

NGO PARTNERSHIP RESEARCH PROJECT

INTEGRATION OF SERVICE
DELIVERY BY LARGE MULTI
SERVICE NON-GOVERNMENTAL
PROVIDERS

FINAL REPORT

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Integration of Service Delivery by Large Multi-Service Non-Governmental Providers

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John Barber (Ageing Agendas)
and Tony Eardley (SPRC)

A report presented to the Department of Family and Community Services as part of
the SPRC 2000 commissioned research program

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Summary

Introduction

The research on which this report was based was commissioned by the Department of Family and Community Services (FaCS) in 2001.

The purpose of the study was to shed light on developments in service integration by large, multi-service, non-governmental organisations (NGOs) in the community welfare sector.

A sample of 10 national and State-based NGOs was selected for the study in consultation with the Department. These represent major service providers in a range of welfare and community service fields.

Nine of the 10 organisations agreed, when approached, to take part in the study.

Interviews were carried out, either face-to-face or by telephone, with both senior and operational management in the organisations. Summary drafts of the interviews were returned to respondents for comment and checking. Limited review of annual reports and other documents was also undertaken.

The NGO Sample

The NGOs which were the subject of the research are some of the largest non-government welfare providers in the country. Those participating were:

- Anglicare Australia
- Activ Foundation
- Endeavour Foundation
- Melbourne Citymission
- Mission Australia
- St Vincent de Paul Society
- The Brotherhood of St. Laurence
- The Salvation Army
- The Smith Family

All administer substantial annual budgets, with one of the largest (Anglicare) distributing services and benefits to the value of \$300 million per annum. For several, funding from government is significant, representing up to 40 per cent of total income, while in others government is a minor contributor. In all cases, non-government fundraising is vital to their continued operation.

Some of the NGOs are also significant employers. For example, the Endeavour Foundation employs some 2,800 staff in 250 outlets in Queensland. All of the organisations also rely substantially on volunteers to deliver their services.

The client groups served by the NGOs vary according to their focus and, in some cases, their histories. The Activ and Endeavour Foundations focus their services on people with disabilities, while the St Vincent de Paul Society primarily addresses the needs of homeless people. The Smith Family's main client groups are children, young people and families. The other organisations provide services to people facing a wide range of disadvantages, including people with disabilities, older persons, children and families, youth, unemployed people and people who are homeless.

A number of organisations with charitable or disability backgrounds have developed commercial operations, such as 'opportunity shops' or workshops employing people with disabilities, which contribute to their fund raising. These activities raise significant sums to support welfare activities, but all the organisations reported that demand for their services usually exceeds supply.

NGO Structure and Governance

- The NGO sample comprised three main groups:
 - National organisations with autonomous State and Territory sections
 - National organisations with a unified hierarchical management and only limited State autonomy
 - State-based organisations with mainly centralised management
- In the unified national organisations there can be tensions with State and local branches about relations with government funding bodies.

The national NGOs can essentially be divided into two groups in terms of structure and governance. One type has retained structural arrangements that vary from State to State, where local history has determined what and how welfare services are delivered. The other group would define themselves as national 'social enterprises', with a unified hierarchical approach. These support State and Territory offices which exercise only limited authority within the strategic directions set by the national body.

Under the first model, each State and Territory is largely autonomous, with any national organisation only providing a broad framework of operational principles. Amongst the second group there can be tensions at times between the State organisations and the national body. In some instances local and State groups feel the need to maintain individual relations with government in order to ensure that their funding is protected. This, however, sometimes operates against the objectives of national organisations to coordinate their activities and to ensure a unified approach to service provision and quality.

The third group in the sample consists of entirely State-based organisations. These are the Activ Foundation, the Brotherhood of St Laurence, Endeavour Foundation and the

Melbourne Citymission. In each case, services are centrally managed. It should be noted that the latter agency is one that chose not to become part of the unified national body Mission Australia when this was formed.

All of the NGOs examined employ some form of strategic planning process to guide their policies and operations. Some of these structures are tightly knit, such as those evident in the Melbourne Citymission and the Brotherhood of St. Laurence, where multi-year strategic planning cycles drive regional business plans.

In the case of the Brotherhood of St. Laurence, the Board sets broad parameters while the Executive Director and general managers of the service arms have responsibility for operational planning and management. Each general manager then has specific program area responsibility and, in consultation with the Executive Director, determines how their budget allocations will be spent each year.

The Smith Family has a strong line-management structure that runs from the national office to operational managers in each State and regional coordinators who work to them. In organisations with this type of arrangement, the usual practice is for monthly reports to be presented to management against key performance indicators.

Client Needs Assessment and Case Management

- While all organisations recognised the need for more integrated client assessment and service provision, practices have tended to be determined by historical structures and by program requirements of funding bodies.
- Some, however, are moving away from the 'silo' approach and are focusing more on individual client needs.

All the organisations recognise the importance of providing clients with easier access to services, and the efficiencies and benefits that can arise from better coordination and service integration. However, client assessment practices have tended largely to be dictated by historical structures within the organisations and by program requirements of funding bodies.

Nevertheless, some of the organisations are clearly shifting away from the 'silo' approach to service provision and are attempting to focus more on the individual needs of the client. For example, women can now enter the Salvation Army's women's support system at any point and have their needs met through a case management approach that directs them to the most appropriate service.

The Brotherhood of St. Laurence also pointed out that developing better communication and linkages between its different service provision arms can produce

benefits both to clients and to the services themselves. For example, the awareness that aged care services were suffering from staff shortages led to the organisation's employment branch developing training in aged care services. This in turn provided employment opportunities for other clients.

New Technology

- While new technology is an expensive tool, it is considered an integral part of effective management of modern welfare organisations.
- There is considerable variation between NGOs in the level of IT and new technology development, with some yet to provide basic computing to all sites and others developing sophisticated Internet and network-based systems.
- The IT area is one where partnerships with business have delivered benefits to some NGOs.
- Requirements of funding bodies impact on the type and range of systems and software needed by NGOs, and there is a perception that the costs are not adequately supported by funders.

All of the NGOs pointed out that while new technology is an expensive tool, it is considered an integral part of effective management of modern welfare organisations.

While most organisations have provided up-to-date computer facilities for staff and their outlets, some services still have no Internet access and computer rollout across their sites remains patchy. Where web access has been provided to all staff it was reported as being a labour intensive and costly exercise. Consistent with the prevailing governance arrangements, some national bodies also reported that there are differences in approaches to IT solutions in their various States and Territory branches.

Some of the NGOs have their own IT departments and host websites that provide information for clients about their services.

The Salvation Army also has a web-based data recording system operating across the organisation, covering both its mission and its welfare services. It is working to establish a single database for all clients, noting that security will need to be put in place to ensure appropriate access and privacy protection.

In the Smith Family, a new program is being introduced to move away from the basic data collection of client profiles and to establish a more proactive research and evidence-based policy development process.

The IT area is one where partnerships with business have delivered benefits to NGOs. The Smith Family, for example, has developed a partnership with Cisco Systems that has enabled it to accelerate the development of a high-quality and cost-effective IT capacity.

However, it was also reported that some of the electronic reporting systems designed by government need to take into account the demands likely to be generated by community groups and the capacity of their staff to use them.

This is an area where NGOs seem to be facing some difficulties arising from the varying requirements of funding bodies, both State and Commonwealth, for different types of data collection and reporting systems. In such circumstances, the NGOs may need to support a range of software formats, with a different range of input requirements that have implications for staff training and support. In many instances the view was that funding bodies are not providing sufficient support with the costs of supplying and maintaining new technology to underpin effective operation.

There was a general view across the NGO sample that a process is needed which would allow the Commonwealth, States and NGOs to work together to identify appropriate measurement and evaluation criteria, based on an understanding of the particular client outcomes sought. It was argued that this understanding should then be built into IT and reporting systems in a way that provides a simple and easily accessible interface for agency staff.

Co-location of Services

- Some NGOs are actively promoting co-location of services because of savings in infrastructure and benefits for service integration.
- Costs, however, are preventing many from co-locating and they are continuing to operate as sole entities.

One of the ways in which more effective service integration can be aided is through the physical co-location of different sections of the organisation. A number of the NGOs interviewed are actively promoting co-location with other services because of the recognition that this provides savings in infrastructure outlays and provides a more rich and client-focused approach to service provision. However, while the merits of co-location were generally recognised, it was pointed out that this can be a costly exercise. Consequently some services are continuing to operate as sole entities despite

their desire to co-locate with others, and are only likely to move when specific opportunities arise.

Accountability

- Accountability within the organisations varies considerably, according to the structures of management.
- Some have produced service standards or codes of conduct and ethics, while others are working towards developing similar statements.
- The key accountability issue for most of the NGOs is the burden of prescribed reporting to government and other funders.
- In the NGOs views, these requirements often bear little relation to desired client outcomes.

Accountability structures within the organisations vary considerably, according to the structures of management outlined above. Some are in transition, particularly where, as is the case in several organisations, they are in a process of culture change from a more traditional charity to a newer form of social enterprise.

In terms of accountability to clients, some have produced public documents outlining service standards or codes of conduct and ethics, while others are working towards developing similar statements.

However, the accountability issue that produced the most comment in the interviews was that of accountability to government and other funding bodies. Most of the NGOs in the sample felt that government program requirements tend largely to determine both the content and structure of reporting systems. Variation in approach and in data collection requirements for different governmental department or programs can produce significant costs for some organisations. This is because different forms of data might need to be collected for related program areas: staff may find themselves reporting on essentially the same sets of outcomes a number of times and in different formats to different funders.

In some circumstances, funding bodies are also apparently prescribing the precise language to use in reporting and indicating to agencies that they will be more likely to retain their funding if they follow this formula. In the view of some of the NGOs, these requirements often bear little relation to desired client outcomes. They are seen as having more to do with justifying Commonwealth policies and programs than with measuring service effectiveness from a client's perspective.

It was pointed out that the community sector is often not consulted about their needs for data or about how to collect, analyse and use it. It was also reported that there is little feedback given about the data collected and that on occasions data are interpreted negatively and used against the agencies. Some NGOs are also concerned about the increased use of negative measures such as complaints to judge the effectiveness of a service.

There were also suggestions that the new requirement to have media releases and public statements vetted by the funding Department is leading to some organisations choosing not to seek funds from the Government because of the need to remain an independent advocate for disadvantaged client groups.

Staff Training

- The majority of the NGOs commit funds annually for training, although one still has no dedicated training budget.
- The level and type of training provided varies considerably across different program types.
- Organisations which are pursuing significant internal restructuring are providing training to effect cultural change.

Some of the agencies acknowledged that they have neglected training in the past and have more recently moved to give it a greater priority. One still has no dedicated training budget, but the majority of NGOs commit funds annually for this purpose. In some organisations significant management training has been provided, as well as specific training for frontline and field staff.

In general, the level and type of training provided varies considerably across different program types.

Those organisations which are pursuing significant internal restructuring have recognised the importance of providing training to effect cultural change, in order to underpin their revised approaches to service provision.

Partnerships with Business and the Community

- All the NGOs saw developing strategic partnerships with business as important.
- The types of partnership vary from simple fundraising to more complex attempts to learn from business and to influence business values.
- Developing relations with business can be time-consuming and requires NGOs to be clear about their values and the boundaries between their interests and those of business.
- State-based NGOs have found that business is often more interested in relationships with national organisations.
- Partnerships with other NGOs are also important, but can be problematic in the context of competitive funding.

All of the NGOs in the study recognised the importance of developing strategic partnerships with business. For some the focus is primarily on fundraising, while others also see partnerships with business as providing the basis for better understanding of how the private sector operates. Through such partnerships these organisations also hope to be able to influence business to embrace some of the values associated with the non-profit sector.

Some organisations, such as the Smith Family, have had a long association with the private sector. It also runs a for-profit subsidiary, Smith Family Commercial Enterprises, which pays for the organisation's running costs and has helped to improve understanding of some of the practices associated with commercial operation.

All of the NGOs involved in business relationships reported that it is a time consuming undertaking and one which requires organisations to be clear about their values, objectives and the boundaries between their interests and those of business. The Brotherhood of St. Laurence, for example, reported that the organisation receives many approaches from businesses enquiring about opportunities for partnerships, but not all are necessarily beneficial to the Brotherhood or its clients. Businesses are often looking for 'a good news story'. Consequently they are less inclined to want to be associated with client groups who are not seen as sufficiently 'attractive'.

State-based NGOs also pointed out that it can be difficult to engage the interest of national corporations, which seem to be more focused on establishing relationships with national NGOs. A further issue is that decision making in NGOs tends to proceed at a slower pace than in business. This can create problems in the process of negotiating effective partnerships.

Those organisations that have established partnerships with corporations reported that the benefits can flow in two directions. Through the partnerships, employees of the corporate partners can develop a better understanding of the way NGOs operate and the importance of their work. Some NGOs are also attempting to influence the attitudes and behaviours of businesses by encouraging recognition of business' role as socially responsible entities in the community

While the NGOs all appreciated the benefits of partnerships with business, there remained a general view that these should not be seen as a substitute for Government funding.

Business is also not the only sector with which partnerships are developing. Partnerships with other NGOs can also be important, although this can sometimes be problematic in the context of competitive funding processes. One example is that the Smith Family has been developing a variety of partnerships with Mission Australia. The latter also runs some services in conjunction with the Salvation Army.

Conclusions

All the NGOs in the study are targeting clients from a variety of disadvantaged backgrounds for whom change requires a long-term commitment. They noted that it is more likely that larger organisations will be able to sustain this long-term commitment because they have greater flexibility with their funds and other resources, such as their range of service options and experience.

Large NGOs also reported that experience in different areas can provide a valuable insight into different ways of approaching service provision. Thus those with appropriate communication channels can share ideas and service models not only between regions, but also between programs.

NGOs with wider coverage and thus greater experience of service development and management are also reported to be better placed to identify trends in service need or service provision and to feed this into policy debates. The size of the organisations and the resources they command also provides a stronger base for the development of new services. The large NGOs are also more likely to have a strong and experienced management structure to both support existing services and to promote expansion.

As noted earlier elsewhere there are a number of areas where relations between NGOs and government at different levels need to be improved, particularly in systems for reporting and data collection. The agencies argued that failure to do so is increasing the workload on NGOs and thus their costs. It is also inhibiting their capacity to meet the needs of their clients efficiently and effectively.

There was also a view that poor funding for certain kinds of program, such as the Supported Accommodation Assistance Program (SAAP) for people with housing problems, has limited the number of staff who can be employed and thus the opportunities for providing high quality services.

