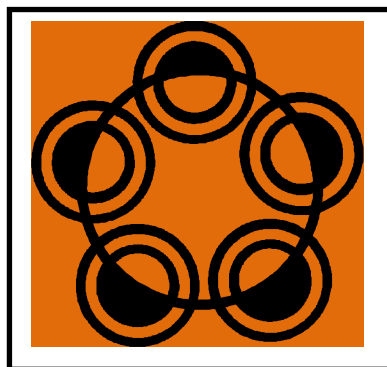


Learnings, case studies and guidelines for establishing shared and collaborative service delivery in the non-government sector

Evaluation of the Multi-Tenant Service Centre (MTSC) Pilots Project



Final report prepared for the Department of Communities,
Queensland Government

by

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August 2008
(updated February 2010)

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Acknowledgements

I acknowledge and sincerely thank everyone who took part in the evaluation. Thank you to everyone who provided valuable feedback on the case studies, an earlier version of the guidelines included in this report, and other documents. Particular thanks are due to Irene Baker from Inzpire for her detailed feedback on an earlier draft of the two guidelines documents. Some of her suggestions are included in the guidelines presented in this report.

Many thanks to all of the participants at the Mackay, Caboolture and Toowoomba Multi-Tenant Service Centre Pilots Project sites. I greatly appreciated your input, feedback and ideas, and the time you gave, especially when you were all so busy. Thanks are also due to all the staff of the Department of Communities staff who provided excellent support, materials, feedback and advice during the evaluation and in the preparation of this report. Particular thanks go to Michelle McNamara and Debbie Dow in the Mackay office, Brian Smith and Therese Donnelly, formerly in the Caboolture office, Denny Brain in the Toowoomba office, and to the following current and former staff of the Strengthening NGOs Unit/Sector Development Unit in Brisbane: Glenda Sacre, Heidi Trobbiani, Cate Bell, Amanda Shipway and Ken Butler.

Dr June Lennie

26 August 2009

Executive summary

This report presents learnings, case studies, guidelines and resources for non-government organisations that are planning to implement shared or collaborative arrangements with other agencies. It summarises results from an evaluation of the implementation phase of the Multi-Tenant Service Centre (MTSC) Pilots Project, which was completed in June 2008. This evaluation shows that developing and implementing shared and collaborative arrangements is a complex process that presents many risks, challenges and barriers to success, but can have many potential benefits for non government organisations. As this report makes clear, there is no 'one size fits all' approach to this process.

The MTSC Pilots Project was conducted by the Department of Communities (DoC), Queensland Government, as part of its Strengthening Non-Government Organisations strategy. The objective of the MTSC Pilots initiative was to co-locate separate service providers in an appropriately located centre, operating with effective and transparent management, which enabled service providers to improve client services. Three MTSC consortiums in Mackay, Caboolture and Toowoomba were selected as the pilots over a four year period from 2006 – 2010.

Part 1 of this report presents **Learnings and Case Studies** from the evaluation. The methodology used in the evaluation was user-focused, responsive and collaborative, and used multiple methods, including questionnaires, group discussions, interviews, case studies, and a literature review. The evaluation participants included consortia members and DoC staff in each pilot site and DoC staff in Brisbane.

An **overview of models of shared service arrangements** is provided. This shows that collaborations between NGOs can include a very wide range of activities and arrangements, from partnerships between large and small NGOs, to full amalgamation or merger. The co-location model has been successfully adopted by a number of not for profit organisations around Australia and overseas. Examples of various co-location models are given.

Case studies of the three pilot projects in Mackay, Caboolture and Toowoomba are then presented. They detail the development of the different collaboration and governance models used in each site, the challenges and issues that emerged, and the strategies used to address them. Each of the co-location models that were developed involved a number of **risks, challenges and barriers** which included:

- Managing relationships and other human factors.
- Reaching agreement on the vision and the collaboration and governance models.
- Securing adequate funding, support and resources.
- Sustaining commitment and energy.
- Managing change and loss of leadership.
- Managing the building selection, development and design process.
- Managing communication and information sharing.
- Negative effects of the establishment process on normal service delivery.

The MTSC concept was clearly not well understood or supported by some local NGOs, and some staff and management committees of the consortiums in the pilot locations. Some pilot project steering committees found it challenging to foster understanding and ownership of the concept, and to encourage others to focus on the 'big picture' of cultural change towards collaboration and cooperation, and the long-term benefits they anticipated.

A key issue for each site was the size of the MTSC building, since this dictated the amount of space available and the number of agencies that could be co-located. Differences between the size of the partner agencies was an issue in the Mackay pilot site but not in the other two

sites. Some of the factors in the Mackay site included 'fear of takeover' and 'fear of loss of identity'.

Group discussion participants in the pilot sites suggested that, to be most effective and efficient, **organisations that are co-locating in a MTSC need to meet the following criteria:**

- Be complementary and have synergies between each other.
- Have a similar client base and demographics.
- Not be competing with each other.
- Have a similar philosophy and a common vision, goals and focus that brings them together.
- Have a community development focus.
- Have a community service focus and adopt a client-focussed model of service delivery.
- The ability to self-evaluate and to shift to a model of sharing information and reflecting on process.

These outcomes were similar to that found in the literature and other case studies.

Several **benefits from their collaborative arrangements** were anticipated by participants in the pilot sites, including:

- Better accommodation and space.
- Improved financial savings and 'economies of scale'.
- Access to more funding and capacity to take on larger projects.
- Organisational and governance improvements.
- Development of a 'seamless' referral process.
- Improved service delivery and client access to services.
- Increased skills and capacity building of staff and committee members.
- New or shared knowledge, understanding and learning.
- Broader perspectives and attitudes.
- Building strong relationships and linkages and improved support.
- Stronger capacity to advocate for clients and negotiate with government.

Several of these benefits had already been experienced by the consortiums in the three pilot sites.

In addition to the many sustainability and success factors identified in an earlier literature review (Lennie, 2007), specific **success factors** identified in the Pilots Project included:

- Involvement of credible and consistent local departmental staff in some regional areas.
- The strong commitment of many of those involved.
- Building good relationships and cooperation between the various parties involved.
- The active involvement and support of key departmental staff and agencies.
- Energy, flexibility and ability to embrace the new.
- When communication was clear and information sharing was effective.
- Holding visioning workshops, planning at the regional/consortium level, and use of 'fair' decision-making processes.
- Providing resources and training to support the consortiums.

The timeframe for the establishment of the MTSC pilots was much longer than anticipated. Delays in implementing the project created frustration, uncertainty, and loss of energy, commitment and confidence among many consortia members. However, the outcomes of the project show that taking the time to work through the change process during the

establishment phase is vital to the success of MTSC initiatives. This requires motivation, strong commitment and leadership, open communication, and the maintenance of good relationships and trust between all those involved.

A significant barrier to small NGOs involved in developing shared service arrangements is the lack of information about how to proceed, the expertise to carry through the change process, and a need for support and guidance (NCOSS, 2007, p.20). Based on learnings from the evaluation and literature review, and feedback on the draft guidelines, **Part 2** of this report provides **Guidelines and Resources for Establishing Shared and Collaborative Services**. These are divided into Guidelines for Non Government Organisations and Guidelines for Project Managers and Coordinators. They include details of the steps in the establishment process, resources, tips, checklists and other practical information that aims to support and assist NGOs, government staff, and others involved in planning and implementing shared and collaborative service initiatives.

Introduction

This report presents results from an evaluation of the implementation of the Multi-Tenant Service Centre (MTSC) Pilots Project, which was completed in June 2008. This project was conducted by the Department of Communities (DoC), Queensland Government as part of its Strengthening Non-Government Organisations Strategy which began in July 2004.

The Strengthening NGOs project

This project aimed to find practical ways to support NGOs funded by the Department of Communities and Disability Services Queensland. This was based on a vision for community services that included one where:

- Clients' needs are met holistically, effectively and efficiently.
- Clients can enter the service system through a number of channels and are assured that the service they get will be consistent and quality.
- Funded organisations are responsive, capable and sustainable.
- Service providers ensure that clients' needs are met and are able to effectively identify additional and relevant service providers for their clients and refer them on appropriately.
- Services are well connected and operate efficiently and effectively to provide appropriate access and packages of support to clients.
- Scarce resources, including funding dollars, paid staff and volunteers will be supported in administrative and other tasks promoting a greater focus on service delivery (Department of Communities, 2005, p.2).

One of the strategies towards reaching this vision was to help establish closer working relationships between NGOs by encouraging greater use of shared services and collaborative arrangements.

The Multi-Tenant Service Centre Pilots Project

This project was included in the Strengthening NGOs strategy because of its potential to assist NGOs to improve client outcomes, increase service viability, and build capacity. The objective of the MTSC Pilots Project was to co-locate separate service providers in an appropriately located centre, operating with effective and transparent management, which enabled service providers to improve client services by:

- Coordinating and/or integrating service delivery across the co-locating services.
- Making cost savings through the sharing of service delivery activities, space and administrative resources and through systems such as shared book-keeping, information technology services or joint strategic planning.
- Redirecting costs and time saving into service delivery.

Three MTSCs consortiums in Mackay, Caboolture and Toowoomba were selected as the pilots over a four year period from 2006 – 2010. Each MTSC was encouraged to develop their own co-location model focussed on the best way to deliver services within their own community.

Part 1 of this report presents **Learnings and Case Studies** from the evaluation. It includes an overview of models of shared service arrangements, case studies of the three pilot projects, and key learnings from the evaluation. **Part 2** provides **Guidelines and Resources for Establishing Shared and Collaborative Services**. These are divided into Guidelines for Non Government Organisations and Guidelines for Project Managers and Coordinators.

Part 1: Learnings and case studies

1. Purpose of the research and evaluation

The overall purpose of the research and evaluation activities reported here was to identify:

- Risks, challenges and barriers to establishing the MTSC pilots.
- Strategies used to overcome problems in planning and implementing the MTSCs pilots.
- Factors such as what size and type of organisation the MTSC concept is most efficient and effective for.
- Expected benefits from the collaboration and that had already been experienced.
- Success factors in establishing the MTSCs.

The Department requested that the final report include a practical and useful 'checklist' for NGOs involved in planning and establishing shared and collaborative services which would also draw on a literature review by the report author (Lennie, 2007).

2. Methodology and methods

The evaluation was undertaken from January 2007 until June 2008. The methodology used in the evaluation was user-focused, responsive and collaborative. Feedback was obtained from participants and key departmental staff on evaluation data, case studies, and draft checklists, guidelines and reports to increase the trustworthiness and accuracy of the analysis and the usefulness of the guidelines to NGOs and others.

Multiple methods were used in the evaluation including:

- Literature searches and reviews.
- Participation in teleconferences with DoC staff and meetings with DoC staff and consortium members at the pilot sites.
- Analysis of information from group discussions and interviews with participants in the pilot sites.
- Analysis of questionnaire responses from DoC staff and consortium members.
- Examining the business cases for the three pilot MTSCs, their draft governance documents, and other materials.
- Preparing detailed case studies of the three pilot sites.
- Following the introduction of new Right to Information and Information Privacy legislation by the Queensland Government in June 2009, written approval to make these case studies publicly available was sought and obtained from a representative of each of the ten agencies involved in the Pilot Project in August 2009.

Further details of the evaluation methods and number of consortia members and DoC staff who completed questionnaires and participated in group discussions in each location are provided in Appendix A. A full list of the organisations and committees which contributed to the evaluation is provided in Appendix B.

