficiencies, can speed the development of new products, lead to better products, reduce the costs of product development, and enhance interoperability in a particular industry.

Collaboration among competitors can help firms develop and/or commercialise new products, particularly by bringing together firms with complementary assets. For example, collaborations can be used to share the cost as well as the risks of developing new products and commercialising new technologies. Biotechnological and biomedical research relies on collaborative activity and cooperation among private firms and public entities to translate innovations into commercialised products. In some settings, collaboration limited to R&D is insufficient due to the need for the joint venture to commercialise the product or the need for information feedback from production to create the next generations of product.

Collaborations among competitors also have certain competitive risks. Collaborating firms may use joint ventures to diminish competition, increase price, reduce product quality, or reduce innovation incentives.

The Act prohibits agreements between firms only where they would substantially lessen competition.

It prohibits "contracts, arrangements or understandings" that have the purpose or effect of substantially lessening competition.

There are also specific prohibitions on any agreement between competitors that fix prices or that leads them collectively to boycott particular suppliers or customers.

The law does not, in general, prohibit other kinds of cooperation.

Incidentally, the prohibition only applies to "contracts, arrangements or understandings". It does not prohibit what is often called parallel behaviour. Thus, if two competitors increase prices by the same amount on the same day, it is only an offence if it can be shown that they made an agreement, for example by means of a meeting or a telephone communication or something like that. There has to be explicit coordination. If it simply is parallel behaviour the law does not prohibit it, even if the effect is very similar to an agreement.

Similar principles apply in relation to mergers, joint ventures and similar forms of collaboration. They are prohibited if they would lead to a substantial lessening of competition.”

Fels’ closing remarks put the issue in perspective:

‘Even where collaborative behaviour would breach the Act, authorisation can be sought if a sufficient benefit to the public can be demonstrated. In this way, the benefits of collaboration can be achieved even where anti-competitive behaviour is involved providing the benefits outweigh the harm to competition.’

The ACCC’s position on any proposed collaborative exercise can be readily determined without resort to expensive legal opinion and there are self-assessment tools available as a first step in managing any risk or requirement for detailed analysis by the ACCC.

EXPLORING THE BENEFITS OF COLLABORATION – SOME NEW IDEAS

Hall's (2010) recommendations following his Churchill Fellowship provide an Australian context for thinking about enablers and activities to promote mergers and alliances whilst not being completely aligned to the collaboration framework outlined in this paper:

- 1) The benefits of strategic restructuring and strategic alliance building initiatives between organisations be promoted through activities such as:
 - a) Providing education and training opportunities that address merger and alliance issues; and
 - b) Establishing at least one specific Australian business case study, including evaluation, for use in all five (5) University Schools of Business in WA and in other Australian universities.
- 2) Positive incentives be provided to encourage innovation in mergers and alliances through initiatives such as:
 - a) Including a category in the Western Australian Community Services Excellence Awards that rewards and recognises best practice by organisations specifically in the area of strategic restructuring in order to enhance sustainability and effectiveness; and
 - b) Establishing a fund(s) the proceeds of which would be used to encourage and support innovative strategic restructuring and strategic alliance building activities between organisations.
- 3) A framework specific to the Australian context be developed that includes addressing key elements pertaining to mergers and alliances, such as:
 - a) A set of common terminology to aid discussions and deliberations between organisations;
 - b) A mergers and alliances resource kit for use by organisations;
 - c) A research and evaluation framework and methodology to assess the effectiveness of mergers and alliances; and
 - d) A set of key issues and strategies specific to building the capacity of smaller-sized and remote and rural based organisations and groups.

In the Queensland context the following suggestions for future capacity building projects were drawn from interviews preceding the writing of the green paper:

NFP BENCHMARKING –VIABILITY AND PRODUCTIVITY

Making available and using validated tools for assessing viability and sustainability could be a benchmarking activity that would allow agencies to identify critical elements of operation and organisation that could be improved through alliances or collaborations. The use and development of these tools would also assist in providing a common terminology to describe both sustainability measurement and collaboration processes. The work already undertaken in Queensland and Victoria to assist agencies to recognise and prepare for partnerships is a useful precursor to this benchmarking.

Using the public data from the Victorian collaboration it would be possible to sample a range of NGO's in Queensland to unpack the cost of back of house functions including and especially the cost of contract compliance (estimated to be 60% of all compliance). The establishment of a service measurement framework and appropriate disciplines then signals to stakeholders and donors that the sector is committed to maximising value for money and this becomes one of the first business reforms.