It was also stressed that as significant players who are commanding support from Federal and State agencies as well as the private sector, NGOs are in an excellent position to identify ways in which services and policies can be improved. They argued that an open environment for debate needs to be encouraged, where government, NGOs and their clients can contribute to discussions on ways to improve outcomes.

1 Introduction

In early 2001, the Department of Family and Community Services (FaCS) commissioned research from the Social Policy Research Centre to shed light on the operations of large non-governmental (NGO) providers in the community services sector.

The Department indicated that it was interested in two key issues in relation to the non-government welfare sector:

1. Integration of service delivery by large multi-service providers; and
2. The formation and operation of coalitions of NGOs.

These questions are of importance to FaCS as a substantial funder of community services through NGOs, but also from a policy perspective. The aim of the study is to provide an understanding of how a representative sample of larger and more sophisticated NGOs are evolving, and thus to improve FaCS' knowledge of the services it is (or could be) purchasing and the nature of the services delivered to clients. The research is not intended to be an evaluation of the organisations' effectiveness in service delivery.

With the Department's agreement, the SPRC sub-contracted the fieldwork for the study to Ageing Agendas, a consultancy with wide experience of community services. This report presents the results of the first phase of the research, concerning the integration of service delivery by large multi-service providers.

A sample of 10 national and State-based NGOs was selected for the study in consultation with the Department. The organisations represent major service providers in a range of welfare and community service fields. The NGOs were approached through their Chief Executive Officers (sample letter attached as Appendix B) to participate in interviews that sought to answer the following questions.

- The extent to which, NGOs are assessing customers' needs against the range of services they deliver, and directing customers to those services accordingly (case management approach);
- The extent to which, information technology is being used for data matching, tracking customers, and referring customers;
- The ways new technology is being used in service delivery;
- The extent to which, multiple services are being delivered from a single location (one-stop shop);
- The extent to which, large multi-service NGOs have business management practices to ensure accountability throughout their member organisation providers;
- What levels and types of professional training service delivery staff have; and
- The nature and extent of NGO/business partnerships.

Nine of the NGOs approached agreed to participate in the research. This involved face-to-face interviews with organisations located in Melbourne and Sydney, and telephone interviews with services located in Queensland and Western Australia.

Attempts were made to discuss the questions with both senior and operational management. In some cases, a joint interview was undertaken and in others separate interviews were

required. In the case of the State-based NGOs, Activ Foundation and Endeavour Foundation, the CEO also had responsibility for operational management. Summary drafts of the interviews were returned to the respondents for comment and checking. Limited review of documents and annual reports was also undertaken.

The following Sections present reports of the individual interviews with representatives of each NGO. A summary table of key issues by NGO is provided as Appendix A.

2 The Salvation Army

Respondents: Major George Lingard (Social Programs Secretary, Eastern Australia), Major Lynda Bliss (Eastern Australia Territorial Headquarters); Major Geannette Seymour (Social Programs Secretary, City East/Illawarra Division, Eastern Australia)

Introduction

The Army's welfare programs include supported accommodation through the Supported Accommodation Assistance Program (SAAP), Work for the Dole, emergency relief, counselling, disability, aged care, youth, rehabilitation and employment (through their Employment Plus program. There are also two youth services run jointly with Mission Australia, an early intervention service for young people at risk of homeless and a young people's legal centre.

The Army's divisions have responsibility for operational strategy in line with policy and broad strategies set at territory level. They provide resources to and support for the services on the ground. Some of the service outlets are local churches (corps). The City East/Illawarra is the largest division in the church's Eastern Australia territory, covering greater eastern Sydney and the Illawarra. Some 52 per cent of the Army's social programs in the territory are in this division, with 32 multi-purpose services (containing varying numbers of discrete service outlets) and 1,000 employees.

Governance Issues Affecting Integration of Welfare Services

The Salvation Army has two Territorial Commands in Australia – Eastern (with territorial headquarters in Sydney), which covers New South Wales, the ACT, and Queensland, and Southern (with territorial headquarters in Melbourne), which covers the rest of Australia. The territories are divided into divisions (regions), of which there are seven in Eastern Australia. The Territorial Commissioners alternate in holding the command of the ACT division, which command also has the position of National Secretary. A division is akin to a bishopric in Episcopalian churches, according to one respondent. This implies that a Territorial Commander is akin to an archbishop and the National Secretary akin to a primate.

The National Secretary is responsible for the coordination of joint action on Commonwealth issues. The two Territorial Commands are sovereign within the international structure of the church. They coordinate church policy and law through an annual conference, which also includes the New Zealand/Fiji territory. Only one of the Command's welfare services operates as a national entity. This is Employment Plus, on whose management committee both territories are represented with equal rights. The two territories are roughly equal in size, in terms of church membership and welfare services provided. Service delivery practices can differ between these two territories.

Client Needs Assessment and Case management

Case management operates in all programs, though it is recognised that it functions better in some programs and services than on others, depending on the sophistication and skills of the caseworker. The case management system operates from day one that the church deals with a client, even if there is only interaction. As one respondent put it, 'Case management is that joint interaction between a client and a worker that brings about an appropriate response to the client's needs; it is as simple or complex as the client's need.'

Historically the Army was in the forefront in developing case management, such as in its rehabilitation work, but currently government policies and funding also influence the way the organisation's services work. The model of case management also varies from centre to centre. Some services, such as the disability services, use a formal Independent Service Plan approach. The Army's view is that a form of case management was in use as long as 30 years ago, in that a client's needs were serviced on an individual basis ('We did individual case work but did not call it case management, it was not formalised'). In some areas of service delivery such as SAAP, the Army was moving to formalise its case management approach when the government introduced it. The Army has been educating and informing its managers of contemporary trends in social service delivery over the years. Case management has been used as a standard approach across programs for about 10 years.

The same assessment approach is not used across all service types because it is program based. For example, aged care services use approaches required for specific government accreditation. However the Army is working to develop a common policy and procedures manual across its welfare services, which would incorporate assessment processes.

There were some difficulties with implementation where case management was not part of the organisational culture: this called for education and training on the concept and practice of case management, especially the notion that clients should be involved in setting their own goals. As staff were upskilled and new, more skilled staff were employed, the organisation has changed.

There is a diversity of case management models used and the mode of needs assessment and ongoing case management depends on the nature of the service type, linked to the relevant funding program. For example, the models used with homeless youth differs from that used with long-term homeless older men. What they have in common is a focus on client self-determination; development of case management plans that have a future; engaging the client in change; and provision of support. All these must be consistent with the Army's moral philosophy. An example given of this qualification is in the Army's work with people with 'gender issues' (namely, transgenders and homosexuals): the Army does not condone their sexual practices and would not provide support for those practices/identities – it would make referrals to appropriate agencies – but the Army would not discriminate against them in service delivery in matters where the gender issue was not relevant.

The information on the outcomes of the assessments is used for working with individual clients. The Army is developing a Web-based data recording system across the church (both mission and welfare activities), the Salvation Army Mission Information System (SAMIS). This will include data on a client's profile, case notes and their case management plan. The minimum data set is to be based on the SMART framework, as used in SAAP data collection. All outlets will use the basic data modules, so that the Army has one central database on its clients. Service outlets will use it with attachments relevant to them. For example, Foster House (a SAAP hostel for homeless men in inner Sydney) will have a special bed management module in addition to the basic modules.

Different levels of security access will apply to layers of the data, so that only appropriate staff can access relevant data in order to protect clients' privacy. The system itself has the highest encryption possible and Telstra will be installing firewalls. If data are transferred to another outlet, the client's written consent will be required. The Army is working with the Commonwealth Privacy Commissioner to ensure it complies with Commonwealth legal

requirements. In the case of the joint ventures with Mission Australia, there may need to be a stand-alone protocol on client confidentiality between the two agencies.

The initiative has been ‘a logistical nightmare’, according to the respondents, because the SAMIS has to meet the needs of the Army and various funders, and some services, such as rehabilitation, are funded by different government agencies with differing data collection and reporting requirements.

The SAMIS will be trialed in October 2001 and the Southern Australia territory is also considering using it.

New Technology

The Army has its own IT department. IT policy and the hardware and software used are determined at the Territory level. Services are well supported; every site, no matter the size, is linked to the Internet and, through Lotus Notes, with each other. The computers were installed six to seven years ago, and there has since been a round of upgrades.

A computer database program, Dataflex, is currently used for client records. This is known as the Salvation Army Statistics Program. It is not able to track clients between service outlets, other than give data on a referral onwards. The software allows for the printing of a hard copy referral form. This system is seen as out of date and prone to breaking down.

The need for greater use of new technology has been identified in recent years. Managers wanted a system they could use in an integrated way. Because of the problems with the existing database program, in 1999 the Army held ‘dream groups’ of users to ‘vision’ what they wanted. This led to the design concept for and development of the SAMIS, which will provide data needed by service managers, government funders, the Territorial headquarters and the Army’s international organization. It will be piloted in some major services, such as Foster House. Then a priority plan for Web access will be developed and then it will be rolled out in 2002-2003. The IT department in the territorial headquarters has responsibility for this.

The SAMIS will be able to import existing computerised data. Some emergency relief data held in a card form will be lost because they cannot be transferred, and new data entry will not be carried for these services.

The organisation was quick to recognise the need for use of new technology, but because it is a centralised body it took the view that the same software would be used across all services: ‘This takes time, which can create frustrations on the ground.’ The needs of workers are also taken into account. One respondent cited the case of a ‘computer phobic’ manager in one service: rather than risk losing her (because of her other skills) a computer-literate assistant manager was placed in the service.

Tracking of client outcomes is done on site (in the service outlet). The service manager tracks clients and the divisional social programs manager assesses each service annually. Data on clients and finances are monitored in the divisional headquarters. Managers on sites are becoming more concerned about ensuring service provision being appropriate and that facilities are fully used - ‘We have a commitment to being where the need is.’

The Army also uses software specifically developed for it in financial management and databases. The financial programs are ‘Money Counts’, for corps, and ‘Finance 1’, for welfare

services. The database statistics program is to be discarded when the SAMIS is up and running. In some programs areas the services bought and modified other software, such as 'Easy Time', for managing shift rosters for over 50 employees, which is used in its aged care services.

Co-location of Services

The Army has in the past tended to build 'silos'/strands of work. They now have a commitment to blurring the boundaries between services. For example, over the last two years in the City East/Illawarra division, the women's programs run by the church's corps and through the SAAP have been restructured so that a woman can enter the women's support system at any point and have her needs met, on a case management basis, using the church's and other resources.¹

The division regularly seeks co-locations, for reasons of shared infrastructure cost, service delivery, and worker safety in small (especially one-worker) projects. Programs that suited to co-locations are those that are small or deal with clients on a one-to-one basis, including personal counselling, financial counselling and budget helpers. In this division the manager of the Money Care program is located in the divisional office and the financial counsellors are located in Army community services centres. Some small community services centres are co-located with corps (local church) buildings. One project worker Dulwich Hill (Sydney), for example, who works three mornings a week is based at the local corps, which has its own community activities.

Overall, however, the Army's focus is on 'synergies' rather than necessarily on physical co-location as such. With any new service they look to how it will be linked to existing service. For example, Employment Plus has a formal partnership with other Army welfare services so that it can link with appropriate provision for intensive assistance.

Accountability

The divisional headquarters monitors statistics from service outlets, their finances, their employment processes and program development. The divisional social programs secretary supervises service managers on an ongoing basis and through an annual performance appraisal. She also does a formal site inspection once a year (additional to any visits during the year).

In the budgeting process, service budgets are considered by the divisional manager (the Social Programs Secretary). Services' finances are audited internally each year. Audit reports are also monitored by the territorial Social Programs Manager. Services wholly or partly funded by government grants/contracts are also externally audited each year, by Price Waterhouse Coopers.² The territorial headquarters organizes this.

The divisional Social Programs Secretary is responsible to the Divisional Commander. According to the respondent, this position is akin to a 'bishop' in episcopalian churches. He, in turn, reports to the Chief Secretary of the Territory. The latter is a 'CEO' position, 2nd in the chain below the Territorial Commissioner.

¹ A corps is akin to a parish in other Christian churches.

² Some Army welfare services are wholly funded by the Army and are not subject to external audit.

Staff Training

Staff training can differ between services. The army's employment relations officers in divisional offices issue competency-based selection criteria and competency-based job descriptions. A competency-based appraisal system for staff (which includes an annual appraisal) enables identification of training needs.

The army has a specific training budget and has retained the standard of 1.5 per cent of total budget from the former Training Guarantee Levy. Workers in services are able to use this for training from entities like the NSW Department of Community Services SAAP training unit or the ACWA (Association of Children's Welfare Agencies) Centre for Community Welfare Training.

The Army's own training program for mission and welfare personnel is run through its School for General and Biblical Studies. It also has its own College of Further Education (COFE), a Registered Training Organization, in Eastern Australia, with campuses in Sydney and Brisbane. The main focus of the college is on training for the ministry, but it is expanding its vocational training role. It is developing accredited courses within the Community Services Training Framework/Package, and it is moving to have existing courses accredited (such as the COFE hospitality course for young clients).

Computer training can be purchased externally. The army's IT department provides training on Army-specific software, at its own training sites or at the workplace. A training budget is developed for service outlets by the division. This is accessible to services irrespective of whether they are government funded and the government grant includes no provision for training.

Partnerships with Business

The Army's relation with business is largely focused on being the beneficiary of financial support. It is wary of relationships where private firms might seek to influence how it runs its services. Private firms support the church's welfare work in a number of ways:

- the firm has an arrangement with customers whereby a proportion of sales revenue is dedicated to directly assisting the church's clients, e.g. a Bob Jane T Mart arrangement where the firm itself distributes tyres to Army clients;
- the firm has a deal with customers where a proportion of sales revenue is dedicated to the Army;
- sponsorship of a particular service;
- promoting the Army's Red Shield Appeal;
- giving food vouchers (eg., Coles) to the Army for emergency relief services;
- deploying their staff as volunteers in the Army's services for a period (a volunteer day), which is done by one large Sydney CBD hotel.

These arrangements raise implementation/operational issues:

- A volunteer day can bring in too many volunteers at any one time, presenting effective deployment and supervision problems. However, the respondents cited the successful use of a large number of volunteers from a private firm in building a youth camp in Queensland.
- There is a need for efficient and effective coordination – the Army needs to be able to match people with suitable areas, e.g. with volunteers.

