


31 March 2008

The Principal Research Officer  
Community Development and  
Justice Steering Committee  
Legislative Assembly  
Parliament House  
**PERTH WA 6000**

Dear Sir/Madam

Please find enclosed a short submission from Anglicare WA into the Inquiry into Collaborative Approaches in Government also known as "Joined-Up Government".

Anglicare WA is very pleased that the Community Development and Justice Standing Committee is inquiring into this strategic and important matter. We have endeavoured to provide a brief overview of some of the issues which we believe need to be considered as we move towards collaborative forms of government.

Anglicare WA would welcome the opportunity to speak to the Standing Committee at any time with respect to these matters. Please contact my  or email

Yours faithfully



**Ian Carter**  
Chief Executive Officer



## **The Civil Society Framework**

The Call for a Collaborative Way of Working within the  
Non Government Community Services Agency Sector

Prepared by

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## **Introduction**

The following paper will address Anglicare WA's proposal for the development of a framework of collaboration between the government, community and social welfare sectors in the delivery of services to meet the needs of Western Australians. This proposal will be presented in the following manner:

- 1. Background information - the development and focus of Anglicare WA**
- 2. General overview of the WA community sector**
- 3. The call for a different way of working**
- 4. Defining key terms and concepts**
- 5. Proposed framework with practical examples**
- 6. Projected outcomes and benefits to the community and individuals**

- 1. Background information - the development and focus of Anglicare WA**

### ***1.1 Describing Anglicare WA***

Anglicare WA was legally established in June 1976 through the vision and leadership of the late Anglican Archbishop of Perth, The Most Revd Geoffrey Sambell, and was originally known as "Anglican Health and Welfare Services".

This process took a decade, with moves to establish a social service agency in the 1960's, however it became a reality after Archbishop Geoffrey Sambell's 1972 paper entitled "The church and its place in Health and Welfare Services". The initial vision of service delivery was to be salvation, encompassing the notion that salvation was the key to health and wholeness. The church was ideally positioned as an active community in which to create the opportunity for individuals to experience salvation, health and wholeness.

The scope and location of Anglicare WA services has changed significantly over the last 30 years. Anglicare is now a state-wide community services agency with a unique range of services. Our uniqueness lies in two key elements of our operations. Firstly we are a truly state-wide organisation with services provided from over 30 locations from Kununurra in the North, to Albany in the South. This capacity is further enhanced by our growing partnership with Anglican parishes delivering their own services to their local communities or in partnership with Anglicare WA.

Secondly our scope of services includes delivering support to individuals and families in nine major service nodes:

- Op Shops
- Crisis and Community Support
- Housing Services
- Separation and Mediation Services
- Youth Services
- Domestic Violence Support
- Relationship Counselling and Education

- Aboriginal Services
- Employment Services

There are of course thousands of other non-government agencies that deliver community services to the Western Australian community in areas including health; community services and development; disability; employment and training; aged and community care; family, children and youth services; drug and alcohol; indigenous; culturally and linguistically diverse; justice; housing; and advocacy. Anglicare WA plays a significant role in the community services sector not only with its unique range and location of services but also because we are:

- linked by history and legal structure to the Anglican Church in Western Australia;
- part of the Anglicare Australia national network; and
- are focused on an integrated focus centred around community capacity building as well as service delivery and social justice advocacy.

Anglicare WA now employs almost 400 staff and has a network of over 350 volunteers providing services to 30,000 clients every year on an annual turnover of over \$20 million.

## **1.2    *The Legal Status of Anglicare WA***

Anglicare WA Inc is incorporated as a separate legal body under the Associations Incorporation Act in Western Australia. It was originally incorporated in June 1976 as Anglican Health and Welfare Services Inc but both the Constitution and the name have been varied over the years.

The links to the Anglican Church remain strong in many ways but in a legal sense are represented by the power of the Anglican Archbishop of Perth, the Bishops of Bunbury and North West Australia, Anglican Care (Inc), the Perth Diocesan Trustees and Perth Diocesan Council to make appointments to the Board of Anglicare WA.

## **1.3    *Core business of Anglicare WA***

In summary, Anglicare WA is a separately incorporated non government community service agency playing a unique role, through its diversity and location of services, as part of the non government community services sector in Western Australia.

Anglicare WA, while independent in one sense, is linked by legal structure, history and tradition to the work of the Anglican Church, expressed through the Dioceses of Perth, Bunbury and North West Australia.

Our core business still links back to the original work of Archbishop Geoffrey Sambell with the basis of our services focussed on salvation – “its root derivation is related to health and wholeness, yours and mine. Personal salvation or liberation is to discover what it is to be fully human.”

Our current range and location of services is based on our belief that we can play a role in integrated service models and policy development, community capacity building and advocacy for social justice.