The evaluation process was guided by the Australasian Evaluation Society's *Guidelines for the Ethical Conduct of Evaluations* and the following principles:

- Adopting an inclusive, responsive, collaborative and flexible approach.
- Respecting the rights, privacy and sensitivity of those affected by or taking part in the evaluation.
- Respecting the confidentiality of participants in all documents and reports, unless participants agreed otherwise.
- Using open, ethical and transparent methods, with the consent of all participants.

- Encouraging participants to see the evaluation as a learning process and to critically and openly reflect on their experiences.
- Feeding back learnings and results from the evaluation to participants for validation, shared understanding, and information.

3. Models of shared and collaborative service delivery

3.1 Understanding the key concepts

Several different models of integrated and shared service delivery have been adopted in both Australia and overseas. The Strengthening NGOs report (2005) and other literature suggests that the NGO sector in Australia has been using collaborative arrangements and variations of the shared service model for many years. However, there are few detailed case studies of the implementation of shared and collaborative services and little literature on this topic related to the not for profit sector has been published (Lennie, 2007; Walsh et al, 2008).

A useful way of understanding concepts such as ‘collaboration’, ‘coordination’ and ‘integration’ is to see them as a continuum or scale, from ‘autonomy’ through to ‘integration’, as shown in Table 1 below.

Autonomy	Cooperation	Coordination	Collaboration	Integration
Agencies act without reference to each other, although the actions of one may affect the other(s)	Agencies establish ongoing ties and provide limited support to an activity undertaken by the other agency. Communication and sharing information is emphasised. Requires a willingness to work together for common goals, goodwill and some mutual understanding.	Separate partners plan the alignment of their activities. Duplication of activities and resources is minimised. Requires agreed plans and protocols or the appointment of a coordinator or manager.	Partners put their resources into a pool for a common purpose, but remain separate. Responsibility for using the pooled resources is shared by each of them. Requires common goals and philosophy and agreed plans and governance and administrative arrangements.	Links between separate agencies draw them into a single system. Boundaries between the agencies dissolve as they merge some or all of their activities, processes or assets.
	Examples include learning and information sharing networks and open access to each others facilities and services.	Examples include the appointment of a hub coordinator to provide strong links between existing child care services, or developing joint funding proposals for new coordinated programs.	Examples include the establishment of shared service centres or developing joint management structures.	Examples include preventative or community-based place management programs. It can also involve the merger of similar agencies to form a single larger organisation.

Table 1: The continuum of integration

(adapted from Cairns et al., 2003; Fine et al., 2005, p.4 and the SNGO Fact Sheet on Shared and Collaborative Arrangements)

3.2 Partnership and amalgamation models

Table 1 indicates that sharing and collaborating can include a wide range of activities and arrangements. Some of the models identified in NCOSS (2007) and Cairns et al. (2003) include:

- **Partnerships between large and small NGOs:** in this model the large NGO might undertake financial services for the small NGO for a fee, while each NGO maintains its autonomy.
- **Co-location and forming a company:** in this model a consortium is formed and a formal agreement is established about the role of each agency, the vision and mission for the MTSC and other matters. A company is formed to administer the building in which the agencies are co-located. Each organisation pays rent to the company, which holds the building lease.
- **Quasi-amalgamation:** in this model an umbrella organisation is formed to handle governance and the back office functions of a group of agencies. Their front of house identity is retained. Each agency has a coordinator who reports to the new management committee.
- **Full amalgamation or merger:** this model involves 'the coming together of two or more organisations, all their assets and liabilities, to form one new body with a single name, legal form, governing body and mission' (Cairns et al., 2003, p.2).

3.3 The co-location model

The co-location model involves a number of agencies sharing common premises and common resources and facilities such as secretarial and book-keeping services, photocopying, and joint insurance and telephone services (Walsh et al., 2008). This model was used in the MTSC Pilots Project. Many different names are used to describe this model, such as:

- service cluster
- service hub
- one stop shop
- multi-tenant service centre (MTSC).

In this report we will refer to this model as the 'MTSC'. In terms of the continuum in Table 1, the co-location model would involve coordination or cooperation between agencies, and the use of formal agreements and other protocols to clarify roles and responsibilities, governance and administrative arrangements, and policies and procedures.

This model has been successfully adopted by a number of not for profit organisations around Australia. A well known example of this model is Ross House in Melbourne. Co-location was considered to be a key sustainability strategy by the Tasmanian Communities Online initiative (Norris, 2005). Successful Queensland examples of this model include the Child Care and Family Support Hubs established by the Department of Families around the State, and the numerous Neighbourhood Centres in rural and regional areas which operate on community development principles.

The co-location model can take many different forms such as:

The co-governance model: one member from each agency forms a sub-committee to manage and govern the MTSC, under the legal auspice of one of the agencies' incorporation. An example of this model is the Regional Outreach Support Program, conducted in Cairns (see Earles et al., 2005).

The cooperative model: a formal non-trading cooperative is established which is managed by a board, made up of members from each organisation. Each organisation is an

incorporated association but operates collectively with the others. The Caboolture MTSC pilot is an example of this model.

The lead agency management model: a large organisation manages the centre and holds the lease for the building in which all the agencies are co-located. It is supported by the management committees of the smaller organisations which sub-lease the building from the larger organisation. The Toowoomba MTSC pilot is an example of this model.

The amalgamation model: a number of agencies with a common focus and philosophy merge to create a new organisation which is managed by a committee made up of one representative from the agencies involved. The Mackay MTSC pilot is an example of this type of model.

Each of the co-location models involve a number of risks, challenges and benefits that need to be taken into account and will be explored in more detail later in this report. Fine et al. (2005, p.4) advise that 'the level of integration required should be determined by the degree of need amongst clients'. It is well worthwhile taking plenty of time to explore all the risks and benefits before deciding on the collaboration model used. For example, the amalgamation or merger model is the most complex and difficult to adopt, requiring effective management of different cultures and recognition of the many 'human factors' involved (Cairns et al., 2003).

Mergers in the voluntary sector in the United Kingdom are increasing due to factors such the view that there are too many agencies doing broadly similar work and expectations that voluntary organisations 'will be efficient and effective, especially when they receive funding from government agencies' (Cairns et al., 2003, p.3). However, mergers and other, more complex forms of collaborative arrangements can be very expensive in terms of the time, energy, and human resources required. Cairns et al. (2003, p.7) point out that:

The costs of merger, in terms of staff time, money and human resources, should not be underestimated. The cost of developing a new organisational infrastructure, identity and publicity material is likely to be substantial. At the same time, it seems likely that, in the short-term, a merged organisation will significantly increase its voluntary income.

Case studies of the three MTSC pilot projects are presented in the next section. They highlight the challenges and risks involved in the co-location process and outline the strategies used to overcome these challenges and risks.

4. Case studies of the three pilot projects

4.1 The Mackay Women's Centre

Background

A key impetus for a combined women's service in Mackay was a discussion paper by Eunice Donovan, Coordinator of the Domestic Violence Resource Service (Mackay & Region), which was distributed to every women's service in Mackay in 2000 (Donovan, 2000). It was developed in response to several major issues impacting on the community sector, particularly women-specific services. Donovan considered three possible collaboration and governance models for the proposed service, concluding that full amalgamation would offer the most advantages. However, she noted that this would be 'extremely difficult to set up – the legal arrangements, negotiation with funding bodies, and personal and organisational costs might be prohibitive' (Donovan, 2000, p.6).

Based on this idea, the vision developed was to create one organisation known as the Mackay Women's Centre and to co-locate the relevant women's services in one central building. The aim was to create a holistic service, underpinned by a feminist philosophy, which would offer a range of improved services for women and children, including:

- health promotion and community awareness campaigns;
- early intervention programs;
- crisis services such as domestic violence counselling; and
- pregnancy help.

Developing the collaborative and governance arrangements

The three agencies involved in the Mackay Pilot Project have been working towards their amalgamation into an incorporated body for seven years. While this seems like a very long timeframe, 'this project is the first of its kind in Queensland, and is both pioneering and difficult' (Donovan, 2005, p.1). An initial workshop was held in 2001 which involved representatives of the three organisations that planned to amalgamate:

- The **Domestic Violence Resource Service**, the largest of the three organisations which provides a wide range of support, information, counselling and training services to people affected by domestic and family violence, professionals, community service workers and the general community.
- The **Mackay Women's Health and Information Centre**, a relatively small organisation which provides health-related support, information and resources to women, families and others in the community.
- **Pregnancy Help**, the smallest of the three organisations which provides support and counselling to women with pregnancy concerns and issues.

All three organisations had issues related to accommodation and increased costs which were the key catalyst for action.

An interim management committee was formed in 2002 which included representatives of the three services, as well as the Mackay District Health Services and the Department of Communities. The interim management committee consisted of two representatives from each of the three organisation's management committees. The representatives were seen by the women's sector as being strategic leaders, with a high level of passion for strengthening services for women. Representatives of the Department of Communities and Mackay District Health Service had the role of ex-officio members while a local community development organisation took the role of sponsor and independent external member. A partnership agreement was signed and terms of reference for the interim management committee were developed and reviewed each year.

In the early stages, a social work student provided support to the management committee at no cost. Later, a project worker was employed to undertake project development tasks through funding from the Gaming Community Benefit Fund from May to October 2004.

In late 2004 and early 2005 a number of conflicts and communication issues emerged among the partner organisations that brought work on the project to a standstill. Some of the factors involved here included problems in sustaining the volunteer effort over several years, insufficient funding to support the project and obtain access to expertise such as legal and financial knowledge, and the difficulty of 'balancing the physical and the philosophical' (Donovan, 2005). This latter factor was related to the pressure to 'prioritise the search for a suitable physical location for the 'combined women's service' (Donovan, 2005).

In late 2005, the three agencies involved in developing the Mackay Women's Centre were invited to be part of the MTSC Pilots Project. A business case for the establishment of the Centre was submitted to the Department of Communities in July 2006. This put forward a strong case for the Centre and the benefits that were anticipated from the amalgamation and co-location of the three organisations. A suitable building was identified and negotiations with the building owners and current lease holders began. However, this process became very protracted and greatly affected the project implementation timeframe.

A consultant was employed through a small grant to develop a comprehensive Policy and Procedure Manual. A constitution, terms of reference, and a statement of partnership were revisited and refined in readiness for the incorporation of the Mackay Women's Centre.

The business case proposed that the Centre would be managed by a volunteer management committee which would be appointed at the inaugural general meeting, scheduled for late July 2006. An over arching management model was developed comprising one committee with a management team consisting of senior staff from each service stream under this committee.

The Mackay Women's Centre Management Committee, in consultation with the partner organisations, began investigating variations to this model in light of advice from the Australian Taxation Office (ATO), which raised a number of issues related to tax exemptions and concessions. Possible options identified to address these issues included:

- Rework the constitution to meet the ATO requirements.
- Seek expert legal opinion through the Queensland Public Interest Law Clearing House (QPILCH).
- Seek expert accountancy advice regarding other possible models of salary packaging entitlements.
- Explore other sources of funding.
- Pregnancy Help and Mackay Women's Health and Information Centre could amalgamate under the Mackay Women's Centre in the first instance.
- Only proceed with co-location.

The Mackay Women's Centre is awaiting pro bono legal advice through QPILCH. In addition, the Centre has sought expert accountancy advice about the cost of maintaining financial entitlements available under salary sacrifice arrangements.