-
- Decision-making processes are different – the Army’s are slower than those of many private firms.
 - Knowing what the boundaries are is important: the Army wants private firms to assist them, not to control them, especially as the Army operates with a mission focus not a market focus.
 - The help a private firm wants to give is not necessarily the help the Army needs at that particular time.
 - The terms of the contract or partnership need to be clear.

There are three main partnerships with the corporate sector in the City East/Illawarra division.

- The Advertising Federation of Australia has been raising funds on a charitable basis for the last six years for specifically identified services, such as Oasis youth service in inner Sydney. The Federation undertakes to raise a certain number of dollars each year (which amount they set) and the church factors this amount into the budget for those services. Apart from receiving the money the church has no other relationship with the Federation.
- Sydney Water has designated an amount it will donate for each of three years. The money is hypothecated to a detached case management program for clients with multiple issues. The company wanted to attach its donation to a specific service and the church put up three alternatives. The church reports to the company on client outcomes and acquittal of the money on a six-monthly basis.
- The NRMA sponsors the Salvation Army Care Line with a cash donation. This is the first year it has done so and the agreement is for 12 months. It receives six-monthly reports and recognition of its sponsorship (including its logo) on the Care Line’s published materials.

The Army’s annual Red Shield Appeal is now seen as a business stream within the organisation. The Army approaches corporations directly to donate to this Appeal. It finds that most prefer to have their donation directed to a specific service.

The Army sees itself as doing more with corporations. It has a public relations department in the territorial headquarters which ‘chases’ corporate funding. There are, however, a number of challenges for the Army in dealing with the corporate sector. Corporations expect the Army to function like a business, as they do. The respondent said that while business has its expertise and the Army could learn from them, not all the concepts and approaches used in the corporate sector are directly transferable to the welfare sector. For example, the Army allows abusive clients to return to services, whereas private firms would not.

The respondents believed that support for the Army’s work had a number of benefits for private firms:

- It helps them build a sense of community awareness among their own workforces and to become more ‘people-aware’.
- Firms can achieve cognition for being responsible corporate citizens. The Army does not mind them getting this ‘opportunistic kudos’ (such as by putting the Red Shield Appeal logo on their product or catalogue), providing that the image of the firm matches that of the Army.
- There is only limited advertising value for the firm’s product as such, depending on the nature of the business. The Bob Jane T Mart arrangement attracted little media attention, for example. Some firms, such as the hotels organizing volunteer days, would not even seek media attention and few outsiders knew that they did it.

The respondents pointed to further potential for partnerships between private firms and the Salvation Army, especially in the area of community housing.

3 The Smith Family

Respondent: Dr Rob Simons (National Manager, Research and Policy)

Introduction

The Smith Family's two major welfare programs are Learning for Life, a prevention and early intervention program focused on educational opportunities for young people, and Emergency Help. It also provides a bundle of 'life skills' and 'community development' services. The life skills services are financial counselling and an English as a second language program ('Each One Teach One'). The 'community development' strand refers to the organisation's work with its volunteers, including the 32,000 members of VIEW Clubs. These are now being seen as related to the two core programs rather than distinct programs, so that the organisation's programs are presented as one pathway of economic and social development using prevention and early intervention.

Governance Issues Affecting Integration of Welfare Services

The Smith Family is a national social enterprise with State offices in all States except Tasmania and a Territory office in the ACT. Its governance structure is a unified hierarchy akin to a private firm that trades nation-wide. Its State/Territory offices have some operational autonomy for administering services within their jurisdiction, within the framework of the strategic direction set nationally for the enterprise as a whole. Its head office is in Sydney. In the last couple of years the organisation has changed its self-identity from a charity to an enterprise, specifically a 'social enterprise'.

Client Needs Assessment and Case Management

Case management is used to varying degrees, depending on the area of work. Where the organisation provides one-off support, such as through its emergency help services, this would be in the form of basic information and referral. In its Learning for Life program, where educational support workers deal with a student and their family, there is an ongoing relationship with the client.

The organisation has developed a new, focused research capacity in recent years, with two major purposes: monitoring, evaluating and developing programs, and to feed its data and findings into broader social policy. The Smith Family also see itself as moving away from a focus on service delivery and towards 'social capability' – the capacity of individuals and communities to build on their strengths in order to participate more fully in society.

New Technology

The organization is redeveloping its information and communications infrastructure, in line with its new research and social policy direction. It has a computerized client systems information management (CSIM) program, which is not considered useful to provide the required information for research and project development. Moreover the quality of data varied because of local data entry practices. A new policy and procedures manual for this program has a section on data entry to encourage consistency in data entry practices.

Because of the limitations of the existing database system the organization is developing a new Web-based program, Enterprise Clients Operations and Reporting (ENCORE), which will be introduced in about October/November 2001.

The new program is aimed at helping the organisation's research move away from basic data collection of client profiles to proactive research for, and innovation in, evidence-based policy development.

All of the organisation's local centres have Internet access, although most of the emergency help workers went online only in the last two years.

The process of bringing in computer capabilities generally, and the Internet in particular, has been a labour intensive one ('We had to go the whole nine yards'). Most workers did not have access to a computer, let alone computer skills, until a few years ago. 'People were screaming to get computers for a long time'. There has also been a significant staff turnover in the last few years, so staff training has been continuous.

Computerization and the move to a better database system have been helped by a strategic partnership with Cisco Systems Australia. The organization has 2 projects with them: 1 on organizational capacity, and 1 for a virtual learning and communication centre. Both these projects required capacities the organization did not have. The partnership with Cisco enabled it to accelerate development of its IT capacity beyond what its budget would have otherwise allowed.

Co-location of Services

The organisation has a network of local service centres, from which its programs in that area are based. The biggest number of these is in New South Wales. The centre is the access point to the whole range of services available.

Where the organisation is establishing new projects in towns and suburbs where it does not have a centre, it will be co-locating with other organizations. For example, the educational support worker for a 'Parents as Teachers' community-learning pilot launched in Broken Hill in August 2001 is located in a government school building. The Smith Family opened its first office in Perth in early 2000. It is co-located in an office of the Challenge Bank, the WA arm of Westpac, which is a strategic partner. This is a temporary, but not time-limited, arrangement. They will be looking to move to a permanent office co-located with a school or community centre.

The rationale for locating its services with 'already established community presences' is to have an impact on the way that people experience the Smith Family. They do not want new clients in new areas to see it as a 'charity', which is how it is presumed to be seen in New South Wales (its historical base).

Accountability

The Smith Family has a line management structure, with senior management in its national office, operations managers in the States and the ACT, and regional coordinators under them.

The State/Territory operational managers are responsible for operational matters, including finances, and report to the national office.

Staff Training

The Smith Family has a regular budgetary allocation to staff training, particularly where it identifies a need for new competencies. A key focus in recent years has been on computer skills.

It has also established mechanisms to inform and educate staff about the organisational changes required for its new 'social enterprise' model. These include joint meetings of staff and volunteers, as well as meetings of staff teams on both strategic and operational matters.

Partnerships with Business and the Community

The organization's 'social enterprise' model sees partnerships with private firms, governments and other community organizations as a key defining element of what constitutes a 'social enterprise'.

The Smith Family has a long association with the private sector, having been founded by five businessmen. It operates a commercial (profit-driven) business (the Smith Family Commercial Enterprise), in recycling and woven and non-woven textile manufacturing. This commercial business pays for the organisation's administrative costs so that all fund-raising can be directed to welfare services. Having a commercial business internally also enables the organisation to understand commercial ways of working.

The respondent differentiated three ways in which the Smith Family was associated with the private sector.

- 'Corporate philanthropy' was where a private firm donated to the charitable work of the organization. This has always been important for the organisation.
- 'Corporate relations' were about maintaining good relationships with a firm. This has also been important for the organisation, historically.
- 'Strategic partnerships' are the main focus of new associations following the organisation's repositioning as a 'social enterprise'. The organisation first identifies whether an association with a private firm is compatible with its (own) vision, mission and values, then jointly identifies a project and an agreed outcome. The Smith Family's major strategic partners currently are Cisco Systems, Westpac, BHP and Woolworths.

Each of these forms of association has its challenges:

- With associations based on being a recipient of philanthropic donations, the organization has to maintain a reasonable independence. The key issue is that of 'tied' versus 'untied' donations.
- With 'relationships' (that is, associations that are more than being a recipient of philanthropic donations but are not formalized as a strategic partnership), the organization has to keep monitoring the compatibility of the firm's activities with its own mission and values.
- With strategic partnerships, the organization has to invest more time and energy into the association, to create a good partnership. 'The problem is the follow-through.'

The respondent believes that there is a change in corporate culture in Australia, with signs that corporates are seeing it as being to their benefit to be socially responsible. Relationship building has a public relations component, but more important is that their long-term sustainability relies on strategic partnerships with other bodies.

The organization will also be seeking partnerships with government. It receives less than 5% of its funding from the Commonwealth and no money from state/territory governments. But it will be proactively identifying funding from both jurisdictions for projects. This would not be recurrent funding for services, but for designated projects that would be chosen strategically and where the two partners were compatible philosophically. ‘Our plans drive our budgets, not the other way around.’

The organization also has partnerships with other community organizations in the field of social research, particularly Mission Australia (‘wherever we can we will do it collaboratively’). Its research and policy staff meet regularly with their counterparts in Mission Australia to discuss research projects. The Smith Family has also successfully submitted with the UNSW Social Policy Research Centre for an Australian Research Council linkage research grant.

4 Melbourne Citymission

Respondents: Anne Turley, Chief Executive Officer and Jenny Boulton, Manager Northern Region

Introduction

Melbourne Citymission operates 55 separate programs in the health and welfare field and employs 630 staff. Its major source of funding is the Victorian Department of Human Services, although also receives funds from FaCS, and other government departments and private sector contributors. Seventy per cent of the funds that support the activities of the Melbourne Citymission come from government and 30 per cent from trusts and donations. Melbourne Citymission currently provides services in the following areas:

- Aged care;
- Children and Families;
- Disability and Special Needs;
- Employment and Training;
- Homelessness; and
- Palliative care.

Federal funding covers activities in aged care, community visitors, some children's services and the Reconnect youth services. Although Melbourne Citymission provides some statewide services, services are delivered predominantly through a regional office structure. Regional offices operate in Footscray (western suburbs), Brunswick (north western suburbs), Eltham (north eastern suburbs) and the Central Business District of Melbourne.

Governance Issues Affecting Integration of Welfare Services

The Citymission's regional structure reflects differing emphasis on service provision. The Footscray Office predominantly provides services to homeless people, people with disabilities and young people. In the case of the Brunswick Office, services are primarily directed to people with disabilities, children and young people. The Eltham Regional Office mainly deals with the needs of older people, whereas the Central Office focuses on administration and services to homeless youth.

Client Needs Assessment and Case Management

It was reported that there are variations between the approaches of these regional offices to service management and needs assessment. In the case of the northern region, Melbourne Citymission has taken the lead in the development of formal network protocols which have led to the establishment of case management for clients with a disability. The Citymission recognised the desire of both services and clients for a more streamlined approach, and gained funding for development workers who have fostered and encouraged the development of a case management network approach.

This has resulted in a centralised client waiting list, with appropriate privacy protocols, which ensures that clients are not unduly delayed and are matched with service vacancies as quickly as possible. The case management network has also resulted in clearer processes for referral and intake with protocols that allow for shared assessment information. Whenever a client is referred from a Melbourne Citymission service to another service, a package of information is

provided to streamline the transfer and ensure that the other services are aware of the experience and the needs of the client.

The provision of funds by the Victorian Department of Human Services to the northern region enabled the employment of two support workers who provided an executive function for the network. It also supported the development of a common information management system for use by disability services in the region and the establishment of the centralised waiting list. It was reported that other networks also exist in the northern region and the development in the disability area and the lessons they have demonstrated has served to bring these other networks closer together.

New Technology

It was reported that the nature of data collections is determined largely by the requirements of the funding bodies involved. This can present significant challenges to the Citymission because it provides programs supported by many different funding bodies.

Melbourne Citymission currently maintains a statewide database for crisis accommodation within Victoria. Any crisis accommodation beds are tracked daily and agencies from across the State are able to check where vacancies exist to match with their clients. Melbourne Citymission also maintains a website which has links to Centrelink, the Information Exchange and the Homeless Persons Service.

A number of different types of management systems are used to record client details and track their conditions. In disability care, the Care Manager program is used, in child care Quickkids, and the MCASSD program developed by the Information Exchange is used in the case of the youth programs.

Variation exists between the regional areas in IT capacity. In the northern region, the manager can access information about all services provided to a client, while other staff have limited access. This is to ensure the privacy and confidentiality of client data.

One of the key issues in providing more comprehensive information to other services is the need to obtain client agreement to share information. Melbourne Citymission is currently exploring ways of enabling clients to agree to sharing their assessment information while providing a sound basis for privacy and ensuring that they are actually making an informed choice in line with Department of Human Services privacy guidelines.

Melbourne Citymission also reported that NGOs are increasingly identifying situations where the data needs of the Commonwealth do not match with those of the NGOs and do not necessarily reflect a focus on client needs. The view was put that there is a need for a process for Commonwealth, State and non-governmental organisations clearly to identify appropriate outcome measures for funded programs which are reflective of the objectives of the intervention and also provide useful data for both government and NGOs. In some circumstances, the Citymission argues, it will also be necessary to underpin the data collection with a commitment to providing adequate resources to non-governmental organisations to carry it.

Co-location of Services

As noted above, Melbourne Citymission provides most of its services through a regional office structure. There is a recognition within the organisation that clients could benefit from

greater harmonisation between services. Indeed, MCM has participated in the co-location of Youth Services in the city. However, the complexity of client needs can sometimes frustrate co-location strategies because of assumptions that a single intake worker has the capacity to deal with the full range of needs that clients bring to the service. It was pointed out that there is still much work to be done to unpack the role of intake workers to identify what can be undertaken at reception and what aspects require a more skilled professional response. What at first glance appears to be a cost saving development could end up creating additional costs if it is to work effectively to match consumer needs.

Accountability

The Board of Melbourne Citymission sets overall directions for the organisation through a four-year strategic planning process. The last strategic plan operated from 1996 to 2000 and in 1998 the Board commenced the review process leading to the current strategic plan, which is scheduled to run from 2001 to 2005.

The Board developed a Strategic Planning Committee involving staff and client providers in reviewing performance and contributing ideas for the development of the new strategic plan. The 2001\2005 strategic plan entitled 'Building and Strengthening Communities' has a major focus on community development. The strategic directions document drives regional business plans and influences the focus and performance of each of the Melbourne Citymission activities.