#### **1.4 Anglicare WA's vision, mission and goals**

- Our vision for Anglicare WA is a Christian organization committed to achieving a fair, just and caring society,
- Our mission for Anglicare WA is providing opportunities for people and communities to change their lives and advocating for social justice,
- The values of;
  - **Social Justice** Towards a new vision of society
  - **Respect** Valuing all people
  - **Compassion** Sharing the pain and the joy
  - **Empowerment** Restoring dignity and control
  - **Independence** Pursuing our own destiny
  - **Non-discrimination** Open to all
  - **Integrity** Honesty and trust
- The prime goal is to provide high quality, integrated services to vulnerable individuals and families,
- Our two key goals are to strengthen our role in building the capacity of communities to become socially sustainable, and, maintaining and building the role of Anglicare as a strong advocate for social justice.

## **2. General overview of the WA non government community sector**

Non government community service agencies in Western Australia undertake an increasingly diverse mix of activities with a widening scope of roles and operations and within an environment of rapidly changing public expectations.

Western Australia has over 600 non-government community services agencies delivering human services in communities across the State. Non-government community services agencies comprise nearly two thirds of the total number of agencies delivering human services across Western Australia.

Organisations in the sector range from small single focussed organisations working within one community or area of interest right through to very large single focussed agencies working in one sector, like aged care or disabilities, through to state-wide multi-focussed agencies. Anglicare WA fits into the latter category and is part of a national network while still remaining an independent autonomous organisation in its own right.

### **2.1 Role of the Community Sector**

The non government community service sector is evolving and adapting to service its core client base - the vulnerable and those in need in our community. There have been rapid changes in the roles of non government community service agencies in that they are spreading beyond the traditional scope as advocates for disadvantaged clients and communities. Non

government community service agencies are becoming the nuclei of systems that build and sustain social capital, community capacity building and social cohesion. They are maintaining a role as collaborative enterprises that bind multifaceted agencies together to encompass the needs of the diverse and ever changing community. Thus it is important that if the non government community service agencies are to work in a collaborative manner then they need to unite to work under the principles of a civil society. The joint aspiration of building social capital and community capacity also needs to be promoted. Agencies need to be clear about their particular role in the non government community sector network and see this in the context of a broader civil society framework which embraces the rightful roles and responsibilities of the State (all levels of government), the Market (private businesses and the Community (families, neighbourhoods, unions and community organisations)).

As a Western Australian Council of Social Services (WACOSS)<sup>1</sup> paper recently outlined:

“The non-government community sector has a role far wider than fulfilling government objectives or behaving like a corporation or profit making enterprise – the sector serves a broader social, economic and political role in the community. This role is one of civil renewal and engagement, the development of social capital and creation of strong cohesive communities. Government must recognise that the voices from the community complement and enhance the representative role of government.

Campbell Robb, Director Public Policy at United Kingdom's National Council of Volunteer Organisations, and advisor to the UK Treasury, describes the broader role of the sector:

*‘We have a major role in social and economic regeneration, which moves the debate beyond a narrow focus on service provision and into the need to promote and support a healthy, vocal and diverse civil society as a means of supporting the democratic, cultural and economic health of our country.’*

The contribution and motivation of the non government community sector is qualitatively different from both the state and the market.”<sup>2</sup>

Whilst governments do strive to maintain that their service delivery and program focus are in line with community needs, governments are macro systemic bodies. The separateness and complexities of over-arching systems means that reflective change is a slow process. It could also be argued that the Westminster System of Government ensures that Ministers and portfolios, and therefore their agencies, remain separate and often disconnected. Systems that use a top down approach, such as governments can also have limited feedback mechanisms and this hinders active change.

Non government community service organizations have the merit of being entrenched within the exosystem and thus the capacity to evaluate and

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<sup>1</sup> WACOSS (2006) *Smart Moves Forward: Telling the Real Story About Our Place in the World*

<sup>2</sup> WACOSS (2006) *Smart Moves Forward: Telling the Real Story About Our Place in the World*

experience immediate change of focus. This can provide a mechanism of reflective and effective change. Evolving change is also possible and feedback can be ongoing and instantaneous to inform future practice and service delivery.

Not for profit non government community service agencies are by definition at the grass roots of the non government community sector. The staff within multiple service programs engages actively with the client base, and, in combination with effective evaluation and research, are in a prime position to inform program and service development.

Professor Mark Lyons<sup>3</sup> says:

“Non profit organisations make an even more important contribution to society through their demonstration of, and thus encouragement for, collective action. They play a central role in the regeneration of social capital. Non profit organisations also sustain and shape a democratic political system. They are the “elementary schools of democracy”. While the vast number of non profit organisations that do not employ people may not contribute greatly to the economy, they contribute greatly to the non profit sector’s social and economic impact.”