PARTNERING FOR PROVISION OF VANILLA INFRASTRUCTURE

Many small and medium agencies have raised the prospect of pursuing the idea of basic (vanilla – not specialised) shared back of house infrastructure. With changes in cloud computing and if a bench-marking exercise supports it, this might be an early win in ensuring the viability of good quality specialised, community connected agencies who might otherwise be stagnating. The government would also need to indicate how soon its projects related to reducing administrative burden will deliver tangible benefits so the scope of future demand for these back of house services is accurate.

Government should also be a partner in any exploration of alternative provision of shared service to groups of small agencies as it has invested heavily in compliance systems that should be returning a benefit to small agencies through better reporting back to them.

COLLABORATION CLEARING HOUSE-BUSINESS TO BUSINESS MATCHING

Agencies in regional, rural and remote Queensland have a different set of challenges and potential solutions. Those who have done the self-analysis are often left with a limited set of ways forward unless they can leverage a wider constituency – in this case other NGO's.

This sector has an amazing array of talent in service delivery, strategy, organisational change, developing revenue streams, back office innovation etc. Similar to mentoring and supervision processes we could establish a resource capacity and match it to a need – exactly as is done in case management.

Once the viability assessment is done a clearinghouse could match agency to agency, for a very specific purpose. In essence it could become a business-to-business mentoring service.

A paper from Peakcare (2009) outlining the challenges of sustainability in smaller agencies highlighted in its five recommendations the following needs:

- Affordable assessment of organisational viability and sustainability
- Affordable consultancy services to build capacity
- Find collaborative solutions to training and education challenges in child protection
- Provide organisational access to networking, collaborating and partnering skills and processes
- Research to establish the best strategy for meeting challenges of contemporary governance

The Victorian collaboration project (nous 2011) highlights how a collective approach can support such requirements.

RISK SHARING MODELS

Risk and risk management, has driven significant change in this sector. Contemporary thinking about risk has moved from identification, avoidance, mitigation or transfer to a consideration of risk sharing. It is possible to pool the sector's risk management tactics and tools, identify the associated costs and start talking to our funding partners and each other about sharing this risk.

BUSINESS COMMUNITY OF PRACTICE

The sector values the support it provides to its practitioners in the various service streams delivered. Communities of practice are commonplace and it is not a great leap to think about one that focusses on the business of collaboration. Intent to share best of breed practices and processes can be created by rewarding an ethic of contribution. Best practice in collaboration exists in a number of areas in Queensland and interstate including work done in community renewal, social housing, indigenous agency collaborations and small agency infrastructure projects. At least two Queensland Universities have senior staff who could contribute to the formation of this resource.

The resources gathered as part of this green paper exercise will be housed on the Futures Forum website and could form the early information platform for such a Community of Practice.

INDUSTRY FUNDING OF STRATEGIC RESTRUCTURING EXCELLENCE

A significant and early indication that community services are a valued part of an important industry sector in Queensland would be an investment in supporting strategic restructuring and collaboration building. Funding and recognition of innovative solutions to enhance sustainability would encourage sector wide consideration of the challenges of productivity and the importance of sector-led reform in meeting those challenges. Business partnerships have been suggested as a preliminary funding option to kick-start this process.



THE OPPORTUNITY

To take the current and emerging challenges facing the Community Services field and use them to forge new cross sector (industry) alliances that focus on enhancing the business of service delivery and at the same time facilitate between-agency partnerships that will address sustainability and productivity.

This is sector-led reform. It may require new structures but fundamentally it requires the sector to provide the reform agenda and plan to government.

Activities at industry, agency and community levels can be aligned with each other and with existing projects designed to improve capability and capacity.



THE BIG QUESTIONS AND WHERE TO FROM HERE

1. Are the change drivers (threats to sustainability and diversity) in our industry compelling enough to create an appetite for sector- led reform built on collaborative solutions?
2. Is there acceptance that collaboration, innovation and productivity are linked and that these attributes directly benefit clients/consumers/organisations/community?
3. Will leadership for this come from the Futures Forum or a different alliance that has an industry rather than a sector approach?
4. Will the resources for the development of strategic restructuring and strategic alliance building be sourced from the existing committed agencies and new partners or should government always be regarded as the default funder?

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