The Regional Managers meet weekly with the CEO as an executive group, and they in turn meet with the Program Managers regularly. A checklist for assessing new programs against strategic directions guides regional managers in their assessment of potential new activities and projects. A copy of the current criteria is attached, along with a diagram indicating the management structure of the organisation.

It was noted that the business planning process, budget planning, staff appraisal and recruitment, as well as management systems, are developed in a manner intended to be consistent with the mission, goals and targets of Melbourne Citymission. This is underpinned by a commitment to client choice, cultural appropriateness and a long-term commitment to the welfare of its clients.

It was emphasised that Melbourne Citymission does not operate under a charitable model, but rather has adopted a 'transformation' model of service provision. The implications of this approach are that services need to be committed to individuals over the long term to produce lasting results. One example given was that of a 16-year-old girl who was homeless, had a significant drug addiction problem and had a young baby. Melbourne Citymission provided support over a six year period to help her through education, to beat her drug habit and to remain with her child. Now, at the age of 22, she is holding down a full-time job and continues to care for her child. It was reported the young woman commented to Melbourne Citymission that if it had not been for the continuity of care that she had received she would have given up many times and could well have ended up dead.

A significant issue for Melbourne Citymission in terms of accountability is the amount of time and resources consumed by the different requirements and approaches of the various funding bodies. It was also reported that there seemed to be a trend towards seeking more and more information from NGOs but without providing the resources required to underpin the data collection activities. In some cases this involves hardware for data collection, in others it

is training in the use of the collection tools. Melbourne Citymission indicated that they, like many others, recognise the need to be accountable and the need for robust information for their own planning and review processes. However the demands from funders add pressures in both resources and time. It was also suggested that often the data collected is of little relevance to the NGO in its efforts to meet the needs of its clients. The case was put for more coordination and cooperation between the non-governmental sector and Commonwealth and State Governments on the definition of appropriate outcome measures.

Growth of Services and Gaps in Provision

The Citymission has identified a number of factors contributing to the growth of its services. In the first instance the organisation responds to service needs identified through research and through its experience in operational service provision. In addition, the Citymission has been approached by the Government to trial new approaches to service provision. The Board has also seen fit at times to trial innovative service models to demonstrate their effectiveness to both clients and government. One such example was the palliative care service, which attracted funding in 1979. This was originally a demonstration project for a new concept and later led to the adoption of palliative care across Australia.

Melbourne Citymission is also working with women who leaving prison in the western region. Melbourne Citymission identified the needs of these women and the Board funded the development of a project to meet their needs.

Activities and achievements in particular regions can also feed into developments in others. The expertise and experience of services in one region are thus drawn upon at times to provide the seed for new service development in other areas. While regional managers and their service managers have tended primarily to focus on relations with clients and other service providers in their regions, it was reported that there is now a more collegiate approach to management across the organisation as a whole. This is reported to be leading to more cross-regional discussion and the importation of ideas and approaches that have proved to be successful in other regions.

Where gaps emerge in services for clients, NGOs often find that neither the States nor the Commonwealth are prepared to take responsibility, leaving the NGOs to carry the burden of care. They argue that there is a need for greater coordination and the development of mechanisms to fill gaps swiftly as they are identified.

One example cited was of an in-patient hospice service operated by Melbourne Citymission which was closed, in the organisation's view, because of lack of Commonwealth/State flexibility. It was reported that for three years, both the Commonwealth and the State recognised the need to do something but neither were prepared to take the first step. As a consequence, due to what was described as significant shortfalls in Government funding, Melbourne Citymission finally decided to close the facility.

Partnerships with Business and the Community

Melbourne Citymission has a large number of community/business partnerships and most of these are initiated either through the CEO's office or the Marketing and Fundraising Department. Examples of partners included the Tate Association, which is providing assistance for unemployed young people, and Multiplex, which is engaging building and electrical unions in providing in-kind assistance to redevelop Frontyard Youth Services in the Melbourne CBD. A service managed by Melbourne Citymission and the Invergowrie

Foundation, a group of retired headmistresses, has provided funding for a program to offer tutoring to young women at risk of homelessness and/or school drop out.

It was reported that in seeking partnerships businesses are generally looking for a 'good news story' about sustainable outcomes, linking their company to valued community activities associated with social justice. In Citymission's view there are also benefits accruing to staff in the corporate organisations who have the opportunity to work with non-governmental organisations and learn something of the way in which they go about their business.

It was emphasised that non-governmental organisations must uphold their own values and continue as strong advocates for their clients. Melbourne Citymission has had examples of some community/business partnerships where clients involved were not treated with the required sensitivity. Program objectives were thus brought into question as clients reacted negatively to their treatment. In some cases, it was argued, this can produce quite significant damage to clients, particularly if they are coming from very vulnerable backgrounds.

NGOs recognise the benefit to themselves through these relationships and see that the expertise which can be brought from the corporate sector often assists non-government organisations achieve their aims more effectively. However, it was stressed that there need to be clear definitions of the roles and expectations of the respective partners to ensure that the aims of the partnership are mutually understood, and the desired outcomes achieved.

MELBOURNE CITYMISSION PROGRAM SELECTION CRITERIA

Melbourne Citymission has a strong reputation in the delivery of services. The Mission affirms the need for service delivery to ensure:

1. The provision of the best professional practice.
2. Clear definition of targets and desired outcomes.
3. Sound financial and personal practices.

In order to achieve these objectives, the following are essential criteria in determining the appropriateness of Melbourne Citymission's delivery service.

1. What is the identified need to be addressed?
2. Is the identified need defined consistent with Melbourne Citymission's Vision statement and Mission. If yes, how and in what way?
3. What other services are available to address the need of the identified target group?
4. Is the program designed to produce change or to support the target group in achieving their optimum lifestyle?
5. Does the organisation have the appropriate experience and skill? If not, how is this to be obtained, and who provides the necessary financial and other resources to develop the skills?
6. How do the goals and the objectives of the program relate to the organisational goals and objectives?
7. Is there a model of professional practise relevant to the needs of the target group?
8. Does the service inhibit opportunities for advocacy?
9. Is the service to be provided:
 - Based on research and/or experience?
 - Subject to consultation with the client group?
 - Responding to new and emerging social trends in Australia's makeup.
10. What are the overall benefits to be gained by the individual, agency and community?
 - How many people would benefit?
 - What is the extent of the benefit?
 - What is the quality of the outcomes?
11. How does the program compliment or extend the organisations existing services?
12. Does the service fit appropriately within the organisations management and financial structure?

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- 13.** Will the program require additional resources over and above the funds provided? Where will these funds come from and how will they be obtained?
 - 14.** What are the criteria for evaluation and are funds available for this component of the program?

Melbourne Citymission Board

Chief Executive Officer

- Office of CEO**
- Human Resources
 - Marketing and Fundraising
 - Pastoral Care Associate
 - Personal Assistant

- Committees**
- Audit
 - Development
 - Investment
 - Ethics
 - SWEP
 - Environmental Management

General Manager North West

General Manager Western

General Manager North East

General Manager Corporate Services

General Manager Program Support & Development

- Disability Services
 - CLSS
 - CLSS CATS
 - FACCS
 - Case Management Action Group
 - Case Management
 - Bridges Children, Family & Support Services
 - Community Visitors
 - Westgarth Residential
 - Community Friend
 - CIAO
 - Sunbury Project
 - Children's Centre
 - Early & Childhood Intervention

- Disability Services
 - CLSS Hasset
 - CLSS Verdum St
 - CLSS Outreach
 - CLSS Dillon
 - CLSS Simpson
 - CLSS SunCrescent
 - CLSS In Home Support
 - CLSS Day Program
 - CLSS Adelaide St
 - CLSS Sunshine Respite
- Community Services
 - Family Mediation
 - Innerwest
 - Outerwest
 - Women Exiting Prison
 - Reg. Access & Referral
 - Bridging the Gap
 - Youth Reconnect

- Eltham Retirement Centre
 - Food Services
 - Maintenance
 - Willandra Hostel
 - Independent Living Units
 - Eltham Lodge
 - Activities
 - Day Therapy
- Ravenswood Hostel
- Palliative Care Services
- Harold McCracken House

- Finance Manager
 - Accounts
 - Audit
 - GST
 - Regional a/cs team
- Purchasing
- Property Management
- IT Manager
- Entrepreneurial Business Initiatives
- Funding & Service Agreements
- Public Officer
- Functions
- Investment
- Portfolios

- Research Unit
- Quality Improvement
- Co-ordinator
- Youth Services
 - Frontyard
 - MYSS
 - WRAP
 - Family Mediation
 - Intensive Support
 - CAPPS
 - Stopover Refuge Hsg
 - MEIS
 - Conflict Resolution
- Employment & Training Program
 - Community Support Program
 - JPET
 - School to Work
 - Job Pathways
 - School Focused Youth
 - Youth Net
 - Self Employment Project
 - DETYA Collaboration

5 St Vincent de Paul Society

Respondents: John Campbell (Secretary, National Council), Carole Taylor (Coordinator, Homeless Persons Programs, NSW/ACT State Council), Carol Alcock (Coordinator, Marian Centre)

Introduction

The St Vincent de Paul Society provides a wide range of welfare services. One of their main areas of activity is in services to homeless people, especially through the Supported Accommodation Assistance Program.³ The Society is the largest provider of SAAP services in New South Wales and the ACT, with 35 service outlets. Its opportunity shops – of which there are some 267 in New South Wales/ACT – have a welfare and business function, and it distributes emergency relief through these centres. It also has care and support services (provided through ‘welfare centres’), family support services and home visitation, as well as some aged care and child care facilities.

Governance Issues Affecting Integration of Welfare Services

The Society operates as a federal and collegiate organization, with each State/Territory Society being autonomous. The base unit is a ‘Conference’, based in a local parish of the Roman Catholic Church, though the Society is completely independent of the Church structure and is not subject to ecclesiastical authority. Conferences aggregate in Regional Councils, Regional Councils aggregate in Diocesan Councils, and Diocesan Councils aggregate in State/Territory Councils. The State Council is the legal entity of the society. The State Councils are incorporated under State law. In New South Wales/ACT, the Society is constituted under the Roman Catholic Church Communities’ Lands Trust.

Services of the Society are auspiced by different units and from different sources. The primary and basic provider is the Conference, which uses voluntary contributions from ‘poor boxes’ in local Roman Catholic churches. (The Society does not receive any money from the Church, as such, however.) Conferences, through their regional council, manage the shop-front centres, which function as opportunity shops on a business basis, and which are also a prime outlet for distribution of emergency relief and, in New South Wales, EAPA and WAPA vouchers.⁴ These centres are based mainly on the labour of voluntary staff, although paid staff are employed in some of the larger centres. The services they can provide often depend on the particular skills of their volunteers. For example, they might be able to provide electrical goods if they have a volunteer electrician who can check and certify that those comply with standards regulations. Revenue from the opportunity shops is the major revenue source for many of the Society’s welfare activities at conference, regional, diocesan and State levels. A council might choose to dedicate profits from an opportunity shop to a welfare service in another part of the State.

The council is also the primary auspice of discrete welfare agencies, which the Society calls ‘special works’. An individual SAAP service outlet is an example of this. The legal status of ‘special works’ entities varies between the States. In Queensland, the Society owns an

³ Homeless people’s programs in Western Australia are government-funded through a state government lottery, rather than through the SAAP.

⁴ The EAPA is the Energy Accounts Payments Assistance scheme, an emergency relief scheme for customers of the electricity companies and financed by the State government. The WAPA is the Water Accounts Payments Assistance scheme, an emergency relief scheme financed by the Sydney Water Corporation; it is only available to SWC customers.

incorporated entity, St Vincent's Community Services, which manages each special work on an integrated, centralised basis. In Victoria, the special works are also managed on an integrated, centralised basis, but by the State Society. In New South Wales/ACT, a special work service can be separately incorporated, on a stand-alone basis. In the other States the special works come within the State Council's incorporation.

Service delivery can vary between the States and Territories because of the different governance structures within the Society and the diverse policies and welfare-funding programs of governments. The local history of the Society also influences what and how welfare services are delivered. Most State/Territory societies began at the conference level and built up. They began providing welfare services before there was government funding for such programs, and continue to provide some services without government funding even where there is a comparable government program. For example, the Society runs several non-SAAP-funded homeless person's services in New South Wales and the ACT. Funding from non-government sources is still a significant proportion of its revenue. The Society self-funded about one-third of the costs of its SAAP services in New South Wales/ACT in 2000-2001. This represents matching of around dollar for dollar in real terms counting rent, since most of the Society's SAAP services are provided rent-free from Society-owned buildings.

The National Council and its secretariat, based in Sydney, provide a policy and support role to the State Councils and represent the Society on Commonwealth public policy matters and in international Society affairs. It has no 'special works', but does operate welfare programs overseas – aid projects in developing countries and an 'Assist a Student' program to students living in developing countries. It also assists coordination of State-based welfare programs. For example, its national committee on SAAP developed a national policy on homelessness. It does not, however, intervene in operational matters.

The respondents described the Society as 'a very decentralized organization'.

Client Needs Assessment and Case Management

Case management is used across a range of Society services as appropriate, depending on the service type. The form it takes would also vary according to service culture and staff practices. As one respondent put it, 'a lot of services do their own thing, in a manner of speaking.'

In its major service type, SAAP, there is a whole-of-program model of case management with which the Society's SAAP-funded services comply. While the Society used case management approaches before the formal introduction of this model in the program, it is using the program guidelines to improving its application of case management.

A formal model of case management presents challenges for the Society in its SAAP-funded services. Many of the clients it accepts are not interested in formal or written arrangements, while the relatively limited funding base restricts the number of staff it can employ. The Society has traditionally used volunteers in its services, but SAAP funding conditions require that a volunteer not work more than 16 hours a week. The poor funding base also limits the amount of staff training that can be financed. Service managers and workers have to deal with multiple demands from the program funders, such as protocols for dealing with clients with mental health or drug and alcohol issues, or who are from indigenous or non-English-speaking backgrounds. The need to comply with other statutory requirements, such as in occupational health and safety, also puts pressure on staff dealing with clients with complex

needs in residential services. Because of the pressures on managers and workers in its SAAP services, the Society would welcome the introduction of accreditation into the program, so that this could be used as a lever to attract more government funding, to ensure its services are operated at the highest standard for clients.