### **3. The call for a different way of working**

Much recent discussion and debate has called for the need to rethink pre-existing models of service delivery. The WACOSS discussion paper ‘*Smart Moves Forward*’ is an example of this push to reassess the role of the sector in service delivery. This paper identifies the need to develop a social vision for Western Australia, to improve overall social well being and to minimize social exclusion and vulnerability. It is suggested that this social vision would only be possible through the collaboration of non-government organisations in developing a shared strategy and alliance.

### **4. Defining key terms and concepts**

Much work in the social welfare system is underpinned and informed by theoretical frameworks and perspectives. Service delivery and program implementation is also entrenched in research and evaluation processes. Thus it is necessary to define key terms and explain these underpinnings. Contemporary and relevant research perspectives will also be included. The proposed framework will be informed by a civil society perspective. Research into social capital, community capacity building and social cohesion will also be defined and contextualized.

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<sup>3</sup> Lyons (2001). *Sector: the contribution of non profit and cooperative enterprises in Australia*  
Anglicare WA Proposal March 2008

## **Civil Society**

Civil society refers to collective action that addresses shared interests, purposes and values. In theory, civil society institutional forms are distinct from those of the state, family and the economic market, however in practice, the boundaries between state, civil society, family and the economic market are often negotiated, ambiguous and complex. Civil society commonly embraces a diversity of stakeholders and institutional forms, varying in their degree of formality, autonomy and power. Civil societies are often populated by organizations such as registered charities, non-governmental organisations, community groups, faith-based organizations, professional associations, trade unions, self-help groups, social movements, business associations, coalitions and advocacy groups<sup>4</sup>.

To paraphrase Eva Cox<sup>5</sup> the aspirations of a truly civil society are, not to just acknowledge social networks and connections, but to embrace social connectivity and build relationships based on trust, goodwill and reciprocity.

## **Social Capital**

Social capital has multiplicity in definition as defined by its context. For the purpose of this proposal we will use the social research terminology. The central facet of social capital is that it is based on networking functional relationships together to form a larger productive system<sup>6</sup>. It is seen from micro and macro levels and is as important across all systems. Human capital underpins social capital. It is the initial process of change in individuals – the skill development and information acquisition that individuals then pass on through actions and relationships with others. Building social capital can underpin the building of social reciprocity and relationships based on mutual engagement and trust<sup>7</sup>. The building of social capital engages multiple agencies in a singular vision.

The theory of relational action posits that social capital can be developed when each player in a network (in this case non government community service agencies) has defined control over resources (for example, the services and the programs that the agencies offer)<sup>8</sup>. Thus when each player works within their defined capacity using their available resources, social capital can be built in a collaborative manner on a foundation of trust.

Research has suggested that the creation and continual development of social capital will strengthen civil society. Although some research has suggested that both concepts are difficult to measure, it is argued that through assessing individual's and organisations sense of community and connection to their community social capital can be identified. By tracking communities and measuring established and emergent networks the impact of social capital can then also be measured.

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<sup>4</sup> Centre for Civil Society, London School of Economics

<sup>5</sup> Cox (1995). *A Truly Civil Society: Broadening the Views*. The Boyer Lectures

<sup>6</sup> Halpern (2005) *Social Capital*

<sup>7</sup> Cox (1995). *A Truly Civil Society: Raising Social Capital*. The Boyer Lectures

<sup>8</sup> Gergen (1997). *Social Theory in Context: Relational Humanism*



## **Capacity Building**

Capacity building is defined by the United Nations Development Program (UNDP) as the development and establishment of frameworks, systems and infrastructure that enable a community environment to be sustainable and prosperous<sup>9</sup>. It has further been described as the "process of developing and strengthening the skills, instincts, abilities, processes and resources that organizations and communities need to survive, adapt, and thrive in the fast-changing world."<sup>10</sup>

Building community capacity includes the development of networks to enable community participation through community organisational development. Community organisational development involves the defining of management structures and processes, not solely within individual organisations but also the collaboration and management of relationships between government, private and non government community service agencies.

Through the building of community capacity and social capital it is envisaged that social cohesion will be created. Social cohesion is a way to describe social connectedness and includes family and community well-being and the links and ties between individuals, families and communities<sup>11</sup>. A community's level of social cohesion is often measured through assessing the degree of inequality within the community. Economic factors, in particular the perception and experiences of economic differences often underlie the inequality in a community<sup>12</sup>.

An example of how the government and non government community service agencies can collaborate to develop community capacity and social capital is the Federal Government's Communities for Children initiative (as described below).