Challenges and issues

- **Lack of focus on the 'big picture' and fear of take over.** Facilitation of the initial workshop in 2001 needed to have been more inclusive and 'egalitarian'. This led to some workshop participants interpreting the process as 'empire building' by the largest agency rather than focussing on 'the big picture of holistic women's services', which got lost due to the misperceptions that were created.
- **Taxation problems.** Inconsistent or incorrect advice about the Centre's tax status was provided over a number of years. Committee members also discovered that Federal tax laws over-ride or do not match Queensland legislation on amalgamation. This caused frustration, derailed the process, and significantly increased the timeframe for establishing the Centre.
- **Strained relationships and staff uncertainty.** In early 2006, relationships between the organisations became strained, and a lack of trust developed between staff, the management committees for the three services, and the interim management committee. This was highlighted at a transition planning meeting. Staff indicated that they felt uncertain about their jobs and what the new organisation would look like. This prompted a review of communication strategies to strengthen the information provided to all members

of the organisations and their staff. In addition, emphasis was placed on the need for committee representatives to take a greater leadership in future transition activities to demonstrate commitment to staff.

- **Building options and lengthy negotiations.** There was a lengthy negotiation process with the owners of the proposed facility and gaining building assessments and plans took a long time. Uncertainties around the site emerged. This was a direct impact of the economic growth experienced by the region as a result of the mining boom. This growth meant that the cost of commercial properties rose significantly and resulted in the lack of available and suitable options for the combined organisation.
- **Sustaining energy and enthusiasm and loss of leadership.** The lengthy and complex development process at times exhausted and frustrated volunteer management committee members who balanced paid work, volunteer committee work, and family responsibilities. Sustaining energy, enthusiasm, and involvement was a challenge. Some committee members with valuable experience and knowledge of the history of the project left part-way through the process for a range of reasons. This resulted in the need to plan for succession and develop strategies for managing ongoing change through a lengthy process.

Strategies used to address the challenges and issues included:

- Conducting a **visioning workshop** in 2006. This was seen as a 'healing process' which helped to redress the problems and concerns that had emerged, rebuild trust, and increase commitment to the project. All of the organisations involved re-committed to the vision and the process, and project planning was put back on track. However, one committee member noted that 'some people do not do visioning as well as others'.
- One organisation held a **workshop on feminist practice** in 2007 which helped to develop a further shared understanding of what the Women's Centre would look like in practice.
- A **feedback – consensus model of decision making was established from the outset of the process**: This involved going back to the partner organisations for feedback prior to putting issues to a vote in meetings of the interim management committee.
- **Forming sub-committees** to work on particular areas of development such as human resources, finance and publicity. This distributed the workload more evenly. Results of this work were returned to the management committee at each stage of the process.
- Developing a **communication strategy**. This created a better feedback loop between staff and the management committees for their organisation. Management of the services also communicated more frequently with staff about the planning and development process.
- Obtaining 'invaluable' and 'remarkable' **support, capacity building and commitment from local staff** in the Department of Communities.
- Obtaining **pro bono legal advice** through QPILCH.
- **Writing to the Institute for Chartered Accountants** in Mackay to seek their help and support. As a result, the committee gained a new Treasurer who has provided excellent input and expertise in a voluntary capacity since mid 2006.
- **Rejuvenating the committee** through bringing new members on board who had no preconceived ideas and understood the vision from the beginning. They 'infused new blood into the committee', provided a lot of energy, and 'increased goodwill'.

4.2. George Street Community Place, Caboolture



CABOOLTURE MULTI-TENANT
SERVICE CENTRE CO-OP

Background

In late 2005, the following five organisations in Caboolture were invited to be part of the MTSC Pilots Project:

- **Caboolture Neighbourhood Centre**, which operates a range of programs that provide information and referral services, family and parenting support, therapy, counselling, budget assistance, and other community development activities.
- **Caboolture Community Care**, which contributes to the relief of stress and poverty by providing emergency relief to disadvantaged people, budget assistance, free professional counselling and other activities.
- **Homelife Association**, which provides lifestyle and disability information and support services, a family support hub, and respite services. They auspice other programs operating at other community venues and engage in outreach to client's homes.
- **Caboolture Family Haven**, which provides families at risk of homelessness with accommodation, support and assistance to re-establish themselves within the community with safe and sustainable long-term accommodation.
- **Break Through Community Housing Service**, which provides community housing, housing and tenancy information, and referral services. Their amalgamation with Caboolture Family Haven was being considered at that time.

Small to medium sized agencies which had a mix of client outcomes and were compatible were targeted for participation in the Pilots Project. The number involved in the project was also determined by the amount of space available in the sites identified.

Collaborative arrangements with other services had been proposed to Caboolture Community Care several times before but had never come to fruition. They were therefore initially wary of taking part. People working for the five services knew each other already, but not all that well. However, they were seen as having the right sort of knowledge, skills and experience in community-based service delivery and management to make the collaboration work, as well as significant knowledge of the local community.

While there was initially some scepticism about value of the co-location concept, once the proposed partners had spent some time together they realised that this could be 'a win-win arrangement'. They began to envisage a 'great community hub' that would enable all community members to access a range of services co-located at one site. The consortium also expected that savings from operational costs could be put back into service delivery and community capacity building activities.

Developing the collaborative and governance arrangements

A steering committee for the consortium was established in early 2006, made up of representatives of the five organisations that aimed co-locate in the proposed centre. A business case for the establishment of the MTSC was developed in July 2006. This put

forward a strong case for the centre and the benefits anticipated from the initiative. Three possible sites for the MTSC were also identified.

Funding for a part-time Senior Project Officer to support the development and implementation of the MTSC was obtained through the Community Renewal initiative within the Department of Housing. He was employed by the Caboolture office of the Department of Communities from September 2006 until June 2008.

The business case proposed the formation of management committee for the consortium which would act like a Body Corporate. A Memorandum of Understanding (MOU) and policies and procedures would guide this committee. Caboolture Neighbourhood Centre was nominated as the lead organisation. The consortium planned to consider incorporation in the future. A draft MOU, established in May 2007, gave the group a working foundation for the project.

During the second half of 2007, Break Through Community Housing Service opted to withdraw from the consortium due to financial, management, and other issues. Once the consortium members had been finalised, the steering committee held several meetings over three months to develop the final collaboration model. They began by investigating the non-trading cooperative structure adopted by four community agencies in their region made up of the Caloundra Community Centre, Hinterland Community Development Association of Caloundra, Maroochy Neighbourhood Centre, and Nambour Community Centre. A local consultant, who had helped establish this cooperative, talked to the consortium committee. They also looked at the Queensland Government Office of Fair Trading website (<http://www.consumer.qld.gov.au/>), which provided examples of different legal entities.

The cooperative model and co-location process

The consortium eventually decided to formally establish a **non-trading cooperative** with a board of governance which was accountable to the service providers who were members of the Co-op, the people they represented, and relevant funding bodies. This model was considered to fit 'the spirit and intention of the consortium'. Consortium members liked its focus on 'equitable governance arrangements and participation in decision making'. The concept of a lead agency did not fit this model and they thought this would not have worked. The cooperative model is guided by seven key principles, shown in Box 1 below.

The Caboolture Multi-Tenant Service Centre Co-op was officially established in November 2007. This involved the integration of the four organisations into a single legal entity which would manage their cooperative endeavours. One managerial staff member and one management committee representative from each organisation are members of the cooperative management board. Figure 1 below sets out the organisational structure for the cooperative.

Each organisation is an incorporated association in its own right, with governance and management divided into two streams. In the first stream, individual organisations directly manage their specifically funded operations to deliver community services. The second stream concerns global operations, strategic and operational planning, business planning, financial administration and maintenance of the facility on a day to day basis. This stream involves shared resources, cost centre management for shared expenditure and budgeting for utilities, space use and hiring, and other shared administrative tasks. Establishing this model enabled the consortium to undertake business planning and to make collaborative applications for grants.

During May and June 2008 three of the organisations moved into the new centre, known as 'George Street Community Place'. The fourth organisation aimed to re-locate once all of its design needs were met.

Box 1: The seven guiding principles that distinguish a cooperative from other business structures

1. Voluntary and open membership

Cooperatives are voluntary organisations, open to anyone able to use their services and willing to accept the responsibilities of membership, without gender, social, racial, political or religious discrimination.

2. Democratic member control

Cooperatives are democratic organisations controlled by their members who actively participate in setting policies and making decisions.

3. Economic participation

Members contribute and control the capital of their cooperative in an equitable, democratic way. At least part of the capital contributed by members is usually the common property of the cooperative.

4. Autonomy and independence

Cooperatives are autonomous, self-help organisations controlled by their members. If they enter into agreements with other organisations, including governments, or raise capital from external sources, they do so on terms that ensure democratic control by their members and maintain their cooperative autonomy.

5. Education, training and information

Cooperatives provide education and training for their members, elected representatives, managers and employees so they can contribute effectively to the development of their cooperatives. They inform the general public about the nature and benefits of cooperation.

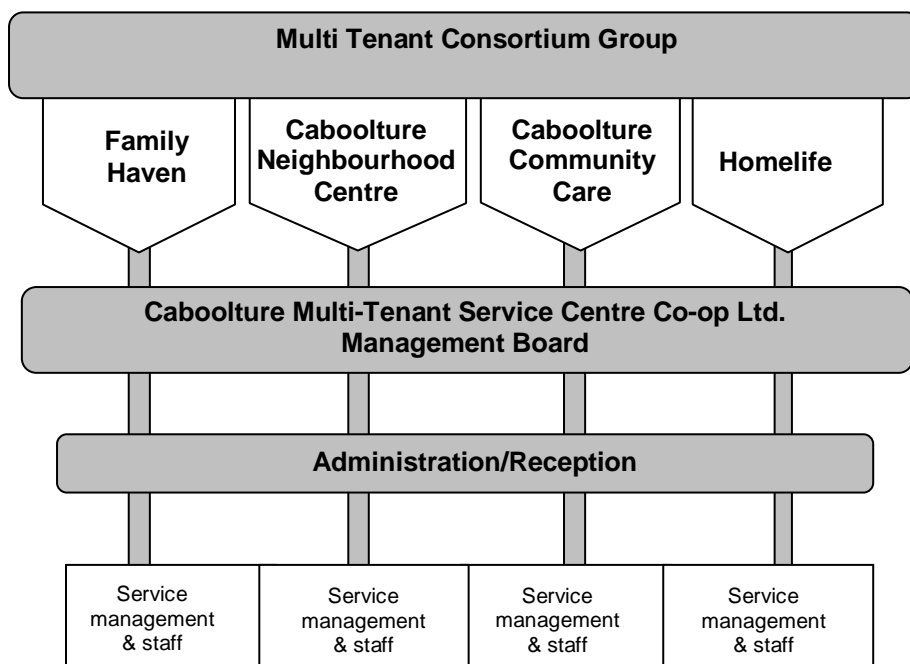
6. Cooperation among cooperatives

By serving their members effectively cooperatives strengthen the cooperative movement by working through local, national, regional and international structures.

7. Concern for the community

While focusing on members' needs, cooperatives support the sustainable development of their communities through policies accepted by their members.