Where services are provided by volunteer staff at the Conference level, such as in distribution of emergency relief through the centres/opportunity shops, case management would probably be not be used. If a client has needs greater than those that can be met by a centre, staff would refer them to an appropriate 'special work' service.

New Technology

The degree to which data are kept varies from program to program and service to service. The State Council has a statistics unit, which collects data from Diocesan Councils on an ad hoc basis, as required, using paper systems.

In a formal program like SAAP, services use the standard data collection and recording system called SMART (now in its 3rd release), which is part of the national minimum data set collection and reporting system in that program. The NSW Department of Community Services provided all funded SAAP services with a computer a few years ago. The Society is able, in theory, to access data collected by the SAAP National Data Collection Agency on its own services, for its own planning purposes, but there have been some teething problems in getting the data output.

SAAP staff would still also use paper systems for matters like case notes, while client records in local centres would be paper-based.

Use of the Internet varies across the Society, depending on the degree of computer literacy and funding. Some local services do not have Web access. Some State/Territory Councils, including New South Wales/ACT, have their own web sites, but the National Council is still developing a national site. There is no one Internet service provider (ISP) or web host nationally: different States and service outlets arrange their own connections and arrangements. In New South Wales/ACT the State Council is working to arrange a common ISP for all service outlets in New South Wales and the ACT, but this is at a very preliminary stage.

Co-location of Services

Whether services are co-located has been a matter of historical accident. As a respondent put it, 'some things are dumped together more by good fortune than planning. It's grown like topsy.'

Some services began in buildings owned by the Roman Catholic church, but the tendency has been for the Society to acquire these in its own right.

In New South Wales the local centres operate as opportunity shops, as distribution points for emergency relief, and as referral points to other welfare services, depending on the orientation and competency of the relevant volunteers.

Accountability

Different services of the Society have their own accountability mechanisms, according to the service 'type', from Conference level through to Diocesan and State levels. In the case of government-funded services, the State Council has legal responsibility, but its relations with those services is a collaborative, rather than a directive, one. The dynamic of this relationship is driven by the resources being at the bottom, not the top – because the Conferences control revenue disbursements from 'poor box' collections and opportunity shops. Services report to Regional and Diocesan Councils, who in turn report to the State Council.

Government grants are given to individual services directly. The State Council's secretariat 'stamps and seals' the funding contract. Where the service's costs are not fully financed by government subsidies, the Society provides top-up funds: the service that receives the most financing from the NSW/ACT Society's fund raising is the Matthew Talbot Hostel (a homeless men's refuge in inner Sydney). The State Council may withhold approval for a service's deed of funding with the Government but could not intervene to change it – if it thought there were problems it would have to negotiate with the relevant Diocesan Council, Regional Council or parish Conference.

This collegial approach to decision-making and accountability on reporting matters applies within all States and Territories, although in Queensland the fact that services are units of one State-wide business entity allows for greater control by the centre.

Staff Training

At a national level the National Training and Formation Advisory Committee has responsibility for training policy of a national nature, including policy based on the philosophy of the Society.

At a State level the Council organises induction sessions for new staff and conducts seminars for established staff and volunteers.

Staff training at a service level varies according to programs. Two State Council committees in New South Wales/ACT, those for the centres and the homeless people's services, hold regular and irregular conferences and seminars that have a training function. The Centre Committee has regular training sessions for centre volunteers. Staff in SAAP services are able to access training sessions run by the NSW Department of Community Services SAAP Training Unit, as well as NGO training centres like the Centre for Community Welfare Training. The Society's aged care services in New South Wales and the ACT access industry training programs run by the Aged and Community Services Association NSW/ACT. There is, in general, no formal or dedicated allocation of funds within a service's budget for staff training.

Partnerships with Business and the Community

The Society's relations with businesses mainly take the form of being a beneficiary of philanthropy, rather than through 'strategic partnerships'. Sponsorship and donations are usually focused on individual services. Some of this might be raised at a local level, such as support for a local SAAP service from organisations like the Lions or community groups like a bowling club, or including donations to the Marian Centre from Ansett Australia Cargo. These relations tend to be ad hoc and short-term. The key beneficiary of charitable support from businesses in New South Wales/ACT is the Matthew Talbot Hostel. The Hostel is also

the key beneficiary of State-wide fund-raising appeals (such as the Christmas and Winter Appeals). In general the Society raises its money itself, through the opportunity shops and special appeals.

6 The Brotherhood of St Laurence

Respondent: Catherine Scarth, General Manager of Community Services

Introduction

The Brotherhood of St Laurence, based in Melbourne, was established under a Victorian Act of Parliament and has 40 Charter Members (shareholders) from which a Board of Directors is formed. The Board of Directors has responsibility for strategic and policy planning and the Executive Director and the five general managers have responsibility for operational planning and management within parameters set by the Board. The five general managers are responsible for employment opportunities, aged and community care, community services, social action and research, and finance and administration.

While each of these general managers has responsibility for specific programs and all services, each of them has an additional responsibility for 'whole organisation' functions. These are indicated in italics in the organisational chart set out below.

The Brotherhood had income in excess of \$30 million in the financial year 1999/2000. Government subsidies and grants accounted for around 40 per cent of income, commercial enterprises 26 per cent, fees and other income for services 22 per cent, and fundraising 13 per cent.

Client Assessment and Case Management

By and large the requirements of funding bodies and the different nature of the Brotherhood's programs has meant that client assessment has remained program- or project-specific rather than organisation wide. However, there has been crossover in some programs.

One of the areas of linkage has been between the independent living program, aimed at providing accommodation for low-income older people, and the rental housing support program, aimed at providing housing support for people in housing stress situations. In some instances there have been referrals across from the housing support program to independent living program where it was appropriate.

In other areas there has been some level of cooperation and coordination where one program has seen the opportunity to have its needs met through collaboration with another. It was reported that the residential aged care programs of the Brotherhood was experiencing staffing difficulties and was relying upon costly agency staff. The General Manager of the Employment Opportunities Program recognised the opportunity to provide training and subsequently employment for unemployed people, while simultaneously meeting the needs of the residential care services. Thus the employment and training services began to focus on training for placement in aged care services and the two separate arms of the organisation were able to collaborate to support each other's needs.

While the example of the benefits arising from the linking of the employment and training services with the aged care programs is evident, it was reported that there are no formal mechanisms for identifying outstanding needs beyond the structural opportunities presented.

New Technology

Each program area maintains its own data on clients and it was reported that this was once again more due to government requirements in relation to data collection and accountability than a choice of the Brotherhood to maintain different types of record systems. It was also suggested that the diversity of issues and needs that clients bring to the service tends to dictate the type of approach that is developed in record keeping. In order to maintain a centralised record system, there would need to be some sort of 'back office' system which drew data across to a central record rather than require staff to enter either more data than was required or re-enter data at another point.

Most sites operated by the Brotherhood are linked to head office through an intranet. Computer training is also provided to staff and a help desk is maintained to assist staff to make the most of the IT opportunities.

The Brotherhood maintains an Information Technology section, which has also developed policies on privacy and appropriate use of IT technology. Currently the Brotherhood is trying to make use of its Care Manager software, which was primarily developed for use in aged care, to better manage its volunteer activities through the maintenance of a diary function included in the software.

Co-location of Services

The Brotherhood is actively pursuing a policy of co-locating services where opportunities arise. In Frankston, for example, the rental housing support program is co-located with the employment and training services and a financial counselling service operated by another agency.

The Brotherhood is also trying to locate tenant workers with other services where appropriate because of the benefits that this provides to clients who are relieved of the need to visit different locations to have related needs assessed and met.

It was reported that over the next year the Brotherhood will do more to bring further elements of related services under the one roof, particularly in the Frankston area, where multiple services are located.

Accountability

The Brotherhood is embarking on a strategic planning process involving members of the Board, the Executive Director and the General Managers in determining the strategic directions for the organisation for the next three years. These directions are guided by the mission and vision of the Brotherhood, which itself was the subject of a consultative process involving staff throughout the organisation, together with Board members.

General Managers have responsibility for operationalising the strategic plan and determining precisely how the broad strategic directions will be translated into programs and services. The Board also determines the broad nature of the budget that underpins the activities of the Brotherhood. The General Managers, in conjunction with the Executive Director, determine how the budget allocations are spent in their areas of responsibility.

General Managers produce a monthly report to the Board through the Executive Director. These reports are two to three pages in length and report on the key areas of responsibility against the key performance indicators identified in the strategic plan.

A more formal reporting process is undertaken each half year, but it was reported that discussions are yet to take place on how the reporting can be undertaken in a uniform way. However, the General Managers are said to be clear that the report will focus on their Division's capacity to meet the strategic plan objectives.

It was reported that there are a diverse range of requirements arising from different funding bodies that result in significant demands on resources. For example, some programs, such as the Employment and Training Services, receive funding from three separate government departments, each of which has different funding and accountability requirements.

In some cases the funding requirements result not only in multiple reporting formats, but also the need to collect and maintain different types of records for essentially the same types of purposes. This approach apparently consumes a considerable amount of Brotherhood resources and the view is that that a rationalisation of government accountability approaches would result in significant savings of both time and staff resources.

Staff Training

A training needs assessment has recently been completed in the Brotherhood and is currently being analysed. The 40 senior staff are also undertaking a frontline management program and a number of other staff have completed 'effective productivity' programs aimed at developing further management expertise.

IT training has been provided and is constantly being updated by staff throughout the organisation. Program-specific training is also provided from area to area.

The Brotherhood's staff performance process has been reviewed. It was reported that a new framework is being developed which will be used to identify skill deficiencies with a view to targeting training to those people who require it. Formally the Brotherhood relied on managers' feedback on individual staff performance and training in IT developed out of that process.

The IT system is also being reviewed to better track staff qualifications and training, and to record the range of activities and experience that staff have had, with a view to being able to better provide support for other members of staff.

The Brotherhood's budget has a discrete staff training element, and staff within each of the divisions are reliant upon the General Managers in each case to identify the need for training and the appropriate training response. Examples of the specific types of training related to program needs are back care, first aid and infection control in the aged care area.

Partnerships with Business and the Community

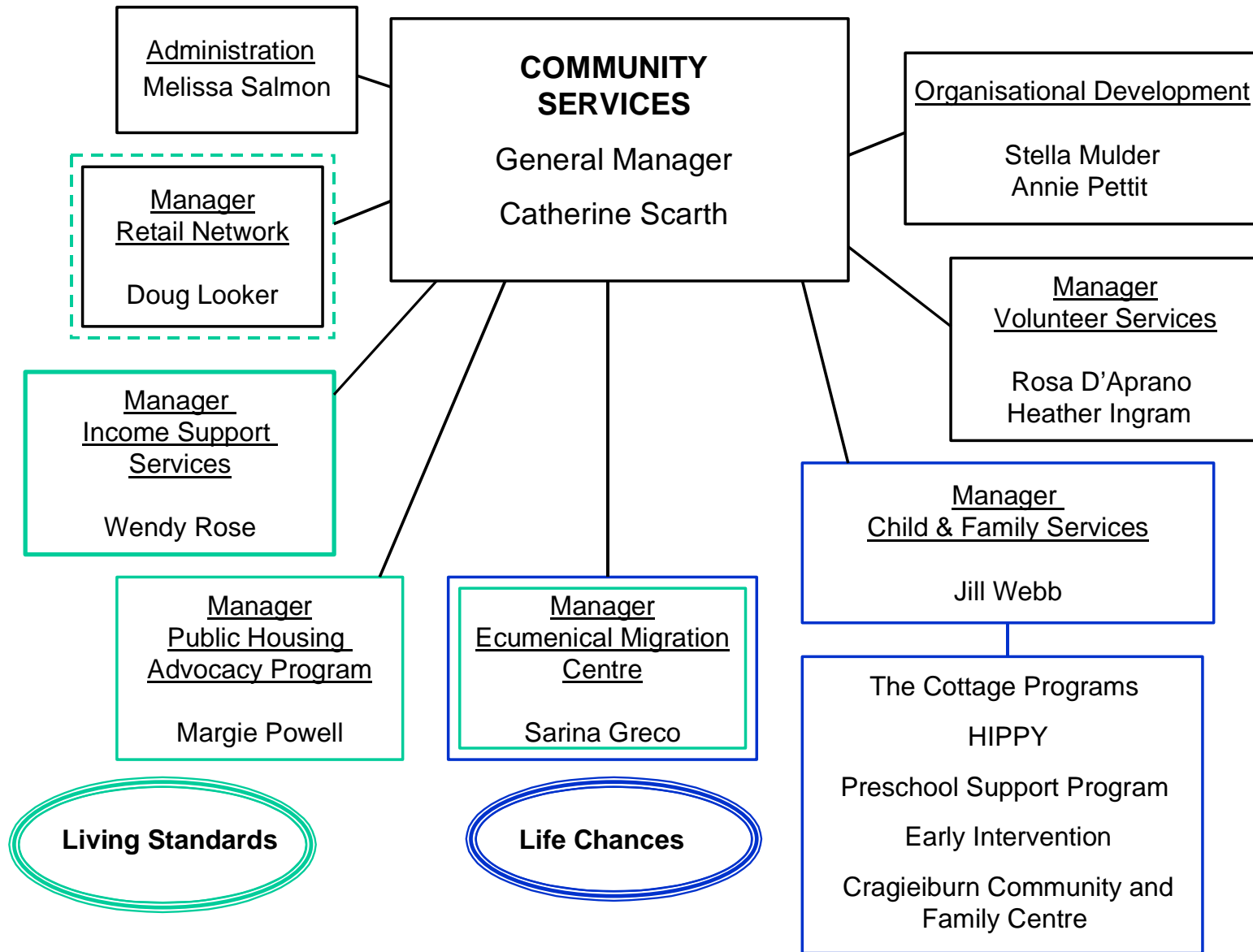
The Brotherhood of St Laurence is actively engaged in discussions with a range of businesses about developing better community organisation/business relationships. It was reported that there are a considerable number of approaches being made by business to the Brotherhood and that, while this is clearly very beneficial to the Brotherhood and its clients, it is time consuming and not all such opportunities are able to be followed up.

The Brotherhood's current approach to business is more than simply seeing it as a source of funds to underwrite the Brotherhood's activities. Rather, the approach is guided by the values and mission of the Brotherhood. Efforts are being made to develop an understanding with potential corporate partners that they need to share a commitment to the objectives of the Brotherhood through the way they do their business. Thus the Brotherhood is attempting to develop longer-term relationships with corporate partners rather than short-term project-oriented relationships.