*The Communities for Children (C4C) Initiative is one of the Commonwealth Government's Stronger Families and Communities Strategy. The initiative funds large community organisations in up to 45 key communities across Australia to develop and implement a community development approach to enhance the health and well being of children aged 0 – 5 years.*

*In the Mirrabooka C4C Project, the Smith Family facilitates, coordinates, manages and evaluates an integrated set of programs for children in 'Mirrabooka' a low socio-economic areas with a broad cultural mix. The Smith Family as the 'Facilitating Partner' has collaborated with local community members, representatives and those involved in providing family and children services in the area to develop local initiatives to respond to local concerns.*

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<sup>9</sup> United Nations Development program 1991. <http://www.undp.org/>

<sup>10</sup> Philbin (1996). Capacity Building in Social Justice Organizations

<sup>11</sup> 1. Berger-Schmitt & Noll (2000), Conceptual Frameworks and Structure of a European System of Social Indicators, EU Reporting Working Paper. No. 9, Centre for Social Research and Methodology, Mannheim

<sup>12</sup> AHURI. Research and Policy Bulletin 92. <http://www.ahuri.edu.au/publications/p50300/>  
Anglicare WA Proposal March 2008

*Anglicare WA, as a 'Community Partner' in the area has been contracted to manage the 'Community Parks Project' which began in June 2005 and is funded until June 2008. This program brings local families and children together in parks using educational and play activities.*

*A significant level of the C4C success in the Mirrabooka area is due to:*

- the consultative process with the local community*
- the facilitating partner coordinating an ongoing link between key stakeholders*
- The relationships that have developed throughout 2.5 years of working in partnerships and in collaboration. Strong working relationships have enhanced the work of individual projects and provided a more holistic approach to community actions. There has been a reduction in 'silo' work from government departments, agencies and groups and a more integrated and 'working together' philosophy. For example the Early Years Committee has local government representatives from the Cities of Wanneroo and Stirling; non government agencies such as Playgroup WA, CLAN, Uniting Aid, Mission Australia and Anglicare WA; government departments such as Health, Child Protection and the Department for Communities and representatives from community groups such as the Stirling Lions, Koondoola Ratepayers Assoc and Westminster Action Group. This group meets monthly to network, shares ideas and concerns and resources whilst collaborating on community activities.*

*Recent ongoing evaluation of the Community Parks Program has seen qualitative and quantitative evidence to suggest that the parents and children in the program are developing a stronger sense of community and feel that their community is strengthening since the beginning of the program. The parents feel connected to their local area and reported feeling safer within their local community. They also feel that the program is providing themselves and their children with resources and opportunities to help develop the community even further.*

*Critical to the success of this initiative has been the role of the NGO's like the Smith Family and Anglicare WA playing roles as "place managers" and facilitators of both community capacity building and integrated connected services.*

## **5. Proposed framework with practical examples**

Anglicare WA believes that a framework that can be utilised be developed as a working model of reflective and responsible social action which can play a role in building collaborative and connected services in local communities.

To begin this process we must describe social action as a two pronged approach that encompasses theoretical and empirical underpinnings and active practical elements of program implementation and service. This approach is underpinned by sociological and economic aspects as the actions are directed by social context, norms, rules and expectations, however economic logic suggests that maximum gain and prosperity is important. Prosperity is defined by sociologists as wellness and the utilising and

sustainability of human resources and by economists as monetary resources and financial endeavour<sup>13</sup>. It must also be noted that it is important to recognise the heterogeneity and diversity of the community and thus unsure that all groups in the community have access to essential services and programs which are both appropriate and accessible.

Thus it seems logical that a framework needs to be devised that can encompass both the consumer and the community needs. It is important that a bidirectional relationship is developed between the community sector and the consumer. A reciprocal, bidirectional relationship would procure a balanced level of social capital, one that recognises the needs of the individual and devises processes in which these needs can be substantiated and then utilised to procure processes of sustainable social organisation.

It is essential in devising any framework that the distinctive roles of organisations within the civil society framework be addressed and defined. As noted earlier Rational action theory suggests that organisations have distinct roles, and they should acknowledge and adhere to these roles whilst having open paths of communication to collaborate with other agencies. Relational respect and trust is developed as agencies stay within their parameters and don't impinge on other agencies areas. Thus service provision is not competitive for financial gain – but shares the resource basis that the community is. Relationships are purposeful and goal driven.

The proposed framework will address and initiate the following factors.

- **Mechanisms that identify community needs**

The identification of a need is a complex task and involves objective and subjective data and analysis. It must also be recognised that rarely will consensus be achieved, either between levels of government and the community and private sectors or indeed between individual and government agencies.

It is clear that any process which is undertaken needs to include the following elements:

- Timelines- the use of current up to date sources of analysis.
- Consistency – ensuring that “apples can be compared with apples”
- Consultative – seeking the input and views of all stakeholders including community services agencies and community members in their own right.
- Connected and integrated, where possible, undertaking planning and analysis which connects up service systems.
- Accountable- links in baseline data to strategies and therefore ensures that the success, or otherwise, of individual strategies can be clearly identified by linkage to reliable evaluation data.