Figure 1: Organisational chart for Caboolture MTSC Co-op



Challenges and issues included:

- **Suspicion and lack of understanding.** There was an initial 'undercurrent of competition and suspicion' from other agencies in the community who lacked an understanding of the MTSC concept. Consortium members thought there were 'too many unknowns' and they lacked a good understanding of the other services involved and their particular needs.
- **Time and energy required and effects on service delivery.** Establishing the consortium required a considerable amount of time, energy and commitment from volunteer committee members and paid managers over a two year period. This had some effects on normal service delivery. The consortium secretary spent about five hours a week on the project, while a third of every committee meeting held by two of the services was taken up with discussions about the project.
- **Staff insecurity and personality conflicts.** The management committee of one agency had to allay the fears of volunteers and staff who felt 'insecure'. 'Personality conflicts' also emerged between some committee members which created many problems.
- **Cultural change** was a challenge for the organisations since the process involved moving from having autonomy to being a collective.
- **Communication problems.** Not all committee members were computer literate and some did not have email and internet access. This made communication and decision making more difficult.
- **Loss of focus and momentum.** The building site took much longer to acquire than anticipated and timelines for the project had to be extended by a year. This resulted in some loss of focus, momentum and connection between the organisations.
- **Accommodation pressures.** Due to the date at which their lease was expiring, one agency experienced pressure to move to the new centre within a very short timeframe.
- **Meeting unmet community needs.** Once they have co-located in the centre, one organisation anticipated a greater demand for its services because they expected more unmet needs to surface. This was expected to present additional challenges.

Strategies used to address these challenges and issues included:

- **Focussing on the benefits.** Maintaining commitment and motivation by focussing on the 'strengthened capacity' they would have, the 'great community hub' that would be developed, and other benefits that were expected.
- **Using the time delay productively,** by taking plenty of time to undertake research and discuss various options for the collaborative arrangements and governance model. This process went smoothly since they had 'no pressure to decide on their governance systems quickly'.
- **Holding a visioning day** in December 2006, which was important in 'setting the group on a track', providing 'a framework to work from', and creating 'cohesion' between the organisations. The workshop facilitator also proved to be a useful link.
- **Developing the new cooperative model** for the consortium helped to re-focus the group. Using an 'accepted legal arrangement' for the collaboration made the process 'streamlined' and 'reduced suspicion'.
- **Bringing positive new leaders on board.** The managers who had 'personality clashes' eventually left their organisations. In contrast to research findings by Wasseman (2005), this loss of leadership improved harmony within the partnership and had other positive effects. For example, one of the new managers, who had extensive expertise in social and facilities planning, provided valuable support and was seen as 'a breath of fresh air'.
- Obtaining significant **moral and practical support** and assistance **from the Project Officer** who 'kept the energy and enthusiasm up and the communication going'.

3 Toowoomba Multi-Tenant Service Centre

Background

The idea for the Toowoomba MTSC emerged from various community service providers in Toowoomba, before the MTSC Pilots Project began. A major service provider, The Advocacy and Support Centre (TASC) had already talked about the idea for five years. TASC auspices seven services and already had a good track record in shared and collaborative services. It had some involvement with the Department of Communities and Disability Services Queensland, which held discussions with TASC about applying to be part of the MTSC pilot project. It was selected as the lead agent for the project in March 2006.

Consultations were later held with other service providers to look for synergies between potential partners. Strong synergies were found between TASC, Toowoomba Older Men's Network (TOMNet) and East Creek Neighbourhood Centre (ECNC). The Toowoomba Older Person's Action Program (TOPAP) also expressed a strong interest in co-locating to the MTSC, and was included in the mix of partners. One of the management committee members, who had previous experience of shared service arrangements in Adelaide, thought the vision for the MTSC was a 'great idea'. She felt 'passionate' about the concept and thought it made 'common sense' to share and collaborate with other service providers.

A public forum was conducted by TASC to explain the proposed project to the Toowoomba community. However, this did not go well since other local service providers did not understand or embrace the MTSC concept and were fearful of funding being taken from them. This was seen as being due to the high level of competition between service providers in the area and their 'narrow thinking' about the concept.

Developing the collaborative and governance arrangements

A project consultant was appointed in May 2006 to assist the consortium with consultations and preparing a business case for the MTSC, submitted in June 2006, which listed the proposed partners as:

- **The Advocacy and Support Centre**, which specialises in community legal services, disability and tenant advocacy and community development services. TASC was nominated as the lead agency as it was the largest of the agencies and had experience in developing and maintaining other successful collaborative arrangements between community agencies. It also had a well developed management structure and administrative arrangements that it could share with the smaller three agencies.
- **Toowoomba Older Men's Network**, which provides services to enhance social networks for older men in regional and rural communities through self-help peer networks that aim to identify and reduce episodes of depression and suicide associated with social and emotional isolation.
- **East Creek Neighbourhood Centre**, which provides programs that enhance the status and well-being of families, individuals, groups and community members, including those identified as isolated or disadvantaged, through information, referral, support, community education and skills development.
- **Toowoomba Older Person's Action Program**, an organisation for older people which provides information and access to community resources and services, opportunities for interaction and building confidence in developing new relationships.

An interim management committee was established, comprising coordinators of each consortium agency. They originally decided on a governance model in which TASC would be the lead agency and would manage the MTSC. However, the final business case proposed that the MTSC would be managed by an incorporated association consisting of

representatives of the management committee of each agency. The TASC representative would be the committee chair for the first twelve months to provide the 'necessary stability required to establish the management structure'. This committee aimed to seek incorporation and to develop a MOU. A draft mission and vision had already been developed which set out six specific aims for the consortium. A possible site for the MTSC had not yet been identified.

To decide on the collaboration and governance model, the committee conducted research into other models. This included researching Micah, a migrant and homelessness service centre in South Brisbane. Members of Micah talked to the committee at an early stage. They found this useful as they learned about the various issues that needed to be considered.

Initial work on a risk management plan was completed with the assistance of a consultant who facilitated several visioning, brainstorming and training workshops in early 2007. These sessions involved:

- Further development of the vision and mission for the MTCS and its aims and objectives.
- Deciding on the most appropriate model of service provision and the referral process.
- Developing policies and procedures.
- Training in change management.

Participants reported that these sessions were 'very helpful' in preparing for the move to the MTSC.

Committee members from TOPAP later found that the proposed MTSC did not meet their needs. They preferred a location in the CBD, required much larger premises for their functions, and had other needs which could not be met by the site. This delayed the establishment process by about six months. They eventually made the decision to withdraw from the consortium in September 2007.

The incorporated association model of governance was later seen as 'unwieldy, with too many layers of management' so the consortium decided to go back to the original model in which the TASC management committee would govern the MTSC as the lead agency. This committee would be supported in their decision making by the separately incorporated management committees of TOMNet and ECNC. A draft MOU between the three partner agencies, setting out this new model, was completed in September 2007. In the final collaboration model, TASC will be the head leaser of the building, while TOMNet and ECNC will be the sub-leasers. Work on the building was expected to be completed in October 2008.

Consortium members 'knew that the three organisations could work well together' and found that the process 'went smoothly' in terms of their relationships with each other. Nevertheless, the major time delays in the development process, and the pressures they experienced related to immediate accommodation needs and funding concerns, meant that the consortium risked collapse at one point in 2007. However, their focus on the 'big picture' of cultural change towards shared and collaborative services helped to keep them going.

Participants in the group discussion considered that three organisations was a 'comfortable number' for the consortium and provided a 'workable model'. They would like to permit other organisations to join them in the future, but not as permanent members of the MTSC. Their aim would be to provide incubation to support developing services in the area. However, this could only happen if they eventually moved to a larger building.

Challenges and issues included:

- **Effects on local relationships.** The project negatively affected relationships between TASC and other local service providers who did not understand the concept.

- **Turnover in government staff.** Unlike the Caboolture Pilot Project, the Toowoomba consortium did not have a dedicated Project Officer, and support was provided by various regional and head office staff of the Department. The turnover in staff made it difficult to maintain focus and continuity of the process, and time was required to brief each of the new support staff.
- **Locating a suitable building.** A potential site for the MTSC was identified at an early stage but was rejected due to its cost. However, the cost of purchasing and refurbishing this building was substantially less than the cost of the final site selected, which was considered to have a 'limited growth potential' and is not in the CBD. This was mainly due to the unanticipated rapid growth in the commercial real estate market and difficulties with finding a suitable building.
- **Accommodation pressures and costs.** Both TASC and TOMNet had to relocate temporarily for twelve months due to the significant time delays in the process which were 'largely caused by external factors outside the control of government and consortium members'. They had to bear the cost of these relocations.
- **Lack of expertise.** The TASC Chief Executive Officer (CEO) found it 'very difficult' to participate in meetings about building project management and design due to his lack of knowledge and expertise in this area.
- **Impacts on staff relations and credibility.** The time and effort required for the development process had a major impact on relations between TASC staff and the TASC CEO. The process created stress and anxiety for staff because his work was delegated to staff who lacked the skills to do it effectively. Staff were also promised that they would move from a small space to larger space but this did not happen in the expected timeframe. This affected the CEO's credibility.
- **Effects on service delivery.** The development process took a large amount of time away from service delivery as it created an extra workload for committee members. Normal service delivery suffered.
- **Lack of knowledge and funding concerns.** The TOMNet management committee needed assistance with understanding the process and the changes that would result. Staff and volunteers involved in TOMNet also experienced stress and uncertainties regarding its future funding.
- **Working out the governance model.** The committee looked at several governance models but were still working out the final model due to having to give priority to dealing with funding and building issues.

Strategies used to address these challenges and issues included:

- Keeping the consortium going by **focussing on their 'strong commitment to the process'**, and 'strong willingness to see it through', and their 'belief in the model'.
- **Reflecting on the many benefits already gained**, such as sharing IT expertise, professional development of the managers involved, and creating a 'seamless' referral process.
- **Developing a shared vision** for the MTSC.
- **Developing a MOU** which set out the vision and mission of the MTSC, the principles consortium members would ascribe to (including those related to indigenous and disadvantaged people), the behaviours they would model, and actions they would take to support their vision and mission, governance arrangements, and other matters.
- **Undertaking training in change management** to prepare them for the move to the MTSC.
- **Engaging a professional building project management company** to take over the implementation task, previously undertaken by the TASC CEO.
- **Appointing TASC as the project managers**, therefore 'allowing some time savings and cost savings'.

5. Key learnings from the evaluation

5.1 Risks, challenges and barriers to success

As the case studies in the previous section demonstrate, planning, designing and implementing a multi-tenant service centre are complex and challenging processes. A key issue was that the timeframe for the establishment of the MTSC pilots was much longer than anticipated. Delays in implementing the project created frustration, uncertainty, and loss of energy, commitment and confidence among many consortia members.

The following risks, challenges and barriers to success were identified in the literature review and in the evaluation of the MTSC Pilots Project.

5.1.1 Managing relationships and other human factors

The MTSC concept may be unfamiliar to other local service providers, staff and stakeholders, and the outcomes may be uncertain and threatening to the staff and management committees of some participating organisations. There is a risk of scepticism, misunderstandings, anxiety and loss of trust that can affect relationships and the level of community and staff support given to the project. It can be challenging to foster understanding and ownership of the concept and to encourage others to focus on the 'big picture' of cultural change towards collaboration and cooperation.

Personality clashes, conflicts and differences can emerge between the various people and agencies involved, particularly when they have different outcomes in mind or lack the collaborative and leadership skills to adopt the type of democratic, participatory and power-sharing approach that is required.

Relationships with staff can also become strained when less experienced staff need to undertake the work of managers who are required to attend regular meetings and other time consuming tasks during the MTSC development process.

5.1.2 Reaching agreement on vision and the collaboration and governance models

Reaching agreement on the collective vision and purpose of the MTSC can also be challenging. A key challenge is balancing the different needs, priorities and obligations of individual agencies against the needs of the collective vision. A lack of clear definition of the vision and a strong commitment from all agencies about where the project is heading can lead to frustrations and depletion of energy.

As the case studies suggest, the process involved in developing the co-location and governance models can take considerable time and effort. Adequate time for research and assessment is required before the final model is decided. Flexibility is also needed in considering all the possible options with the collaboration model adopted. In the case of the Mackay Women's Centre, it may have worked better to have initially adopted a co-location model rather than the more complex and difficult amalgamation and co-location model.