It was pointed out that this is a time consuming and challenging task, and that there is a need to identify an appropriate link person within the business partner with whom to build a relationship, so that they can in turn carry the message internally and influence the approach of the organisation. This requires that both the community organisation and the corporation recognise that each can learn from each other and each is prepared to engage in open dialogue. The Brotherhood's approach is that if its goals for social change are to be realised, then business must be influenced to embrace those goals as part of the community and play its part in assisting the Brotherhood to achieve them.

The Brotherhood is of the view that businesses are seeking credibility and to enhance their standing as caring members of the community. It was reported that there is also an increasing recognition amongst businesses that assisting community organisations to achieve their goals is actually good for business.

However, the Brotherhood is acutely aware of the need for clarity in the relationships between community organisations and corporations. There is a recognition that some businesses might seek to redeem their image in the community by making short-term commitments to community organisations, but doing little to change the way in which they do business. This would not be consistent with the Brotherhood's approach to community/business partnerships.



7 Activ Foundation

Respondent: John Groves, Executive Director

Introduction

Activ Foundation was established in 1951 and provides services primarily in the southwestern part of Western Australia. It is a multi-service organisation providing services in:

- Employment;
- accommodation (respite - long and short term);
- recreation;
- transport for people with disabilities;
- family services (in-home respite), care services under the HACC Program for persons with a developmental disability; and
- a travel program which provides intrastate, interstate and international travel for people with developmental disabilities.

Activ Foundation is supported by Commonwealth and State Governments, which together provide around two-thirds of its operating budget. The Commonwealth contributes around \$8.8 million per annum and the Western Australian Government between \$15 and \$16 million. A further \$13-14 million is raised through a combination of fees, sales, investment income and fundraising, to contribute to an annual budget of between \$38 and \$39 million. Between \$8 and \$9 million is raised through the sale of products developed in the Foundation's workshops. This includes wood products, packaging and assembling services, and the production of supplies used in the mining industry.

Activ Foundation is governed by a Board of Directors and the Executive Director is supported by an Executive General Manager Business Services, an Executive General Manager of Accommodation and Community Services and an Executive General Manager of Corporate Services. An organisational chart is attached which outlines the operating structure of the Foundation.

The Foundation has workshops and outlets in:

- Perth Metropolitan Areas
- Geraldton
- Esperance
- Albany
- Busselton
- Bunbury
- Manjimup
- Narrogin
- Kalgoorlie.

Client Assessment and Case Management

All clients are assessed under a 'quality of life review', and this instrument itself is subject to a continuous improvement process.

Clients who are placed in employment situations are subject to a workplace assessment which is undertaken by the Foundation. It was reported that the Foundation is currently investigating the use of the Greenacres Productivity Competency Assessments System which it hopes to introduce in the near future.

All of the Foundation's outlets apply the same assessment criteria, although it is recognised that some inconsistencies exist in their application from place to place. The Foundation is keen to bring about a uniform approach to assessment in each of its outlets.

New Technology

The Foundation is reported to be actively embracing new technology and is developing a customised front office facility to be used in each of its locations. The objective is to provide real time access to data and the capacity to access client files from each of its locations. Using this electronic database, the Foundation is able to identify where a client with a developmental disability becomes lost and to email Police directly with photos, details of medications and a profile of the individual.

Computer-based finance, human resource and payroll systems are being progressively rolled out to each of its locations. An intranet is currently under development. Chip timing technology is also used for participants in the annual City to Surf Run/Walk, an event that attracted 14, 400 participants this year.

Activ is looking at introducing infrared alarms inside its accommodation services in order to supervise its clients more cost effectively. It was reported that this is partly related to the failure of funding bodies' indexation factors to cover the inflationary impact of operating costs, particularly those relating to wages.

Activ has a web site available at www.activ.asn.au.

Accountability

Activ Foundation is overseen by a Board of Directors that is elected annually. Half of the Board is elected by members of Activ Foundation and the other half are appointed through a nomination process of the Board for endorsement at the Annual General Meeting. It was reported that Activ Foundation is adopting the Carver model of governance.

At the level of service accountability, the Foundation points to its exemplary record under the Disability Service Standards. Indeed, one of its services recently won an award for its performance under the standards for State-funded services.

The Foundation signals its commitment to clients clearly through Codes of Conduct and Ethics for staff and the development and maintenance of clear human relations policies.

It was also pointed out that State-funded services operate under a monitoring program conducted by the Western Australian Disability Services Commission.

Staff Training

Staff training is one of the areas that Activ is focusing on for improvement in the future. A staff development officer was appointed some eight months ago and the officer is currently reviewing the staff induction program.

In addition to the manual handling and first aid courses which are offered to staff in the facilities, Activ has introduced an integrated management program which is being developed and run through the TAFE system. Management have already been through the performance management and strategic management aspects of the course but are yet to finish the change management and financial management components, with the ultimate aim of qualifying for a post-graduate certificate.

There is a strong commitment within Activ to improving the skills and competencies of staff to meet the changing needs of clients.

Partnerships with Business and the Community

The primary relationships between the Activ Foundation and business were reported to be at the level of customer/supplier relations. Activ maintains a number of contracts with businesses to which it supplies services or products through its workshops throughout Western Australia.

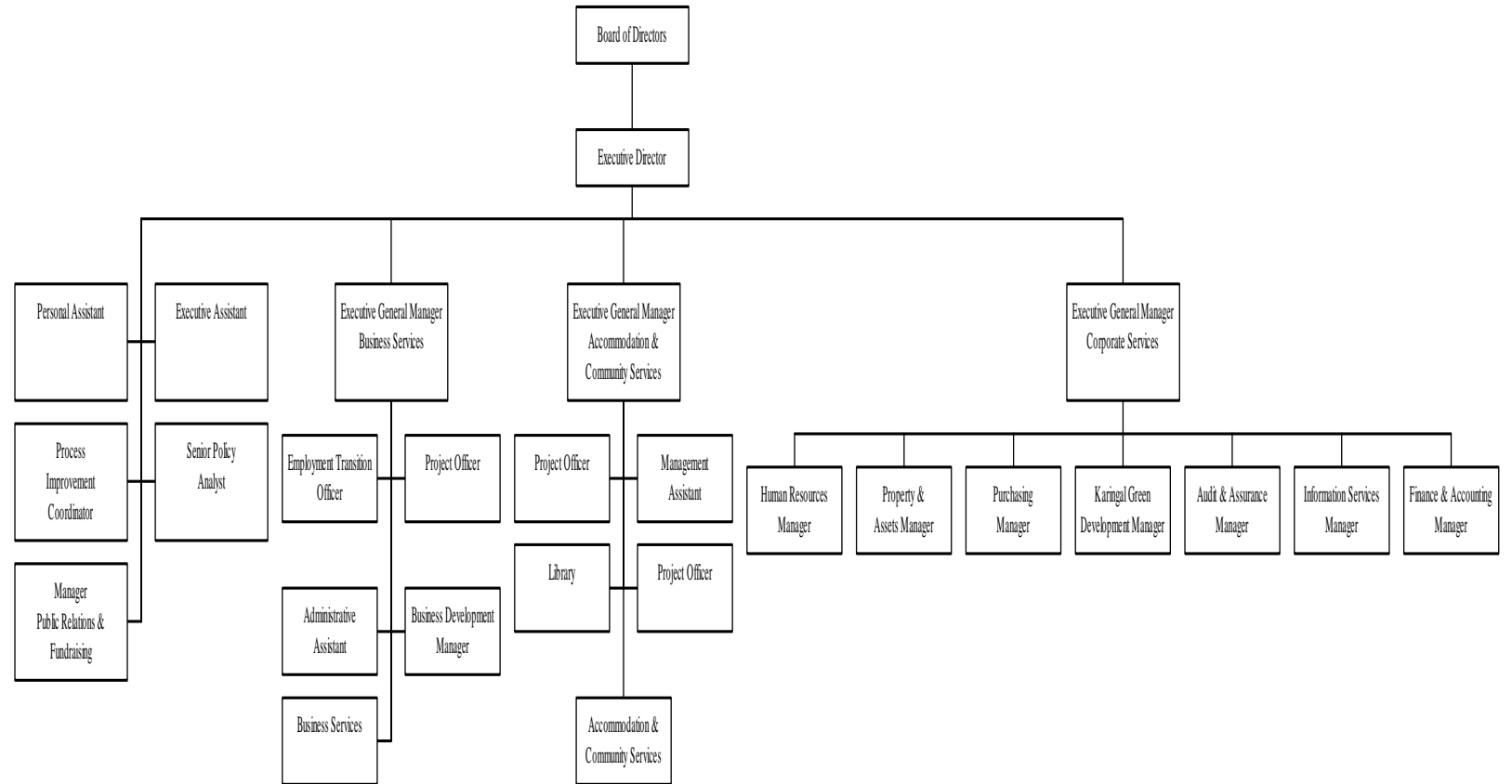
There have also been a number of alliances with Local Government and Shire authorities to provide work opportunities for clients and to provide benefits to local residents. One such example is a waste recycling program which is underway in Esperance.

Activ Foundation also fosters close relations with the communities in which it locates its facilities. The Executive Director reported that a recent development in Esperance required the local community to raise \$70,000 to underwrite the location of the development facility. Activ gave a commitment that should it ever leave the area, it would return the \$70,000 to the local community.

Activ also relies heavily upon a large volunteer workforce. In one of its major fundraising events, the City to Surf, it relied on 400 volunteers to manage the 14,000 runners. There are also around 300 volunteers involved in Activ's recreation programs.

Finally, donors take advantage of the tax deductions that are offered through Activ Foundation and it is reported that towards the end of each financial year a number of significant donations are received.

ACTIV FOUNDATION INC.



8 Mission Australia

Respondent: Peter Sandeman (Director, Community Services)

Introduction

Mission Australia runs social welfare services in a number of areas which cater to the needs of :

- adult homeless people;
- young people who are disadvantaged;
- families and children;
- other customer groups on a regional and/or non-systematic basis; for example it has disability services in New South Wales North, but not elsewhere in Australia.

It also runs employment services under the Commonwealth Government's Job Network. The location of these has depended on the result of tendering rounds, but there is a broad spread Australia-wide.⁵

Overall, there are some 450 services operated by the Mission, some of them clustered and some stand-alone.

Governance Issues Affecting Integration of Welfare Services

Mission Australia was formed from an amalgamation of nondenominational Christian city missions in Brisbane, Newcastle, Sydney, Wollongong, Wagga Wagga, Adelaide and Perth. (The city missions in Melbourne, Launceston and Hobart did not join the amalgamated entity and have no current plans to do so.) The Mission operates as an integrated national organisation, not as a federal body. Its headquarters is in Sydney, and there is a national office outpost in Adelaide, which accommodates the secretariat for its (national) community services.

The organisation is legally constituted as a company limited by guarantee, and has one (national) Board of Management. In some regions there are advisory committees.

The management structure is a 'matrix' model. There are seven general managers who report to the Chief Executive Officer. Four of them are 'consultant general managers' in charge of (national) portfolios – administration and finance; marketing; employment services; community services. Three of them are 'line general managers' in charge of service delivery in three groupings of States/Territories: New South Wales; Victoria, Tasmania and South Australia; Queensland, Northern Territory and Western Australia. There are regional managers who report to the 'line general managers'. There are 10 regions, four in NSW (one of which is the ACT) and one in each of Queensland, the Northern Territory, Western Australia, South Australia, Tasmania and Victoria. One person holds the regional manager positions for the Victorian, Tasmanian and South Australian regions.

⁵ Mission Australia also has employment services in Victoria and Tasmania, the two States where the city missions are not part of it. The three city missions in those States do not provide employment services. The Mission does not currently provide community services in those States, but plans to do so in under-serviced locations.

Three of the seven general managers are not resident in Sydney. One does not live there for personal reasons; the other two do not because of company policy - 'To be national requires a degree of geographic decentralisation.'

The Mission's structure allows for economies of scale, nationally, in matters like human resource management, finances, IT and marketing. At the same time this structure presents a management challenge in maintaining sensitivity to local issues.

Client Needs Assessment and Case Management

Mission Australia regards its case management as 'under-developed', in that it is used more in some programs and service types than others. The organisation is aiming for a national approach to case management through national policy and common database software. Quality assurance policy is national. Some operational procedures are national, such as complaints mechanisms, whereas others are regional.

Case management approaches have emerged from the needs of both the organisation and government. For example, in the Supported Accommodation Assistance Program (SAAP), where governments require a case management model from funded services, the Mission has helped State/Territory SAAP units to develop policy. In Newcastle it took the decision to replace a 'proclaimed place' with a case management service: this was Mission's initiative rather than that of the Government.

New Technology

The Mission has a 'very sophisticated' national database driven by the needs of its substantial Job Network program. There are some inconsistencies between the systems used for community services in the States, but the organisation is overhauling its paper-based system and preparing to roll out an electronic database program for those services based on – but adapted/learning from – that used in its employment services. This program will have the usual protections for customers' privacy.

Because this upgrade is a labour-intensive process, and one that involves substantial staff training and covers a diverse range of welfare programs, it will not be rushed. It could take up to two years. After the rollout, all the Mission's welfare services will have the same database, with protocols for transfer of data.

The Mission (through its Director of Community Services) is on the National Community Services Data Committee, and is aware of the diversity of demands for data by different government purchasing programs. 'We have to marry data definitions and individuals who don't live their lives according to funding programs.'

The Mission provides its services with computer and email facilities and access to its intranet and the Internet. The new database program being developed for community services will be a wide area network.

Co-location of Services

The Mission's focus in integrating service delivery is on breaking down silos within the organisation and acquiring the expertise to do this. It regards the population and clients of its employment services and community services as basically similar and seeks to focus on 'who we service, not what we do'. For these reasons it favors co-locations of its services, but

acknowledges that some of its co-located services are not integrated *as* services, because of cultural factors in the organisation. In established regions it does not want to push co-locations too fast. There are different views in the organisation about the appropriate pace, and it seeks a consensus on this.

With the development of employment services, the Mission plans to have them co-located with community services, or new community services co-located with employment services. This approach is particularly suited to new regions, such as the Northern Territory, where its community services are growing fast. It is currently providing two services on a co-located basis as an experiment in Fortitude Valley (Brisbane). One is a community café, which also provides support to street people. This has an open door to an employment service and the two services are seen as one by their clients. Its JPET and Reconnect (youth homeless) services have just been co-located in Wollongong, and it will be re-locating those two service types in Toowoomba and Sydney.