Much of this approach is captured in the Results Based Accountability framework developed by Mark Friedman from the USA. A simple overview of

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<sup>13</sup> Coleman, 1998.

this framework is attached to this submission. The approach is also available for viewing on the following websites:

[www.raguide.org](http://www.raguide.org)

[www.resultsaccountability.com](http://www.resultsaccountability.com)

- ***A model to meet community needs at the local level***

Any framework that is designed to facilitate agencies programs and services for the community must acknowledge and actively address the needs of the community and the individuals that make up this community. Thus, identification of communities needs is paramount and will inform how the need will be managed and attended to. An example of how all service agencies can provide a network that is established to meet the demands of the community is the interagency networks that have formed in the East Kimberley.

*There have been a range of interagency networks established in the East Kimberley in response to critical incidences that have happened in respective communities, namely child sexual abuse and suicide, and that demonstrate the establishment of effective intra-sector partnerships.*

*These include the Kalumburu Interagency Response Group, Kalumburu Case Management Team, Oombulgarri Community Interagency Meeting, Warmun Recovery Team and Halls Creek Interagency Group. There is diverse representation of pertinent stakeholders on these groups, including community members, and non-government and government workers. Membership varies according to services provided in each location, and includes (but is not limited to) KinWay, KCLS, NWMH, DCP, WA Police, WA Edu, DCS, VSS & CWS, WA Country Health Service, and OVAHS.*

*The aim of these groups is to enhance the coordination of service delivery to vulnerable families (to ensure that services are not being duplicated or that, conversely, families are not receiving sufficient support). This coordination is done at both a structural level and individual case level.*

*ICC facilitates the coordination of interagency planning at the structural level. This includes sharing of different agency's sphere of services offered, travel arrangements, mechanisms for gaining permission to visit communities, identification of key contacts in communities, notification of significant events happening in communities, reducing overlap of service delivery, etc.*

*DCP facilitates the coordination of interagency planning at the case management level. Although no formal MoU is in place, this group looks at supporting children at risk, not adults. Information is generally shared, but not specifically shared, basically to make sure that there is not too much or too little being provided to each family, and action plans are developed accordingly.*

*The agency representative who attends these meetings depends on the purpose of the meeting. Sometimes it is the same person (eg, a representative from our Kununurra office) and sometimes it is different (eg, DCP team leader or field worker). For example, the group has been working*

*with a family from Kalumburu – the family consists of the mother who is a long term client of NWMH, several adolescent children, the youngest being a 12 year old boy. The mother had reported both recent and historic sexual abuse. This disclosure was triggered by the police investigations into childhood sexual abuse in the Kalumburu community (early in 2007). The client was referred to KinWay by NWMH to the sexual abuse service and this client was jointly case managed by KinWay and NWMH. Later the police became involved as she went through the process of reporting the abuse. Around six months later the 12 year old boy was identified as a child who was displaying sexualized behaviours within the community and the school reported concerns about his contact with younger children. A male counsellor from OVAHS worked with this boy in conjunction with the DCP worker at Kalumburu, whilst KinWay and NWMS continued to support the mother and provide information to help her understand and manage his behaviour. Unfortunately this boy, along with two other adolescent boys were charged with sexual offences against younger children (these charges have been subsequently suspended). However this family has received strong, continuing and appropriate support to enable them to continue to live in the community.*

*The success of these service provider collaborations is in contrast to the Broome Family and Domestic Violence interagency Action Group. Unlike the networks mentioned above, no protocols have been established for sharing of information between relevant stakeholders even though the group's mandate is similarly to ensure coordinated service provision to clients. To date, this group has used fictional 'typical' scenarios to consider how different agencies might work together to assist victims of family and domestic violence. Because there are no actions or follow ups, however, this can leave participants feeling that nothing 'real' is being achieved in these monthly meetings.*

- ***A model of organizational service delivery responsibility.***

As stated, it needs to be recognized that certain organizations and sectors should be responsible for specified service provision. Although there is the recognition that a degree of competition (especially in the realm of funding) will always be entrenched within the human services area there still needs to be openness about defining the roles that each agency can potentially play and the strengths, weaknesses and characteristics each party can play. The perception, approach and client relationship of a government agency, NGO and private company are all very different and this can strongly influence both the client-provider dynamic and the service outcomes. By stating and defining parameters of service delivery it will ensure that needed sectors provide the services that they are in the best capacity to do so. It would be important to prepare distinct rationales to explain why particular service delivery fell into individual organizations parameters. Another factor to consider is the recognition that community members may be more responsive to certain non government community service agencies than to direct government agencies or government intervention. Below is an example of how the WA 'No Interest Loans Scheme' proved to be more effective than the direct government 'White Goods Program'.