5.1.3 Securing adequate funding, support and resources

Sufficient funding from various sources is required to establish MTSCs. Establishment and building costs can often be much higher than expected. When the process becomes drawn out, the cost of buildings and refurbishment can escalate considerably, especially if there has been a rapid and significant increase in commercial real estate prices in the area. While a

purpose built building may better met the needs of some consortia, this may not be feasible if budgets are too low.

Adequate funding and resources are also required to obtain the support of a project coordinator or other types of expert assistance and advice. This includes the support of professional facilitators, consultants with expertise in change management and risk assessment, and experts in taxation law and accounting procedures. While it is possible to develop a MTSC without the support of a dedicated local project coordinator, many participants in the evaluation of the MTSC Pilots Project said that having a dedicated project manager or coordinator would have saved considerable time and energy, especially for volunteer management committees.

5.1.4 Sustaining commitment and energy

As the case studies demonstrate, the process of establishing a MTSC can take a lengthy period of time, possibly two years or more. The process always takes more time, energy and costs than expected. Volunteer management committee members often lack the time, energy and financial resources to adequately deal with all the planning, design and implementation issues. Management committees and part time workers also face constraints in attending meetings, reviewing information and making decisions within limited time frames.

A key challenge is therefore maintaining motivation and commitment when the planning and establishment process becomes drawn out. Delays in the process can lead to frustration and friction between those involved and can have an impact on the energy and moral of staff and consortia members. Continuity and momentum can be lost and the commitment of the NGOs involved can be challenged.

5.1.5 Managing change and loss of leadership

The agencies involved in the development process are working through a significant change process which brings a range of challenges. The planning and development process needs to take this into account. Change can involve a grieving process, especially for staff and volunteers who are often highly committed to the organisation and its vision and mission. The agencies' loss of identity and autonomy can also present many challenges.

The Collaboration Learning Project in the United States found that 'loss of key leadership was perhaps the greatest obstacle to participants ... In almost every instance, when one key staff person left, the collaborative terminated' (Wasseman, 2005, p.6). In contrast, the loss of certain leaders the Caboolture and Mackay pilots had a positive effect and infused new energy and focus into the committees. However, change in committee membership requires the induction of new members which can slow down the process.

5.1.6 Managing the building selection, development and design process

Finding suitable properties for purchase or lease can be problematic, depending on factors such as the local real estate market and the economic growth in the region. This proved to be a key issue in the MTSC Pilots Project. Negotiations on the sale of buildings can also become protracted, as they did in the MTSC project.

Expertise in building project management and design is also required but may not always be available to consortia members. At the Toowoomba MTSC, professionals in building project management had to take over when the lead agency's CEO found it difficult to participate in meetings because he lacked sufficient knowledge and experience in this area.

5.1.7 Managing communication and information sharing

A lack of good communication and information flow across consortia and between key stakeholders and funding bodies can create many problems. When communication and information sharing is unclear it can lead to misunderstandings, fears and insecurity which can affect the morale and commitment of those involved, especially the staff, volunteers and clients who have a more limited involvement in the development process.

Consortia members in each of the MTSC pilot sites reported that staff in some agencies felt anxious or concerned about the changes and how they would affect them. This was sometimes due to a lack of understanding about the process and the changes that would result, lack of effective communication by managers and committees, 'misinformation', staff not feeling included in the process, or the committee having to be 'secretive' about the building that was being purchased.

A further issue is that some volunteers and committee members may lack access to email and the internet, therefore making communication more challenging.

5.1.8 Negative effects on normal service delivery

A common theme in both the literature and in the evaluation of the MTSC Pilots Project is that the planning and development process required a large amount of energy and time, including participation in regular meetings and activities such as visioning, training and planning workshops. This can have some effects on normal service delivery, depending on how closely involved the committee members are in service delivery.

In the Pilots Project the process took a large amount of time away from normal service delivery within the Toowoomba organisations due to the 'extra workload for committee members'. The lead agency was particularly affected due to the CEO having to delegate work to staff who lacked the skills to do this effectively. Some Caboolture participants commented that 'all the meetings scheduled took us away from service delivery and the support of our volunteers'. However, there was less of a direct effect on service delivery in the Mackay organisations since the committee involved in developing the centre were all volunteers and not directly involved in service delivery.

5.2 Learnings about the MTSC model

5.2.1 Size of organisation

Co-location can involve only three or four small agencies or very large numbers of agencies, as in the Ross House example, which involves about 86 small organisations. Small to medium sized NGOs were invited to be part of the MTSC Pilots Project. However, there was considerable variation in the level of funding provided by government for the delivery of services by the various organisations in each of the pilot sites.

The number of staff in the pilot site organisations ranged from a maximum of 21 in TASC, the lead agency in Toowoomba, to a low of a sole worker employed by Pregnancy Help in Mackay. Some organisations were run by paid staff and volunteers while others were run only by volunteers. In some cases, only part of the organisation planned to re-locate to the MTSC. For example, Homelife in Caboolture, which had 15 full-time equivalent staff in 2007, only planned to re-locate two full-time equivalent staff to the new centre.

Table 2 provides details of the number and size of the agencies that are co-locating in each pilot site. In both Caboolture and Toowoomba, one additional agency was originally included in the consortium which eventually dropped out.

Pilot site	Number of agencies co-locating	Details of the size of the partner agencies
Caboolture	4	Two agencies are larger than the others in terms of the number of full-time equivalent staff. However, fairly similar numbers of paid staff and volunteers in each agency will be working in the MTSC
Toowoomba	3	The lead agency is much larger than the other two agencies, which are both run by volunteers
Mackay	3	One agency is much larger than the other two agencies, which are aiming to amalgamate

Table 2: Number and size of agencies co-locating in each pilot site

The following summarises the feedback given by participants in the group discussions and interviews on the questions:

- *What size of organisation do you think the multi-tenant service centre concept is most efficient and effective for?*
- *What factors need to be considered in terms of the size of the organisations involved?*

Participants in each pilot site thought the number of organisations co-locating or amalgamating was 'manageable', 'comfortable' or 'good', or they saw the number as a 'workable model'. **A key issue for each site was the size of the building**, since this dictated the amount of space available and the number of agencies that could be co-located. Some participants said that flexibility was needed in relation to the space and that the building needed to allow for future expansion.

The principle of 'equitable sharing of resources' was important to the Caboolture group. As the case studies showed, the **difference in size between the partner agencies was an issue in Mackay but not in the other two pilot sites**. Some of the factors in Mackay were 'fear of takeover' and 'fear of loss of identity' in the two smaller organisations, and a loss of trust between the agencies at one point. Staff of the larger agency also had fears and concerns about the changes that would result due to unclear information about the amalgamation process and a lack of opportunity to 'safely express their fears and concerns'.

One Caboolture interviewee thought that, with the cooperative model, it was 'good for the organisations to be an equal size' because 'larger organisations would have more power than smaller organisations'.

5.2.2 Type of organisation

NCOSS (2007, p.14) states that:

a co-location model is most likely to work for organisations that have a similar philosophy and whose vision and approach to service delivery are compatible. It is probably also a better option for organisations whose services are not in direct competition.

The evaluation of the MTSC Pilots Project made similar findings.

The following summarises responses by participants in the group discussions and interviews to the questions:

- *What type of organisation do you think the multi-tenant service centre concept is most efficient and effective for?*

- *What factors need to be considered in terms of the type of organisations or services involved?*

Participants suggested that, to be most effective and efficient, organisations that are co-locating or amalgamating need to meet the following criteria:

- **Be ‘complementary’** and have ‘synergy between the organisations’.
- **Have ‘a similar client base** and demographics’.
- **‘Not be competing with each other’.**
- **Have a similar philosophy and a common vision, goals and focus** that brings them together. For example, they would need a focus on common themes or target groups such as women, youth or elders.
- **Have a ‘community development focus’.** One interview said ‘It’s critical to have a community development focus, to focus on building community and meeting community needs’.
- One group thought that a **‘community service focus’** was also needed as a ‘good safe guard’ while another group thought a ‘client-focussed model’ of service delivery was required.
- One participant suggested that the centre would need to engage in ‘peaceable activities’ (for example, activities associated with youth justice may not work well)
- Another group thought they needed ‘the **ability to self-evaluate**’, to ‘shift to a model of sharing information and reflecting on process etc.’

5.3 Expected benefits

NCOSS (2007, p.14) outlines many of the potential benefits of co-location and shared financial administration for small NGOs. They include cost savings, greater efficiencies, and enabling staff to focus more on service delivery through no longer performing functions such as book-keeping. It can also be easier for NGOs to offer each other peer support, and the model facilitates better communication and collaboration. In addition, clients may find it easier to access multiple services, co-location facilitates inter-agency referrals, and reduces the isolation of small NGOs. Many of these benefits were also identified in other literature and in the evaluation of the MTSC Pilots Project.

The following summarises the key themes in the responses of group discussion participants and interviewees to the question:

What benefits are you expecting to achieve from the integration of your services and the collaborative arrangements you’ve entered into?

Better accommodation and space:

- The Caboolture centre was expected to provide ‘much better accommodation and use of space’ and ‘more space options’.

Financial savings:

- Participants in each site expected to see improved savings and ‘economies of scale’ in relation to areas such as:
 - administration – having one reception, one book keeper and so on
 - use of vehicles
 - stationary – buying this in bulk
 - sharing equipment
 - joint funding proposals
 - sharing the expertise of IT staff
 - utilities, including telephone and IT providers, and cleaners

- savings in rent, rates and insurance policies.
- One of the Caboolture services aimed to put their savings in rent into more consulting services.

Access to more funding and capacity to take on larger projects:

- The Toowoomba group thought they would be able to ‘take on bigger collaboration projects that meet community needs’.
- The Caboolture group thought they could ‘look for funding collaboratively’.

Organisational and governance improvements:

- The Mackay group thought the new service would ‘reduce the impact on volunteers’.
- They also said that ‘going from having four committees to one committee’ would ‘result in more energy to spread around’ (i.e. for participation in other local committees etc.).

‘Seamless’ referral process:

- The establishment of the Toowoomba centre would enable a ‘seamless referral process’ and the capacity to ‘manage referrals from the beginning to the end’.
- The Mackay centre will reduce the incidence of ‘losing women in referring to other facilities/service providers’ which are not located close to the referring service.
- A Caboolture interviewee indicated that the MTSC would assist in meeting the aim of developing a ‘collaborative seamless approach’ to service delivery in which the referral process can be done ‘at ease’. She thought it was ‘critical to be able to work with clients from the initial contact through to the final referral process or service delivery that’s required’. The centre would also enable the agencies to ‘better advocate for their clients’.

Improved service delivery and access to services:

- The Mackay centre would provide ‘a one stop shop for women’ and a place for ‘young women to transition from youth services to women’s services’. The group also thought that ‘people can be more easily be accommodated in a holistic service’. Another participant suggested that ‘stigma could be reduced if all the organisations were located in a one stop shop for women’.
- The Toowoomba centre was expected to provide ‘enhanced service delivery and support for clients’.
- The Caboolture centre will be closer to the community as ‘it’s in a central location and more accessible to other services and transport’.

Increased skills and capacity building:

- The Caboolture initiative will provide the opportunity to ‘upgrade the skills’ of staff and volunteers. This would include developing ‘shared learnings about IT systems and tools such as computers and intercom systems’.
- Both the Toowoomba and Mackay groups thought the initiative would provide ‘professional development’ of those involved.