Accountability

The accountability structure is a complex matrix, which ‘works well’, according to the respondent. Below the regional managers are operational managers, generally for community services or employment services. Below them are service managers for a particular service. Managers report up the chain to the line general managers. The consultant general managers advise regional and national management on service delivery issues, including accountability.

The respondent believes that the Mission’s financial reporting is accurate; that it is getting better at reporting on outputs; but that the rhetoric is in advance of practice when it comes to reporting on outcomes. It is increasingly putting emphasis on self-evaluation by services, in addition to formal evaluation.

Staff Training

The Mission’s human resources department has a training function. It oversees generic, national training in matters like management skills and occupational health and safety. Training for each program and service is done on a competency basis, using skills audits. The respondent felt that they might be ‘a bit behind’ a competency-based training framework with particular target groups. While the human resources department coordinates training nationally, actual training is delivered locally.

Partnerships with Business and the Community

Business partnerships are important at many levels of the Mission’s work, both nationally and locally. The respondent believes the Mission has some ‘runs on the board’ in the development of partnerships with businesses. Its aim is to establish sustainable and appropriate relationships, in a context of competition between non-governmental organizations - ‘We want a total relation with them.’ The basis for the partnership is that there is a business case for it, for both parties.

On the other hand, it has not eschewed relations with businesses on a traditional pro-bono model. For example, a private law firm provides a shop-front legal service for young people in inner Sydney. The respondent also believes there is still a role for charitable Trusts and Foundations to raise money for the Mission’s work. The challenge in developing more business partnerships is that it takes skill, and this is a new skill for many non-profit, non-governmental organizations.

9 The Endeavour Foundation

Respondent: Gerard Menses, Chief Executive Officer

Introduction

Endeavour Foundation is the largest State-based charity in Australia, providing services to over four and a half thousand people with intellectual disabilities. The target population is mainly adults with intellect disabilities, although there are some services focused on school-to-work transition services.

Endeavour employs 2,800 staff and operates approximately 250 outlets in Queensland. These include:

- 52 ENDOS shops,
- 82 accommodation services,
- 48 day services,
- 32 business services and
- 18 shop fronts which are the base for administrative support.

The shop fronts also provide information and operate as a walk-in service for members of the public. The services of the Foundation are 'spread throughout the length and breadth of Queensland', and according to the respondent there are few areas of Queensland where Endeavour does not have a presence.

The services offered by Endeavour are broken into four main areas:

- vocational and business services providing employment opportunities for people with an intellectual disability;
- accommodation services;
- non-vocational day services, which provide life training and therapy services; and
- in-home respite and school-to-work transition services.

In addition, there are a number of other miscellaneous services provided for people with intellectual disabilities.

Endeavour is divided into four main divisions. The Disability Services division provides accommodation and non-vocational services and is primarily state funded. The Business Services program includes job network services but also covers the provision of employment opportunities for people with intellectual disabilities. This Division is mainly Commonwealth funded. The Marketing Division is responsible for revenue raising, running the 50 ENDOS shops for recycled clothing and wares, a home lottery, and corporate fundraising.

The Fourth division is the Corporate Support Division. In addition to these divisions, there is a General Manager of Organisational Development who reports directly to the Executive Officer.

The Foundation's operating budget comes to \$75 million per annum, of which 28 per cent is contributed by governments, with around one-third coming from the Commonwealth and two-thirds from the State. The bulk of the funds required by the Foundation are raised through lotteries, bingo, the retail shops (ENDOS), community fundraising, direct approaches to

individuals and corporations, and special fundraising events such as the ‘bush bash’. There are also some fees for service and contributions by service users.

Client Needs Assessment and Case Management

Historically Endeavour has not had a strong base in client assessment, but has sought to rectify this over the last two years. The current foundation for assessment of client needs is the ‘performance envelope’ which focuses on consumer involvement, growth, and satisfaction. The envelope was built upon strong consumer input through focus groups and surveys. A copy of this document is attached.

The Foundation recently closed down its case management approach, which it found was not working effectively, and has substituted a ‘key worker’ system which is currently being developed and enhanced.

It was pointed out that 80 per cent of Endeavour clients are non-verbal, which makes effective assessment a very difficult process. There is also often conflict between the apparent wishes of a client and those of a parent. In these circumstances Endeavour is forced into playing an ‘honest broker’ role.

Current efforts in the assessment area are focused on collecting baseline data to provide a sound foundation for developments in the future, which it is hoped will provide a reliable basis for clients needs assessment and monitoring.

New Technology

Endeavour acknowledges that its IT system is out of date (‘steam-driven’). It is currently being rebuilt to serve client needs and the data collection needs of the organisation more effectively. While the system is not perfect, Endeavour relies heavily upon it because of the geographic spread of its outlets.

The point was made that up until two years ago, Endeavour was effectively 18 different organisations and it has been a significant challenge for management to integrate all its functions and systems.

Accountability

Endeavour has recognised that there is a major need for information for both clients and their families and for staff of the Foundation. A community involvement strategy has been developed which has resulted in calls at the local group level for a common approach to service provision.

Endeavour has a representative structure, with area committees that elect members of the Board. Endeavour also runs eight staff forums and eight client forums to provide information to stakeholders and to obtain feedback from them.

There is also a Council composed of clients, staff and area representatives which meets twice yearly. At the meetings, information is exchanged and stakeholders are consulted about new or changed directions within the organisation.

The Foundation is developing a parent web page and a client web page to further its communication strategy with stakeholders.

Staff Training

The framework for staff induction and for the maintenance of appropriate standards is the Endeavour Foundation's 'performance envelope'. The performance envelope establishes the values, the goals and the drivers for those goals, and also sets out the strategies for achieving them. The measures provide focus for staff and monitored by the different areas.

A performance review system is in place for service managers which is applied annually. The performance review is also based upon the performance envelope.

Partnerships with Business and the Community

Endeavour has found that intellectual disability does not rate highly on the corporate sponsorship 'pecking order'. The Foundation has also found that business is more inclined to want relationships with national welfare bodies than with State-based bodies.

Endeavour is intending to target Queensland mining firms, as they are generally State-based businesses and it is thought that they may be persuaded to see the link between their area of business and disability. In this sense the major objective for Endeavour is to raise additional operating funds, although it was stated that contra deals might also be attractive.

ENDEAVOUR PERFORMANCE ENVELOPE

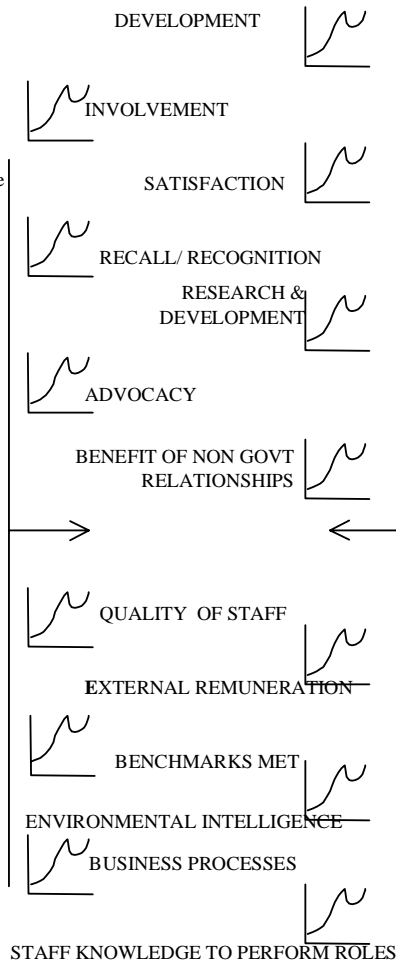
VISION
Through effective community partnership we will be the first choice for people with intellectual disability

MISSION
The Mission of Endeavour is to:
 •harness the resources of the community to make a positive difference in the lives of people with intellectual disability
 •promote the dignity and guard the citizenship of people with disability
 •enable people with intellectual disability to achieve their full potential
 •assist people with intellectual disability and their families voice their interests and concerns

VALUES
Endeavour is a value based company who:
 •demonstrates the value and contribution of people with disability
 •respects the individual, their rights and the importance of self determination
 •is committed to evolving, learning and changing
 •promotes active citizenship
 •recognises the importance of a shared future
 •promotes achievement

GOALS

1. Realise the dreams of people with intellectual disability
2. Be a powerful advocate for people with disability
3. Build a strong connection with our community base
4. Attract, recruit, develop and retain excellent staff and volunteers
5. Become a financially sound and sustainable organisation
6. Foster research and development into disability
7. Establish a reputation for excellence and commitment
8. Become an efficient and productive organisation



THE ORGANISATIONAL MEASURES

BOARD PERSPECTIVE

MGMT PERSPECTIVE

DRIVERS

1. Endeavour will be recognised for its excellent products and services
2. Endeavour will be recognised as a leader in the intellectual disability field
3. Endeavour will have strong allies/strategic partnerships
4. Endeavour attracts, recruits, develops and retains excellent staff and volunteers
5. Endeavour is a financially flexible and sustainable organisation
6. Endeavour has internal operational excellence

STRATEGIES

- BRANDING STRATEGY
- BOARD REFORM
- ENDEAVOUR CONSULTATIVE FORUM
- WHAT IS A BUSINESS SERVICE
- LOBBYING STRATEGY
- FINANCIAL BENCHMARKING
- INTERNAL COMMUNICATION STRATEGY
- KEY BUSINESS PROCESS IMPROVEMENT
- ETC

ACTION PLAN

Who What When



OPERATIONAL MEASURES

10 Anglicare Australia

Respondent: Russell Rollason, Executive Officer

Introduction

Anglicare is the national association of 60 social welfare and social policy agencies within the Anglican Church in Australia. The Anglicare 2000/2001 Directory notes that member agencies provided in excess of \$300 million in assistance each year.

Anglicare provides services catering for:

- needy families;
- older people;
- children and youth;
- unemployed people; and
- homeless people.

Governance Issues Affecting Integration of Welfare Services

Anglicare Australia provides a mechanism for coordinated, national tenders for the provision of services under contract from Government. The organisation is aware of the desirability for harmonisation of such contractual arrangements, both within its own network and between Anglicare agencies and Government. To this end, Anglicare has had discussions with the Department of Family and Community Services (FaCS) on the issue of harmonisation, and has agreed to participate in a pilot project to 'bundle contract agreements' with those of FaCS.

As a starting point, in 2000 both FaCS and Anglicare sought to identify how much FaCS funding was provided to Anglicare. This proved to be a more difficult task than either party had expected. While FaCS produced a list which apparently indicated funds that the Department provided to Anglicare, on closer examination it was realised that a number of these funds were actually provided through State agencies and were difficult to identify. The task seemed to be more difficult than was originally anticipated and with the intervention of the Christmas/New Year period, harmonisation was 'put on to the backburner'.

FaCS was apparently of the view that Anglicare was not committed to the idea, whereas it was really a question of other priorities taking precedence and neither agency pursuing each other. Anglicare was of the view that while the discussions were overtaken by other more pressing events, FaCS was not entirely clear about the outcomes that they were expecting from the project, particularly in regard to how a 'bundled contract' would be managed and at what level, i.e. State or Federal.

New Technology

One issue of concern to Anglicare is the cost of information technology. It was reported that an agency could easily spend between \$300,000 to half a million dollars trying to equip its services with appropriate information technology to meet current government requirements and then find that a change in government policy or procedures can render the system obsolete 18 months or so down the track.

The view was expressed that while government may have considerable resources to devote to information technology initiatives, this is generally not the case for community sector groups. It was also emphasised that there is a need for a cooperative approach between community agencies and government funding bodies. This should ensure that the information technology solutions are planned in a collaborative manner so that IT solutions are affordable and appropriate for the service types for which they were designed. Anglicare reported that there are considerable differences in reporting requirements, IT systems and usage for reporting between FaCS and other Commonwealth and State agencies and that there is a need for greater standardisation and communication in the use of IT.

It was reported that there had been problems with data systems at the FaCS level. In the case of FAMNET, agencies spent a great deal of time trying to up-load data for reporting. Some even had difficulty gaining access to the server. It was reported that some staff had to go into the agency to log on during the night in order to get access to provide the required reports. There was also a view in this case that too much information was required and that FaCS did not have the capacity to use the volume of data being collected.

The experience with FAMNET has convinced Anglicare (and apparently FaCS) that a better approach overall would be to rely upon 'off the shelf' products. These cost less and are more likely to be better known and available in the community sector, which will thus be able to start using the systems more speedily.

Anglicare has received a grant from Information Technology On Line (ITOL) which has allowed it to explore how to use IT to improve both communication sharing between member agencies and accountability to the public. Anglicare has found that several have similar systems and that indeed two of the largest agencies in New South Wales and Victoria have arrived at similar solutions even though they travelled down different paths to get there. The experience with this project underscores the importance of FaCS talking more with agencies about their planning, especially in the IT field, in recognition of the fact that this sector generally does not have access to the resources required to provide top-of-the-line IT solutions.

Accountability

Members are kept informed through regular newsletters and faxes about Anglicare network activities, government policy initiatives and changes in social welfare programs.

It was reported that many Anglicare member agencies have individual contracts with the same government agency. For example in the Family Relationship Services Programs of FaCS, Anglicare agencies have between six and eight contracts across the country. As was discussed above, Anglicare Australia shares the interest of FaCS in pursuing the development of a single contract with several schedules to accommodate local service initiatives.

A larger issue for Anglicare Australia is the capacity of the Department to drive reforms within government to bring other program areas into some level of harmonisation so that community agencies need to devote less time to meeting differing accountability requirements. Anglicare recognises that this will be difficult in some areas such as the SAAP Program, where there are shared Commonwealth and State responsibilities. However, Anglicare's view is that action needs to be taken both within the community sector and within government.

Another issue related to the harmonisation of accountability roles concerns the role of FaCS State Offices. It appears, from Anglicare's experience, that there is an increasing focus on FaCS State Offices to manage the relationship with Anglicare agencies, as part of the central move towards harmonisation.

Anglicare also recognises that this is not an unproblematic issue within its own network. Some State/diocesan Anglicare organisations have expressed concern about another layer of bureaucracy getting in the way of 'their' relationships with the Federal Government. Thus local agencies feel that the best arrangements are those where there is a clear link between the organisations that provide services and those that fund them. There is a concern that if there is no direct relationship with the Commonwealth at the Federal level in Canberra, the local agency might have difficulty ensuring that the priorities identified at a local level are going to be met, and that the funds will continue to be available for the ongoing program/service.