*WA NILS is a not for profit organisation created in response to the difficulties faced by low income households in obtaining affordable credit in order to purchase essential household items. "Low Income" is defined as anyone who holds a Commonwealth Health Care Card. WA NILS provide loans up to \$1,000 without interest or charges to low income earners to purchase basic household items. Loans are generally repaid within eighteen months and are only for new goods.*

*WA NILS is a commercially operated loan scheme with a central administration office, which services applications received from Network Members throughout Western Australia. Network Members are community organisations and welfare groups located statewide, from Kununurra in the North West, to Esperance in the South East. Around 50% of our loans are approved for applicants of an indigenous background.*

*In 2006/2007 WA NILS provided 831 loans valuing \$676,393 and manages its loan portfolio on less than a 5% default rate. Prior to WA NILS when the state government operated its "White Goods Program" assisting people with similar small loans it is believed anecdotally the loan default rate was in the vicinity of ninety per cent. The WANILS success is largely attributed to the model and relationship developed between the client and the community service organisation as a member of WA NILs.*

*The WANILS Proposal Summary stated "The proposal to establish a WA NILS Network is an innovative initiative, which has the potential to become a highly successful partnership between the community sector and the West Australian Government." This has proven to be the case and one of the critical factors must be the differential relationship and service dynamic (the social capital!) that exists between a client and a community agency.*

- **Identification and accreditation of key competencies**

To ensure that both accountability is maximised and quality of service maintained, a simple system needs to be developed to ensure that any service deliverer in the human services/community services area has achieved basic key or core competencies. This is about building a transparent and trusted service system both for the "funders" and the "clients".

This should not be overly onerous and add yet another layer of regulatory and administrative burdens to already stretched systems. However a three yearly process could be developed with a central unit located either in the department of Treasury and Finance or the State Supply Commission which establishes core competencies and tests them through submissions and field visits. This unit could be staffed with FTE's from line agencies and with expertise from government, non government and private business sectors.

Any agency wishing to provide human services needs to have achieved a basic core competence against standards in areas such as governance; finance and audits; human resource management; occupational health and safety; risk management; and clinical and professional supervision of service standards.

If an agency does not meet these standards there should be an industry development plan which will enable them to be given professional development and mentoring to enable them to rapidly achieve it.

Such a system would add to the process of identifying the subjective relational dimensions of the service dynamic which have been discussed previously.

- ***Limiting economic gain through welfare delivery***

It is also proposed that economic gain through servicing disadvantaged clients and communities be monitored and community debate around this issue encouraged. Seeing vulnerable client groups as potential grounds for economic prosperity may suggest that services are not provided in the best interest of the client or to their full potential. There needs to be an awareness made apparent that some services such as emergency relief, women's shelters and child protection are services that provide fundamental humanitarian services should only be provided by either a government agency or charitable community agency established for that purpose. It is also important that the quality of these services is not compromised if clients have limited funds available to pay for services. The basic services that would fit under a banner of not for profit services could be ascertained through evaluation and examination of welfare services and further research into community needs and expectations.

However, with the right of a free market economy, it is also recognized that individuals and the community may want choice if accessing some services that may be deemed in the 'welfare' sector or recognized as basic humanitarian services. When this is the case it must be clear that equality of service is important and services that are offered by not for profit organization are not perceived as unequal or inferior.

The WACOSS paper "Smart Moves Forward" discusses the major problem of the ability to pay staff in a comparable way in the community sector. There is some suggestion that lower pay rates for social welfare sector may mean that staff might have limited training or perceived as less training than higher paid community sector. Thus there may be a community perception that social welfare organizations have a lower standard of service and programs. A clear delineation of service and program management may mean that services become focused and thus specialized. This should in turn increase consumer confidence in social welfare program implementation and service. The accreditation of service providers discussed previously will also assist in this process.

- ***Collaboration and reciprocal relationships***
  - a. Between CEOS of organizations***
  - b. Between staff and clients***

Defining the community and social welfare service industry will be that relationships between organizations will need to be reciprocally transparent and equally maintained. By building trust relationships between organizations warm referrals could be a reality. Warm referrals, when the client is referred and introduced by an agency and not just told to call and make an

appointment, create a more positive environment for clients to seek help. When agencies are working in collaboration warm referrals can become part of everyday service provision. The following example illustrates how working collaboratively from service model design maximizes the applicability of the warm referral process.

*The Joondalup Family Relationship Centre (FRC) opened on 1<sup>st</sup> July 2006. Although the first FRC in Western Australia, it was one of a number of FRC's that opened simultaneously across Australia. Sixty-five FRC's are planned to open nationally. Within Western Australia other locations include Mandurah, Perth Central, the South West and Northern Western Australia.*

*The aim of the FRC is to offer practical advice and early intervention for families in different circumstances. The focus of the FRC's is to promote healthy family relationships and prevent relationship dissolution and separation. For separating parents and their families, the focus is on both parents resolving disputes about their children. The Operational Framework for the FRC's includes the following objectives:*

- Provide help with family relationships and parenting advice for intact families, through information and referral to appropriate services;*
- Provide separating families with help to develop and achieve workable parenting arrangements (outside the court system) through information, support, referral and family dispute resolution services;*
- Deliver a high standard of services in a timely, ethical and safe manner.*