New or shared knowledge, understanding and learning:

- The Toowoomba group thought the centre would enable ‘sharing information’ with others and developing a ‘clearer understanding of the other organisations’.
- The Mackay centre will ‘bring a skill pool together’.

Broader perspectives and attitudes:

- The Pilot Project was seen by one interviewee as part of ‘systemic change towards addressing issues such as injustice and lack of equity and making communities work’.
- The Toowoomba group thought that sharing information could lead to ‘seeing the bigger picture’.

- The Mackay group thought the new service could 'generate new responses to and a broader perspective on the concept of health and wellbeing' (for example they could provide assistance to women establishing new initiatives or enterprises).

Building strong relationships and linkages and improved support:

- The Caboolture group envisaged that 'strong relationships between agencies' would develop and that they would regularly have 'good conversations'.
- Benefits listed by the Toowoomba group included: 'linking with other organisations' and 'building relationships and support'.

Stronger advocacy and negotiation:

- The Caboolture group thought they would develop 'a strong advocacy base with government'.
- They also thought they would have an 'increased capacity to negotiate'.

Improved community profile:

- The Pilot Project has profiled the Caboolture community more and some participants envisaged that they may 'eventually get a spot in the local newspaper about community and social development'.

Joint marketing:

- The Toowoomba group thought they would be able to develop 'joint marketing campaigns to clients about the services provided'.

5.3.1 Benefits already evident

The benefits already evident in some of the pilot sites included:

- Facilitation of a 'seamless referral process'.
- Sharing equipment and IT expertise.
- Development of joint funding proposals.
- Professional development of those involved at a management level.
- The Mackay committee is 'far better equipped to move the project forward'.
- Building of relationships and support.
- Increased understanding of the suite of services in the organisations involved.
- Better understanding of change management processes.
- The Mackay group have 'learned to accommodate different points of view' and have 'recognised that they need people who can see the big picture, as well as more pragmatic, practical people'.

5.4 Sustainability and success factors

The literature review undertaken as part of the evaluation (Lennie, 2007) provides details of the many strategies and steps that can be taken to increase the sustainability, viability and success of MTSCs. They were summarised in this report as follows:

5.4.1 Strategies related to government and community support

- Clear support from all levels of government expressed through policies and the commitment of adequate resources.
- Community and stakeholder ownership and support, built through direct democratic participation in decision making.
- Conducting needs assessments.
- Using inclusive consultation processes.

- History of cooperation or collaboration in the community.

5.4.2 Strategies related to planning and implementation of initiatives

Membership characteristics and relationship management

- High level leadership and commitment from senior management and boards.
- Identification and involvement of passionate champions.
- Developing stable and sustainable working relationships – this requires building effective relationships, and relationship management. The following characteristics of members involved in successful and sustainable collaborative initiatives have been identified:
 - Mutual respect, understanding and trust, shared norms and values
 - Willingness to share ideas and make compromises when agency interests conflict
 - Flexible, open to innovation, yet pragmatic
 - Commitment and good will of those directly affected by the initiative and at multiple levels of the organisation
 - Highly motivated.

Processes and structures

- Developing an appropriate coordinating structure and capacity, including a core team that steers the process, made up of competent, highly motivated people.
- Bringing new partners on board in the initial stages.
- Developing efficient, accountable, transparent and appropriate administrative structures and arrangements.
- Progressive refinement of governance arrangements and shared power among all stakeholder groups.
- Clear definition of roles and responsibility.
- Effective facilitation of planning sessions and meetings.
- Ongoing flexibility at all levels and flexibility in the design of collaboration arrangements.

Purpose and vision

- Understanding the local 'big picture'.
- Strong, clear, appropriate and common mission, vision, purpose and values.
- Clear objectives, achievable, unambiguous goals.
- Jointly agreed outcomes.

Approach and culture

- Adopting a holistic, community development approach.
- Developing a culture based on service excellence, continuous learning and improvement.
- Taking a client-focused approach to service delivery.
- Ongoing capacity building and training.

Planning and resources

- Dedicating sufficient staff time for planning, skills training, evaluation and other key activities.
- Undertaking a full analysis of costs, benefits and financial impact of the initiative.
- Developing a clear 'theory of resources' - a clear concept early in the life of the initiative about where its resources for the future are coming from.
- Desirable building location and good quality, appropriate accommodation and resourcing.

5.4.3 Strategies related to the ongoing operation of initiatives

Long-term planning and funding mechanisms

- Developing longer-range strategic plans.
- Flexibility in funding mechanisms.

Monitoring and evaluation

- Developing a realistic and effective framework for the ongoing, long-term monitoring and evaluation of outcomes, performance and process. Monitoring and evaluation processes need to be built into initiatives.
- Importance is given to evaluating the planning, implementation and collaboration process.
- Implementation of a strong accountability framework.

Communication, networks and coordination

- Undertaking a dedicated marketing/communication campaign to communicate the initiative and mobilise stakeholder support.
- Sufficient investment in and use of information technology for sharing records and information, networking and communication, and improving efficiency and productivity
- Ongoing community and stakeholder engagement.
- Development of service networks that support coordination in the field with parallel coordination within government and planning bodies.
- Maintaining good communication and linkages between the organisations involved.
- Operation of feedback loops between workers.

Maintaining motivation and building community

- Maintaining motivation for sustaining partnerships.
- Building a sense of community among centre tenants.

Change management

- Building organisational and stakeholder readiness for change.
- Welcoming and orienting new staff and program stakeholders.
- Recycling capacity building activities with new staff and leaders.

Dispute management

- Adopting a range of dispute management strategies.

Privacy

- Obtaining consent from clients.
- Building trusted online services.
- Empowering clients to share information.

5.4.4 Success factors in the MTSC Pilots Project

The following summarises the major things that were identified as having worked well in the MTSC Pilots Project:

Credible departmental staff and commitment of those involved

- Where there was involvement of consistent departmental staff with local credibility.
- Departmental staff who were dedicated and committed to making it work.
- The partner organisations staying on through extended time frames.
- The strong commitment of several key drivers in the NGOs involved to the project outcome and the process.

Relationship building and cooperation

- Attempts to build and maintain good relationships within consortia and with government staff and stakeholders.
- The organisations involved working cooperatively together and forming a close collaborative bond.
- Building funding relationships with other relevant departments and agencies.

Active involvement and support of key departmental staff and agencies

- Employment of local project officers who were responsible for developing and supporting the consortiums. The input and assistance from some local departmental staff was seen as 'invaluable'.
- The active involvement of the Asset Management and Capital Works branch. This was seen as essential to managing the risks involved in acquiring property.

Energy, flexibility and ability to 'embrace the new'

- Willingness to put energy into the project in the early phases.
- Capacity for flexibility so that blowouts in timelines and budgets could be dealt with without derailing the initiative.
- Ability of organisations to extend themselves and embrace new concepts.

Communication and information sharing

- Regular monthly reporting facilitated good communication between regional and head office staff in various sections.
- Teleconferences involving staff in head office and the regional sites facilitated some sharing of ideas and processes.
- When there was clear and consistent communication.
- The NGOs feeling able to be open about concerns with some regional project staff.
- Regular meetings with consortia to discuss issues and 'get firm answers' to their questions.

Visioning, planning and decision-making

- Holding visioning workshops for the NGOs involved.
- Conducting targeted workshops with consortium organisations.
- Implementing strategic and operational planning.
- Planning at the regional/consortium level. Maintaining a plan to guide action and ensure continuing progress.
- Forming sub-committees of the consortium management committee to plan and make progress on particular areas of development (human resources, finance, publicity, etc).
- Using fair decision making processes.

Resources and training

- The department providing adequate resources to support the consortiums.
- Providing training in change management and other topics for consortium partners.

5.4.5 Other learnings and suggestions for improvement

The following additional learnings and suggestions for improvement were identified by DoC staff and consortia members who completed questionnaires:

- ***Selection of tenants:*** Tenants need to be selected who are aligned to project goals.
- ***Initial planning, consultation and engagement:*** All relevant stakeholders need to be involved and engaged in the initial planning, design, implementation and consultation process.
- Using ***longer and more realistic timeframes***, including to develop business cases and to 'cement consortium relationships'. There was a need to recognise that 'the project can only proceed at the pace of the volunteer committees'. It also needed to recognise 'the constraints faced by volunteer management committees and part time workers in meeting and reviewing information in limited time frames'.
- ***Developing shared understanding of all relevant issues*** and the complexity of the process of creating an effective collaboration.

- **Effective communication:** Using more streamlined and open communication processes. This requires the development of an effective communication strategy for both internal and external partners.
- **Employment of consistent project staff** in the pilot sites. Project staff need to be skilled in managing the project, able to commit to the life of the project, and to have a clear understanding of the project.
- Including **reflections on process, planning and implementation** in monthly meeting agendas.
- The **process needed to be 'sector-driven** not Departmental-driven so that mutual outcomes can be achieved'.

6. Conclusion

Several different models of integrated and shared service delivery have been adopted in both Australia and overseas. While the NGO sector has been collaborating and using the shared service model for many years, there are few detailed case studies of the implementation of shared and collaborative services and little literature on this topic related to the not for profit sector has been published. This report aims to contribute to our knowledge and understanding of this process and to provide learnings for the future development and implementation of MTSCs.

The co-location model used in the MTSC Pilots Project has been successfully adopted by a number of not for profit organisations around Australia and overseas. However, each of the possible co-location models involves a number of risks, challenges and barriers that need to be taken into account. These were clearly illustrated in the case studies of the MTSC pilots and included:

- Managing relationships and other human factors.
- Reaching agreement on the vision and the collaboration and governance models.
- Securing adequate funding, support and resources.
- Sustaining commitment and energy.
- Managing change and loss of leadership.
- Managing the building selection, development and design process.
- Managing communication and information sharing.
- Negative effects of the establishment process on normal service delivery.

The MTSC concept was clearly not well understood or supported by some local NGOs, and some staff and management committees of the consortiums in the three pilot sites. Some steering committees found it challenging to foster understanding and ownership of the concept and to encourage others to focus on the 'big picture' of cultural change towards collaboration and cooperation, and the potential long-term benefits. Scepticism, misunderstandings, anxiety and loss of trust can adversely affect relationships and the level of community and staff support given to the project.

A key issue for each pilot site was the size of the MTSC building, since this dictated the amount of space available and the number of agencies that could be co-located. Differences between the size of the partner agencies was an issue in the Mackay site but not in the other two pilot sites. Some of the factors in Mackay were 'fear of takeover' by the larger agency, 'fear of loss of identity' of the two smaller organisations, and a loss of trust between the agencies at one point.

Group discussion participants in the pilot sites suggested that, to be most effective and efficient, organisations that are co-locating in a MTSC need to meet the following criteria:

- Be complementary and have synergies between each other.
- A similar client base and demographics.
- Not be competing with each other.
- A similar philosophy and a common vision, goals and focus that brings them together.
- A community development focus.
- A community service focus and adopt a client-focussed model of service delivery.
- Ability to self-evaluate and shift to a model of sharing information and reflecting on process.

These outcomes were similar to that found in the literature and other case studies.

Several benefits of co-location were anticipated by the evaluation participants, including:

- Better accommodation and space.
- Improved financial savings and 'economies of scale'.
- Access to more funding and capacity to take on larger projects.
- Organisational and governance improvements.
- Development of a 'seamless' referral process.
- Improved service delivery and client access to services.
- Increased skills and capacity building of staff and committee members.
- New or shared knowledge, understanding and learning.
- Broader perspectives and attitudes.
- Building strong relationships and linkages and improved support.
- Stronger capacity to advocate for clients and negotiate with government.

Several of these benefits had already been experienced in the three pilot sites.