It was stated that some of the local Anglicare network members have been inclined to see the question of harmonisation as an issue for government to reduce the administrative workload rather than a shared one. However, Anglicare Australia's key national objective is to produce a nationally coordinated but locally delivered service model that ensures consistency in terms of approach, identity and quality while maintaining local engagement. Initially Anglicare is developing a code of conduct to guide services in taking account of the values and mission of the organisation.

Anglicare Australia also recognises that if areas of unmet need are identified, under the current structure there is very little capacity to redirect resources to that area. It was suggested that there needs to be a balance between maintaining the localised response and the resources required in particular areas, and a capacity to respond flexibly to changing needs.

As indicated above, the main concern of the local Anglicare agencies was reported to be that ceding some power and control to a national body might weaken their relationship with the funding body and potentially compromise the continuity of funding to meet local needs. The fear is that the more the focus shifts to the national body, the greater is the risk of a loss of funding for local services if the national body speaks out against government policy. The local connections with the community and individuals of influence are considered to provide a bulwark against government action that might result in the loss of support.

There are also practical issues in relation to program and contract reporting for members of the Anglicare network. While there are currently no significant problems reported in reporting to FaCS (now that FAMNET has been sorted out), there are variations in the requirements for reporting for a number of Federal and State Government Departments, which can result in complex and onerous reporting requirements. It was emphasised that there was a clear commitment to the need to be fully accountable, but some examples of reporting requirements seemed unnecessarily complex to members of the Anglicare network. Some agencies' perception is that there has been a shift to reporting for reporting's sake.

The organisation argues that in order to achieve significant change in relations with Government and to expand the use of IT systems for reporting, there is a need for both resources and time. Time is required to develop a sufficient level of commitment and understanding within the national network to embrace the changes proposed. Resources will be required to provide staff time to work with agencies to help them develop that understanding and plan for a more harmonised approach to service provision.

Staff Training

Under current arrangements, many staff are operating in a largely isolated environment where, despite their achievements for their local constituencies, they lack the opportunity to meet with colleagues to engage in professional development. Any move to establish more national standards for service delivery will require better opportunities for service providers and managers to meet in order to share experience and develop training models and programs for the network.

For example, the Anglicare Family Support Network has been working with TAFE to develop Diploma courses in Family Support. Anglicare agencies pay for senior staff to attend training courses, but there are limited specialist opportunities for field staff to undertake practical in-service training. The Anglicare network is interested in working with other Church and community networks to develop such training opportunities.

Partnerships with Business and the Community

While Anglicare Australia recognises the potential benefit both for community sector organisations and business in developing closer relationships with the business community, it is reported that at a national level there has not up to now been either the time or the resources to reach out beyond seeking sponsorship in fundraising projects.

Anglicare New South Wales and Anglicare Victoria are currently engaging with the business community with a view to fundraising, and their experience may well provide a foundation for national action. However, the view is that relations with key national business organisations would best be negotiated at a national level.

While business/community partnerships are recognised as something that could benefit both parties, Anglicare emphasised that it should not be seen as a substitute for government funding. The point was made that the non-profit sector is the major provider of community services in Australia and as such should warrant a strong commitment of taxpayer funds to support its activities and programs.

Appendix A: Summary Table of Key Issues

Organisation	Governance	Case Management	New Technology	Co-location of Services
Salvation Army	Two centralised Territorial Commands. Only 1 service, Employment Plus, operates as national entity.	Has operated in all programs for 10 years. SA was in the forefront in developing case management, but government policies and funding influence the way the organisation's services work. The model of case management also varies from centre to centre.	Currently developing Web-based data recording system across the church. Will include data on client's profile, case notes and their case management plan. Working towards one central database on clients. Has own IT department. IT policy and the hardware and software used are determined at Territory level. Every site, no matter the size, is linked to the Internet and, through Lotus Notes, with each other	The Army has moved away from the 'silos' approach to encourage greater integration between related services. Recognised the benefits raising from shared infrastructure cost, service delivery, and worker safety in small (especially one-worker) projects. The Army's focus is on 'synergies' rather than necessarily on physical co-location.
Smith Family	The Smith Family is a national social enterprise with State offices in all States except Tasmania and a Territory office in the ACT. State/Territory offices have some operational autonomy for administering services within their jurisdiction, within the framework of the strategic direction set nationally for the enterprise as a whole.	Extent of use depends upon area of operation. More extensive use in educational support programs.	IT being redeveloped in line with new research and social policy focus of the organisation. All of the organisation's local centres have Internet access. Computerization and the move to a better database system have been helped by a strategic partnership with Cisco Systems Australia	Service centres provide a focus for access to the provision of multiple services. Where new projects are being established and the Smith Family does not have a centre, it will seek co-location with other organizations.

Organisation	Governance	Case Management	New Technology	Co-location of Services
Melbourne Citymission	The Citymission's regional structure reflects differing emphasis on service provision	There are variations between the approaches of these regional offices to service management and needs assessment.	The nature of data collections is determined largely by the requirements of the funding bodies involved. This presents significant challenges. A variety of management systems are used to record client details and track their conditions. IT capacity varies between regions. Currently exploring ways of enabling clients to agree to sharing their assessment information	MCM has participated in the co-location of Youth Services in the city. However, the complexity of client needs can sometimes frustrate co-location strategies.
St Vincent de Paul	Operates as a federal and collegiate organization, with each State/Territory Society being autonomous. The base unit is a 'Conference', based in a local parish of the Roman Catholic Church.	Case management is used across a range of Society services as appropriate, depending on the service type. The form it takes would also vary according to service culture and staff practices.	The degree to which data are kept varies from program to program and service to service. Use of the Internet varies across the Society, depending on the degree of computer literacy and funding.	Whether services are co-located has been a matter of historical accident.
Brotherhood of St Laurence	The Board of Directors has responsibility for strategic and policy planning and the Executive Director and the five general managers have responsibility for operational planning and management	Client assessment and management has remained program- or project-specific rather than organisation-wide. However, there has been crossover in some programs.	Each program area maintains its own data on clients, because of government requirements rather than by choice. Most service sites are linked to head office through an intranet. Computer training is also provided to staff and a help desk is maintained to assist staff.	Brotherhood is actively pursuing a policy of co-locating services where opportunities arise.
Activ Foundation	Activ Foundation is governed by a Board of Directors and the Executive Director exercises control over its activities. Activ is adopting the Carver model of governance.	All clients are assessed under a 'quality of life review', and this instrument itself is subject to a continuous improvement process. All of the Foundation's outlets apply the same assessment criteria.	Seeking to develop capacity to provide real time access to data and access to client files from each of its locations. An intranet is currently under development.	Co-location is not a particular focus of Activ Foundation.

Organisation	Governance	Case Management	New Technology	Co-location of Services
Mission Australia	The Mission operates as an integrated national organisation, not as a federal body. It is legally constituted as a company limited by guarantee, and has one (national) Board of Management. There are seven general managers who report to the Chief Executive Officer.	Mission Australia regards its case management as ‘under-developed’. It is aiming for a national approach to case management through national policy and common database software.	The Mission is developing a sophisticated national database based on its Job Network system. This will be rolled out over 2 years because of the training consequences.	There is a focus on integrating service delivery to break down silos within the organisation. The Mission favours co-locations of its services because it concentrates on clients' needs.
The Endeavour Foundation	Four Divisional General managers report to the Executive Officer who reports to the Board of the Foundation. Two years ago, Endeavour was effectively 18 different organisations.	The current basis for assessment of client needs is the ‘performance envelope’, which focuses on consumer involvement, growth and satisfaction. The Foundation recently closed down its case management approach and substituted a ‘key worker’ system. 80 per cent of Endeavour clients are non-verbal.	Endeavour acknowledges that its IT system is out of date.	Endeavour has its own outlets throughout Queensland.
Anglicare Australia	Anglicare Australia has an Executive Committee comprised of representatives from each of the State and Territory offices.	Case management approaches differ by program, based more on program requirements and client needs than Anglicare design.	The cost of information technology and the need to keep up with changes in government requirements imposes significant costs on the organisation.	Anglicare largely maintains separate service outlets, but liaises closely with other agencies.

Organisation	Accountability	Training	Partnerships
Salvation Army	Divisional headquarters monitors statistics from service outlets, their finances, their employment processes and program development. Ongoing supervision of services by divisional social programs secretary. Service budgets are considered by the divisional manager	Differs between services. Training needs identified through competency-based appraisal system. Specific training budget based upon the 1.5 per cent of total budget of the former Training Guarantee Levy. Training colleges are expanding from ministry training to vocational training.	The Advertising Federation of Australia, Sydney Water and the NRMA each sponsor specific activities of the Army. The Army sees itself as doing more with corporations. It has a public relations department in the territorial headquarters which 'chases' corporate funding. Acknowledges there are differences in approach and values between the Army and business.
Smith Family	Line management structure, with senior management in its national office, operations managers in the States and the ACT, and regional coordinators under them. State/Territory operational managers are responsible for operational matters, including finances, and report to the national office	Regular budgetary allocation made to staff training. Recent focus has been computer training and support for the transition from traditional agency to 'social enterprise' model.	'Social enterprise' model assumes partnerships with private firms and government. Long association with the private sector. Conducting commercial business internally has enabled the organisation to understand commercial ways of working. Major strategic partners currently are Cisco Systems, Westpac, BHP and Woolworths. Less than 5% of funds come from government.
Melbourne Citymission	Board sets overall directions for the organisation through a four-year strategic planning process. Regional Managers meet weekly with the CEO as an executive group, and they in turn meet with the Program Managers regularly.	The main focus for training has been in relation to data collection and analysis, arising from funding requirements.	Most of the community/business partnerships are initiated either through the CEO's office or the Marketing and Fundraising Department. Current partners include Tate Association, Multiplex and the Invergowrie Foundation.
St Vincent de Paul Society	Services have their own accountability mechanisms, according to the service 'type'.	The National Training and Formation Advisory Committee has responsibility for training policy. However, staff training at a service level varies according to programs. There are generally no formal allocations of funds for training within service budgets.	Relations with businesses mainly take the form of being a beneficiary of philanthropy, rather than through 'strategic partnerships'

Organisation	Accountability	Training	Partnerships
Brotherhood of St Laurence	Three year strategic plan process guided by the mission and vision of the Brotherhood underpins accountability. General Managers have responsibility for operationalising the strategic plan and determining budget expenditures in their areas of responsibility. Formal reporting process in place.	Training needs assessment has recently been completed and 40 senior staff are undertaking frontline management program. New staff performance process will identify skills deficits. Budget has a discrete staff training element	Actively engaged in discussions with a range of businesses. This is reported to be time consuming and not all such opportunities can be followed up. Focus is development longer-term relationships with corporate partners, rather than project based relations.
Activ Foundation	Activ Foundation is overseen by a Board of Directors elected annually.	A staff development officer was appointed some eight months ago and is currently reviewing the staff induction program. Management is currently undertaking a TAFE based integrated management program.	Activ's relations with business are more on a business footing rather than a partnership. Activ provides business services to corporations and local government.
Mission Australia	The Mission's financial reporting is considered accurate and it is getting better at reporting on outputs. It is increasingly putting emphasis on self-evaluation by services, in addition to formal evaluation.	The Mission's human resources department has a training function. It oversees generic, national training in matters like management skills and occupational health and safety. Training for each program and service is done on a competency basis, using skills audits.	The Mission aims to establish sustainable and appropriate relationships, in a context of competition between non-governmental organizations. The basis for the partnership is that there is a business case for it, for both parties.
The Endeavour Foundation	Endeavour has a representative structure, with area committees that elect members of the Board. Endeavour also runs staff and client forums to provide information to stakeholders and to obtain feedback from them.	The framework for staff induction and for the maintenance of appropriate standards is the Endeavour Foundation's 'performance envelope'.	Endeavour has found that intellectual disability does not rate highly for corporate sponsorship. The Foundation has also found that business is more interested in relationships with national welfare bodies than with State-based bodies. The intention is to target State-based firms, such as mining companies.
Anglicare Australia	Anglicare Australia's key national objective is to produce a nationally coordinated service model that ensures consistency in terms of approach, identity and quality, while maintaining local engagement.	Anglicare agencies pay for senior staff to attend training courses, but there are limited specialist opportunities for field staff to undertake practical in-service training.	At a national level there has been little time or resources to reach out beyond seeking sponsorship in fundraising projects. Anglicare New South Wales and Anglicare Victoria are currently engaged in fundraising with the business community.

Appendix B: Letter to Chief Executive Officers of Respondent NGOs

Chief Executive Officer

Dear

NGO Partnership Research Project

The Social Policy Research Centre has been commissioned by the Department of Family and Community Services to undertake research on the operations of large provider organisations in the community services sector.

The Department is interested in two key issues in relation to the non-government welfare sector:

- Integration of service delivery by large multi-service providers
- The formation and operation of coalitions of NGOs.

I am writing to ask for your cooperation with this study. The Department has suggested your organisation as one of 10 large community service agencies which are likely to offer good examples of service delivery integration.

With respect to large multi-service NGOs, the Department is interested in determining:

- The extent to which, NGOs are assessing customers' needs against the range of services they deliver, and directing customers to those services accordingly (case management approach);
- The extent to which, information technology being used for data matching, tracking customers, and referring customers;
- The ways new technology is being used in service delivery;
- The extent to which, multiple services are being delivered from a single location (one-stop shop);
- The extent to which, large multi-service NGOs have business management practices to ensure accountability throughout their member organisation providers;
- What levels and types of professional training service delivery staff have.

To the extent that your organisation is involved in any coalitions – defined as collections of previously independent NGOs which have combined to deliver services under a single name – we are also interested in different approaches used to manage the relationship between coalition members.

The research is not intended as an evaluation of the effectiveness of organisations' services, but rather as a description of the ways in which large NGOs are coordinating the delivery of multiple services and managing the consequent organisational complexities.

John Barber of the Ageing Agendas consultancy is working with SPRC on this study. If you agree to participate, he will come and talk [talk on the telephone] with you and/or other senior managers responsible for the areas above, and, if possible, a small group of staff involved in front-line service delivery.

I should emphasise that this study will not have any impact or bearing on any contractual relationships your organisation has with the Department, and no material or information of a confidential nature will be disclosed to FaCS.

I hope that you will be able to assist SPRC in this important piece of research. John Barber will telephone you to discuss your participation shortly after you receive this letter, or you can contact him, on 02 9819 7343 or by e-mail at ageing@wr.com.au, or myself if you would like to discuss the research further.

Yours sincerely

Dr Tony Eardley
Senior Research Fellow