*The FRC is supported by consortium parties that collaborate to provide support, services, and referral pathways for the client population. The FRC in Joondalup is headed by Anglicare WA in collaboration with the Citizens Advice Bureau, Edith Cowan University, Ngala and the Northern Suburbs Community Legal Centre as consortium partners.*

*The collaborative process began at the conception on the planning of the FRC's. Whilst being actively involved with the referral and information dissemination to clients the consortium parties that are part of the Joondalup FRC have also been involved with the evaluation of the centre. Warm referrals provide a smooth transition for clients across services and feedback to the FRC from the other agencies means that the referral process is under constant review.*

*Evaluation is an integral component of the development and sustainability of client based service delivery. Program evaluation is a formalized approach to studying and assessing projects, policies and programs to determine if they are meeting Key Performance Indicators (KPIs) or expected outcomes.*

*The evaluation of the FRC's is included in the national framework to evaluate the range of services subsumed under the National Law Reforms (Australian Government, 2007). The KPIs outlined by the Attorney Generals Department provided the initial focus for the Joondalup FRC evaluation. The development and implementation of the evaluation of the Joondalup FRC reflects collaboration between Anglicare WA and Edith Cowan University.*



Transparency with service provision and availability of programs could also be seen as needs analysis within the community and social welfare sectors. When there is open discourse concerning the services that an agency delivers it will be easier to discover if there are any black holes, or indeed potential for collaboration or joint ventures.

Relationships between organizations may mean that clients information sharing means easier navigation of systems for the clients. A possible option that assists in sharing information as part of a collaborative non government community service agency and government network is the common assessment framework (CAF).

The components of a CAF are:

- A simple pre-assessment checklist to help staff identify clients who would benefit from a common assessment.
- A common assessment process to help staff gather and understand information on the needs and strengths of the client(s) based on discussions with the client(s), other family and/or friends and other relevant service providers working with the client.
- A standard form to help staff record and share the findings of the assessment, where appropriate, with others in order to helpfully respond to the clients' unmet needs.

The benefits of using a CAF include:

- An easy assessment common to all agencies
- Uses a shared language that all can understand
- Supports better understanding and communication between different agencies staff
- Facilitates early intervention
- Speeds up service delivery
- Reduces the number and time of assessments for the same client (s).
- Reduces the stress of clients having to repeat their story to many agencies.

An example of information sharing amongst agencies is the Centrelink on line services which allow Anglicare WA Family Housing staff to access clients details (see example below).

*Family Housing staff access to Centrelink on line services with the consent of the client. This allows the property manager to receive copies of Centrepay statements that show the amount of rent paid which is then reconciled with Anglicare WA's bank statements. For a cost of \$1 this saves a lot of work chasing up clients or Centrelink staff to confirm the correct amount has been paid through Centrepay.*

*The property manager can also use the Centrelink income confirmation service to see an income statement and whether a client is receiving all entitlements. This is useful both as an advocacy tool and a way to lessen the likelihood of a tenant being breached from non-payment or insufficient payment of rent. It also means that clients do not need to constantly line up*

at Centrelink to obtain copies of information which could easily be accessed on-line.

- ***Common goal to build social capital and sense of community***

The development of a trust based, client centred framework for program service delivery will be beneficial towards the building of social capital and an overall sense of community. As discussed in section 5 there are many positives related to the building of social capital including community sustainability, the development of social networks and lowering levels of social exclusion.

The following is an example of how the government and non government community service agencies can work together to build social capital and a sense of community.

*Another example of how governments and community agencies can work together is SHAP. This is a program run by a number of community organisations that are funded by the Department for Housing and Works (DHW) to work with DHW tenants who are at risk of being evicted. The program operates in various metropolitan and regional areas. Community service organisations assist tenants to fulfil their tenancy obligations and maintain a stable and positive tenancy.*

*SHAP Family Support Workers assist tenants to address the issues impacting on their tenancy. DHW refers tenants to SHAP when their tenancy is in jeopardy due to poor property standards, accruing debt or complaints of anti-social behaviour, or a combination of these factors.*

*DHW staff and community organisation staff work together within their separate roles to keep the tenancy successful. It is educational and empowering and seeks to provide the tenant with the skills necessary to maintain their property to an acceptable standard, to keep their DHW account in surplus and to avoid conflict with neighbours.*

- ***In built evaluation of services***

As outlined previously in the Results Based Accountability Framework (RBA) framework, it is critical that funding of services and programmes by governments include both the framework for and the funding of an appropriate evaluation component.

The link between simple data collection systems, KPIs and service outcomes should be apparent from the commencement of any programme.

In Anglicare WA we work with a wide variety of these approaches and we utilise both formal evaluation and research mechanisms as well as social action research methodologies. We have yet to have a coherent framework provided for us that meets the basic approach and framework as outlined in the RBA framework.