In addition to the many sustainability and success factors identified in the earlier literature review (Lennie, 2007), success factors identified in the Pilots Project included:

- Involvement of credible and consistent local departmental staff in some regional areas.
- The strong commitment of many of those involved.
- Building good relationships and cooperation between the various parties involved.
- The active involvement and support of key departmental staff and agencies.
- Energy, flexibility and ability to embrace the new.
- When communication was clear and information sharing was effective.
- Holding visioning workshops, planning at the regional/consortium level, and use of fair decision-making processes.
- Providing resources and training to support the consortiums.

Developing and implementing shared and collaborative arrangements is a complex process that clearly presents many risks, challenges and barriers to success. The timeframe for the establishment of the MTSC pilots was much longer than anticipated. Delays in implementing the project created frustration, uncertainty, and loss of energy, commitment and confidence among many consortia members. Each organisation and community is unique and there is clearly no 'one size fits all' approach to this process. As NCOSS (2007, p.19) suggest, 'the importance of relationships and trust cannot be overstated' in the successful development of shared service arrangements. Cultural change towards collaboration and cooperation is not easy since it is often unfamiliar to those involved. Shared service arrangements often 'grow organically out of existing relationships and networks' (NCOSS, p.19). However, as the outcomes of the Pilots Project evaluation show, taking the time to work through the change process during the establishment phase is vital to the success of the initiative. This requires motivation, strong commitment and leadership, open communication, and the maintenance of good relationships and trust between all those involved.

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Part 2: Guidelines and resources for establishing shared and collaborative services

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Overview

A significant barrier to small NGOs involved in developing shared service arrangements is the lack of information about how to proceed, the expertise to carry through the change process, and a need for support and guidance (NCOSS, 2007, p.20). These guidelines aim to fill this gap by providing practical and useful information, resources, tools and clear steps to establishing Multi-Tenant Service Centres (MTSCs). They are based on the following research and evaluation activities:

- A review of various Australian case studies of the establishment and implementation of shared service and co-location projects involving NGOs.
- A review of literature on the process of developing partnerships between NGOs and establishing shared service centres, the challenges and issues involved, and the different collaboration models used.
- An analysis of information and feedback collected as part of the evaluation of the MTSC Pilots Project. This included feedback on a draft document entitled 'Success factors, risks and strategies in planning and implementing multi-tenant service centres' and an earlier version of these guidelines.

Planning your MTSC is a fluid process, requiring constant review and revision

These guidelines aim to provide an overview of the main phases and issues that need to be considered in planning and establishing your MTSC. The processes involved in establishing these sorts of facilities are not linear and are quite fluid, flexible, and constantly evolving. The timing of the various tasks will also depend on a range of factors. The planning process will require the constant review and revision of various plans, partnership agreements, and the vision and mission at various points. This process is similar to the continuous action research cycles of planning, acting, observing and reflecting.

Finding an easy to follow structure for the guidelines

So while describing the process of establishing a MTSC as a series of 'steps' may not reflect reality, they have been structured this way to provide a format that is clear and easy to follow. Participants in the evaluation of the MTSC Pilots Project suggested that this would be a useful way of structuring the guidelines and several provided positive feedback on the usefulness of an earlier version of these guidelines. Many also agreed with the suggestion from one participant that two sets of guidelines be developed: one set for NGOs involved in the establishment process and one set for the project manager or coordinator. This format has therefore been used. Each set of guidelines should be read in conjunction with the other. There are obviously many overlaps and similarities between the tasks and steps undertaken by the NGOs and those undertaken by the project coordinator.

Engaging a project coordinator or manager

An important success factor in the MTSC Pilots Project and several related projects was the employment of an experienced project coordinator who helped to develop and support the consortium. This involved doing tasks such as managing the overall project and keeping it on track, preparing plans and other documents, seeking funding, and consulting and communicating with stakeholders and funders. While a full-time project manager or coordinator is the ideal for this type of project, there are many ways in which this role can be filled if funding is not available for such a role. This may include:

- Seconding a key staff member from the largest partner agency with the relevant expertise to undertake this role part-time.

- Engaging local consultants or professionals with specific expertise in areas such as facilitation, change management, risk assessment and facilities planning as required.
- Appointing a key committee member from the lead agency to fill this role one or two days per week, as needed.
- Seeking the advice and support of staff in relevant local or state government agencies with project management expertise who could attend or chair key planning meetings.

The level of support that your consortium needs will also depend on the level of skills, knowledge and experience of steering committee members and other leaders and champions involved in the planning and development process. Critical factors in the establishment process are strong leadership, and effective project coordination, process facilitation, communication, and relationship and change management skills.

Funding your MTSC and project coordinator

Establishing the MTSCs in the Pilots Project required a high level of support from the Department of Communities and significant funding and resources. However, it should not be assumed that State governments will always be the main funding body for such initiatives. Funding for a project coordinator is also likely to come from multiple sources. Philanthropic bodies, peak community sector agencies, local councils, Federal government programs, local government, local businesses and the corporate sector may provide alternative sources of funding, resources, sponsorship, and support.

Establishing a multi-tenant service centre

Part A: Guidelines and resources for non government organisations

Introduction

Twelve key steps or phases in the process of establishing consortiums and MTSCs have been identified:

- Step 1: Identifying champions, leaders and local community needs and service systems
- Step 2: Identifying potential partners and seeking initial funding and resources
- Step 3: Assessing the level of fit between agencies and developing and formalising the partnership
- Step 4: Beginning the project planning and needs assessment process
- Step 5: Developing the operational vision and collaboration model and consulting those affected
- Step 6: Identifying service needs, property and building requirements and securing funding
- Step 7: Finding an appropriate location and property and developing the design concept
- Step 8: Building or renovating the property and planning the re-location
- Step 9: Developing governance, administrative and other systems and policies
- Step 10: Developing and implementing the monitoring and evaluation process
- Step 11: Developing change management and communication systems
- Step 12: Fostering collaboration and community and planning for sustainability and success

The large number of steps highlights how complex the process is and the significant time, energy and commitment required. As a participant in the MTSC Pilots Project commented: 'There are many more steps involved than people realise'. Depending on the project, some of these steps may happen in a different order or at the same time, and should be seen as quite flexible and open to change. For example, the identification of the building or the collaboration model could happen at a much earlier stage in some cases.

A possible timeframe for each step has not been included as this will vary considerably, depending on a range of factors. However, an example of the timeframe for establishing the Caboolture MTSC is provided in Box A1 below. A MTSC Pilot Project evaluation participant reflected:

The project has needed to flexible and progress at the pace of the consortium members or otherwise there is risk of burnout for voluntary management committee members associated with the significant workload of managing the project.

You will need flexibility in planning, design and resources so that the partners can adjust to changing circumstances and any problems that were difficult to foresee. Continuing flexibility is also needed to respond to emerging community needs.

Box A1: Timeframe for establishing George Street Community Place

late 2005:	Five agencies are invited to be part of the MTSC Pilots Project
early 2006:	MTSC steering committee formed
July 2006:	Business case for MTSC developed
Sept 2006:	Part-time Senior Project Officer appointed to support and manage the project at a local level
Dec 2006:	Visioning day held
May 2007:	Draft MOU developed and signed
Nov 2007:	Caboolture MTSC Cooperative formally established
May 2008	Organisations begin moving into the renovated building

Step 1: Identifying champions, leaders and local community needs and service systems

Identify a strong lead agency or champion for the MTSC concept and credible people in leadership positions who can drive the project and are willing to stay committed to the process over a lengthy time. Successful and sustainable initiatives require champions who are passionate about the project, willing to promote its benefits to others, and to put energy into the project in the early stages. Both internal and external champions need to be identified and involved in the initial planning process.

If possible, **conduct initial research into local community needs and services:** A peak body, local council, university, or the lead agency/champion could identify local community needs for services and the barriers to effective access to and provision of services through:

- Collection and analysis of survey and Australian Bureau of Statistics data.
- Consultations with community members.
- Consultations with local service providers and community organisations.
- Reviewing existing research and government policy reports.

This information is vital to building a good case for funding and support for the MTSC concept. This step may need to be taken once the project coordinator is appointed.

To be most successful, a **holistic, community development approach** to the project is needed. This approach encourages those involved to **see service planning within a larger system of local programs and services** (SHAN, 2005). Successful MTSCs also take a client-focused, needs-based approach to service delivery.

Step 2: Identifying potential partners and seeking initial funding and resources

Bring the key agencies together. The lead agency or champion would organise an inter-agency meeting or forum to discuss key issues and challenges related to service provision in the area. The need for partnership between the agencies would be decided at this meeting and potential members of the consortium would be identified. This meeting would also help to:

- Define and create a shared understanding of the local 'big picture' of community services issues and challenges.
- Encourage service providers and government agents to see service planning within a larger system of local programs and services.
- Raise awareness of the government program and policy context that needs to be taken into account.
- Begin developing an initial strategic vision for the MTSC.

Box A2: Resources for establishing and managing NGO and local partnerships

For a useful and practical resource for establishing and managing partnerships between community-based organisations go to:
http://www.servicelearning.org/filemanager/download/2006_grantee_mtg/BuildingPartnershipsFaithBased1.pdf

For a resource that aims to help those who are trying to overcome challenges and make difficult decisions in developing local strategic partnerships go to:
<http://www.renewal.net/>

If the agencies involved lack the appropriate expertise and capacity, **apply for and obtain funding for a project coordinator** and other resources for the initial establishment, research and planning process from various grants and funding programs. One potential source of funding is mining companies such as BMA or Rio Tinto which provide funds for community partnership projects. They are currently investing strongly into communities, using a social responsibility approach.

The **selection criteria for the project manager or coordinator** could include the following:

- Excellent knowledge and understanding of the management of NGOs, financial and legal issues regarding collaboration models or the ability to access this information.
- Strong track record and experience in project management and planning, and change management.
- Flexible, with high level 'people skills' as well as excellent skills and experience in communication, collaboration, negotiation and engagement with others.
- An understanding of systems thinking, a community development approach, and collaborative and participatory planning, research and evaluation.
- Must have the ability and skills to move the process forward.
- Excellent understanding of the needs of service agencies regarding building design and layout.
- Prepared to undertake the practical work involved and to see the whole project through to completion.

While a minimum qualification for the project manager such as a Certificate IV or Diploma in Project Management is recommended, it is more important that they have the necessary experience and track record and the ability to engage and negotiate well with others as 'so often strong relationships are the foundation for success'.

The project coordinator ideally needs to be funded until all the agencies have moved into the centre. He or she should be able to support organisations for at least another month after the move. While it may be necessary for the project coordinator to be located with one of the agencies, it is crucial that they are autonomous of all the partner organisations.

Step 3: Assessing the level of fit between agencies and developing and formalising the partnership

Assess the level of fit between the potential partners and their level of commitment to the process. An important factor that needs to be considered is the culture of each organisation as this can have an impact on the success of collaborations. The partners in the consortium need to be aligned in relation to the goals of the consortium and to have integrated and complementary services. A mix of tenants is required that ensures continuity and builds community.

Information on identifying and assessing potential partners can be found at:
<http://www.managementsupportonline.com.au/collaboration-resources/>

Form a coordinating committee that will steer the process. This committee should be made up of representatives of the partner organisations and, if appropriate, government agencies (ie local Council or State government departments). There should ideally be equal representation of each agency on this steering group.

Members of the steering group should be selected based on their:

- level of knowledge, skills and experience with planning and managing community-based services
- level of motivation and commitment
- skills and abilities in collaboration and cooperation
- capacity to devote the time and energy required.