## **6. Projected outcomes and benefits to the community and individuals**

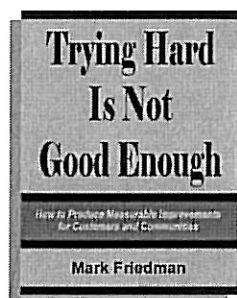
A collaborative system has many benefits and positive outcomes for the clients, the community and the organizations themselves. The projected outcomes include

- Streamlined service delivery
- Efficient transfer of information (about clients and services)
- Joined up approach to tackling key social issues using a multiple perspective method
- Equity in service delivery
- Building of social capital
- Inbuilt evaluation will lead to a more results based approach
- Client focused approach through collaborative interagency case management opportunities
- The development of total service systems

## **7. Conclusion**

The proposed framework envisages that a balance will be created between the government and non government community service agencies. It is recognized that this balance needs to be created with input from all sectors and in a manner that acknowledges and respects the core values and missions and capabilities of each sector. By creating a framework with transparent relationships and defined parameters it is hoped that a collaborative system will best represent the needs of each sector and deliver appropriate and accessible services for people in our community with clearly identified needs. We have a long way to go!

# Results Accountability Decision-making and Budgeting



Fiscal Policy Studies Institute  
Santa Fe, New Mexico  
[www.resultsaccountability.com](http://www.resultsaccountability.com)  
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## Results Accountability

is made up of two parts:

Population Accountability  
about the well-being of  
**WHOLE POPULATIONS**

For Communities – Cities – Counties – States - Nations

Performance Accountability  
about the well-being of  
**CLIENT POPULATIONS**

For Programs – Agencies – and Service Systems

## DEFINITIONS

### RESULT or OUTCOME

A condition of well-being for children, adults, families or communities.

Children born healthy, Children succeeding in school,  
Safe communities, Clean Environment, Prosperous Economy

### INDICATOR or BENCHMARK

A measure which helps quantify the achievement of a result.

Rate of low-birthweight babies, Rate of high school graduation,  
crime rate, air quality index, unemployment rate

### PERFORMANCE MEASURE

A measure of how well a program, agency or service system is working.

- Three types:
1. How much did we do?
  2. How well did we do it?
  3. Is anyone better off? = Customer Results

## From Ends to Means From Talk to Action

RESULT or OUTCOME

INDICATOR or BENCHMARK

ENDS

PERFORMANCE MEASURE

MEANS

Customer result = Ends  
Service delivery = Means

# Results-Based Decision Making

## Getting from Talk to Action

**Population:** e.g. Children prenatal to age 5

**Result:** e.g. Children enter school healthy and ready to learn

What we want for children in plain English, plain Spanish...

Plus how we experience the result

### Indicators:

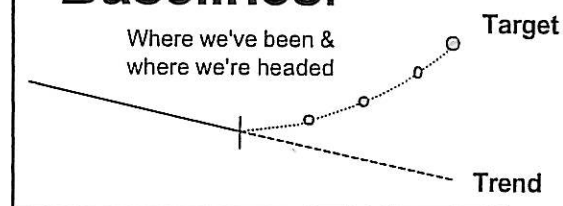
(Measures of the result)

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_
4. \_\_\_\_\_

Plus a Data Development Agenda

### Baselines:

Where we've been & where we're headed



Plus a Cost of Bad Results Analysis

### Story behind the baselines:

The causes, the forces at work; the epidemiology of the baselines

Plus Information & Research Agenda Part 1

### Partners with a role to play:

Public and private sector agencies and individuals

### What works

What would it take to turn the curve in this community, best practices, best hunches

Plus Information & Research Agenda Part 2

### Criteria

Could include:

**Specificity:** clear who, what, when, where, how  
**Leverage:** power to turn the curve  
**Values:** consistent with community values  
**Reach:** feasible, affordable

### Action Plan and Budget

What we propose to do: multi-year action plan and budget

How the "what works" pieces fit together in a **community system** of services and supports

**Performance Measures:** Measures of how well programs, services, supports, agencies and service systems, included in the action plan, are working: How much did we do? How well did we do it? Is anyone better off?

# Performance Accountability

For Programs, Agencies and Service Systems

1. Who are our **customers**, clients, people we serve? (e.g. children in a mentoring program)
2. How can we measure if our clients/customers are better off? (**performance measures about client results** - e.g. rate of high school graduation for mentees)
3. How can we measure if we are delivering service well? (**performance measures about service delivery** - e.g. ratio of mentors to mentees)
4. How are we doing on the most important of these measures? Where have we been; where are we headed? (**baselines** and story behind the baselines)
5. Who are the **partners** who have a potential role to play in doing better?
6. **What works**, what could work, to do better than baseline? (best practices, best hunches; incl. partners' contribution)
7. What do we propose to do? (multi-year action plan and budget; incl. no-cost / low-cost items)

FPSI