The project coordinator or another suitable person (such as an academic or local government officer) could chair meetings of the steering group. It's important that the chair provides strong leadership and that they are well respected by all committee members and inspire confidence in them as a leader. Agendas should be prepared, minutes of meetings kept, and all decisions documented.

Box A3: Characteristics of members involved in successful and sustainable collaborative projects

- Mutual respect, understanding and trust, shared norms and values.
- Willingness to share ideas and make compromises when agency interests conflict.
- Flexible, open to innovation, yet practical.
- Highly motivated and committed to the project.

Develop an initial vision and mission and document this. The vision needs to be explored openly with all partners so that it is formed at the earliest possible stage in the process. This will make the rest of the work easier because everyone has already committed to the direction of the project. Adequate time for this process needs to be set aside – probably a whole day. The shared vision needs to be re-visited at various points in the development process. This is why it needs to be well documented at this stage. This document can also help to inform new committee members who may want to add new things to it. The vision should not be seen as fixed. Visioning activities are an important part of the team building process.

Develop an initial partnership agreement or Memorandum of Understanding (MOU) as a guide for start up arrangements about how the agencies will initially collaborate. Such agreements can help to reduce the complexity of collaborative arrangements and increase the chance of success. A model MOU can be found at:
http://www.ncoss.org.au/hot/docs-early-intervention-program/eip_model_mou.pdf

An **action network** could also be formed to facilitate collaboration between government and non government agencies and prepare and distribute regular progress reports on the initiative.

Box A4: Resources for developing agreements between partners

For information about developing a interagency agreements and protocols go to:
<http://www.communitydoor.org.au/node/139>

For information on promoting coordination, cooperative agreements, and collaborative agreements among agencies go to:
http://ctb.ku.edu/tools/en/sub_section_main_1229.htm

Box A5: The Developing Your Organisation tool

A comprehensive manual for Developing Your Organisation can be found at:
<https://wiki.qut.edu.au/display/CPNS/Developing+Your+Organisation+Manual>

This manual includes detailed information on starting a community organisation, management committees, organisational performance, risk management and 'when things go wrong'.

Step 4: Beginning the project planning and needs assessment process

Work in close collaboration with the project coordinator or other key staff to begin the initial process of planning, research, consultation and engagement with key stakeholders. More details about this step can be found in the Guidelines for Project Managers and Coordinators. The initial research and consultations outlined in Step 1 could also be undertaken at this point.

Box A6: Resources for community-based planning

Community Action, Planning and Information Resource (CAPIR)

A learning resource that supports community planning around public health issues. It contains a series of online tools to assist in tasks such as building relationships, discussing values, and conducting workshops to enable community action, establish personal and financial accountability, and document planning. See
<http://www.health.qld.gov.au/capir/default.asp>

Planning and management tools for small community organisations

This website includes links to useful and practical planning tools designed to help people working in smaller community organisations in the human services and community development sectors. It includes various types of plans, planning models, definitions of key terms (such as 'vision statement', 'client needs'), and checklists of key questions. This site also has useful tools and information on: thriving organisations, governance, risk management, writing policy and organisational manuals, and facilitation. See
<http://www.mapl.com.au/planning/plan0.htm>

Conduct a needs assessment and organisational mapping. Each consortium has its own operating context and specific service delivery needs. The project coordinator or a consultant should therefore conduct a needs assessment and organisational mapping of each service involved in the potential partnership. The outcome of this needs assessment should be discussed with each service separately before the collaboration process is secured. The needs assessment process should be transparent and involve staff and volunteers at all stages to ensure they do not feel excluded.

Analyse the benefits and costs involved in developing the partnership and the proposed initiative. A checklist for conducting this analysis can be found at:

<http://www.managementsupportonline.com.au/>¹

Conduct an initial risk assessment of the proposed initiative, taking all the potential challenges and issues into account. A checklist for conducting this risk assessment can be found at: <http://www.managementsupportonline.com.au/>

The risk assessment plan will need to be reviewed and revised at regular points in the development process.

Box A7: Some questions for the initial visioning and organisational mapping process

- Who are we as an organisation?
- What do we do as an organisation?
- What resources and skills do we have?
- What level of partnership or cooperation are we comfortable with at this stage?
- What are the benefits of collaborating with the other agencies?
- What are the disadvantages?
- What long-term outcomes are we seeking?

Develop an action plan. Collaborate with the project coordinator to develop a three year action plan for the establishment and implementation of the MTSC and comprehensive transition management documents. This plan would include details about:

- The strategies and processes used to establish and manage the centre and make it sustainable.
- How information will be collected on the effectiveness of these strategies and processes.
- Where resources for the future are coming from.
- The roles and responsibilities of everyone involved in the project, which need to be made clear.

It can be helpful to **break the action plan into various sub-plans** and to form sub-committees around them. Sub-committee members can then use their particular skills and this helps them to maintain an interest in the process.

Useful and practical planning tools are listed in Box A6.

Step 5: Developing the operational vision and collaboration model and consulting those affected

Identify a shared operational vision and goals for the MTSC. This process is crucial, and sufficient time is required for it. Consultation with all of the key players involved is essential.

Investigate various collaboration models, taking into account factors such as the complexity of each model and the various legal and tax implications of each model. Flexibility is needed to consider all the options regarding the collaboration model adopted. Some of the possible co-location models to consider are listed in Box A8.

Research possible governance models for the consortium (see Box A9 below). This involves deciding on the most effective way that the MTSC will be managed by the board or executive management committee. Organisational governance relates to the vision and mission, strategic organisational activities, decision making processes, and the practices and principles under which the MTSC will operate (Earles et al., 2005)

¹ Please note that in order to access the tools provided on this site you need to take out a subscription.

Box A8: Some co-location models

The lead agency model: a large organisation manages the centre and holds the lease for the building in which all the agencies are co-located. It is supported by the management committees of the smaller organisations which sub-lease the building from the larger organisation. The Toowoomba MTSC pilot is an example of this model.

The cooperative model: a formal non-trading cooperative is established which is managed by a board, made up of members from each organisation. Each organisation is an incorporated association but operates collectively with the others. The Caboolture MTSC pilot is an example of this model.

The amalgamation model: a number of agencies with a common focus and philosophy merge to create a new organisation which is managed by a committee made up of one representative from the agencies involved. The Mackay MTSC pilot is an example of this type of model.

The forming a company model: a consortium is formed and a formal agreement is established about the role of each agency, the vision and mission for the MTSC and so on. A company is formed to administer the building in which the agencies are co-located. Each organisation pays rent to the company, which holds the building lease. The Parkside centre in Gosford, NSW is an example of this model. See <http://www.yapa.org.au/youthwork/stories/parkside.php>

Develop a business case or proposal that compares the different models and their benefits and risks. Agree on the model which will work best and best fits the spirit and intention of the consortium.

Box A9: Resources for selecting and developing your collaboration model

The following report provides examples of shared service and shared financial administration models for small non government organisations and co-location case studies: <http://www.ncoss.org.au/projects/msu/downloads/sharing-financial-administration.pdf>

Several short case studies of collaborations in Queensland, including the Brisbane Homelessness Service Centre referred to above, can be found at: <http://www.communitydoor.org.au/node/134>

For information on forming cooperatives and incorporated associations in Queensland see: <http://www.consumer.qld.gov.au/>

Tip: It can be useful to visit already established one stop shops or shared service centres to gather first hand insights into the establishment and operation of a MTSC and the various collaboration models adopted.

Consult staff, volunteers, and others who will be affected by the new partnership arrangement. Identify the benefits of the initiative for target groups. Ideally the agencies would be closed down for one day a month during the establishment step so that they can take part in face to face planning and reporting meetings. This would provide an opportunity for staff to:

- Express their fears and concerns.
- Work through the issues raised.
- Clarify what is happening with the proposed partnership.
- Feel informed and included in the process.
- Develop a shared understanding of the model used in the collaboration.

Reassure staff, volunteers and management committee members of the services involved **about the benefits of the collaboration** and how they will work with each other in the new arrangement. The benefits must be communicated clearly to everyone who is affected. The benefits must outweigh the losses involved, such as loss of autonomy and identity.

Conduct effective team building for the organisations involved, as well as ongoing relationship strengthening of the services and the committees which are establishing the MTSC. Undertaking a visioning process is effective here. Some of the issues that will need to be worked through during the establishment phase include loss of organisational autonomy, potential power inequalities, and how the lines of communication and reporting will work in practice.

Step 6: Identifying service needs, property and building requirements and securing funding

Important note:

You should seek independent professional advice on property matters from an architect or real estate professional, for example, to ensure that you fully understand property acquisition processes and options, design implications and processes, legal and planning requirements, and the full costs and risks involved. This will ensure that you are as informed as possible before you make any decisions to acquire or modify property for a MTSC.

Identify needs related to the facility. This includes the amount of space required by each agency, and the facilities, services and equipment required. You will need to balance the particular needs of each agency for visibility, privacy and security and to ensure that all needs can be met. This is an important step in the process and adequate time needs to be devoted for it.

Begin identifying potential properties, using the criteria detailed in step 7. The preferred location for a MTSC is usually one which is:

- in a central location such as the central business district or a place where people in the target groups normally gather
- has access to reliable and frequent public transport
- close to other services.

Hire a consultant with a good understanding of the needs of the partner agencies regarding the building and its fit out to develop a design brief and concept plan.

Use the design brief to prepare a funding proposal.

Submit the funding proposal for the MTSC and the construction and fit out of the building or the refurbishment of an existing building. If the project is not funded by the State government, the lead agency or the consortium could potentially purchase or lease the building in which the services will be housed.

Seek sponsorship and support from local businesses and others.

Step 7: Finding an appropriate location and property and developing the design concept

Identify and select the sites for the MTSC, based on the following criteria:

Neighbourhood characteristics:

- building location
- local facilities
- surrounding community

Building and development considerations:

- building characteristics
- development considerations

The space requirements of each partner agencies need to be considered, allowing room for growth. Flexibility with space requirements is needed.

A comprehensive tool for selecting co-location sites and financing options can be found at: <http://www.nonprofitcenters.org/resources/doc/SharingSpace.pdf>

Work with the project coordinator on the process of:

- Preparing the final design and construction plans and documents.
- Obtaining planning and building approvals.
- Letting tenders.

Step 8: Building or renovating the property and planning the re-location

Once funding and support is obtained, work would begin on the construction or refurbishment of the building.

This step will involve working with the design consultant, the project coordinator, government agencies and others involved in the building and renovation process to ensure that the needs of all partners are well met.

Good communication processes are essential here to ensure that the process goes smoothly and there are no misunderstandings or misinterpretations of the design and fit out plans and documentation. The process of re-locating the service will also need to be carefully thought out and planned.

Step 9: Developing governance, administrative and other systems and policies

Develop the governance model for the management of the centre. This process involves holding regular meetings and workshops. Governance systems need to be agreed to by all relevant parties and gradually refined over time. They should be designed so that power levels are equal, decision-making reflects all stakeholder groups, and that all agencies are equally accountable. The model used should provide a clear understanding of the relationship between shared and individual responsibilities. The case studies from the MTSC Pilots Project provide examples of various governance models and how they were developed.

Conduct a practical visioning workshop which includes looking in detail at how the agencies would work together in the actual building, taking into consideration any constraints

of the site and the organisations involved. Clearly document the structure and functionality of the MTSC and how staff and others will interact.

Develop a more detailed MOU between the partner agencies. This would include details of:

- The vision and mission of the centre and actions to be taken to support the vision and mission.
- Ground rules and principles for the partnership and how the agencies will work cooperatively together.
- Principles for working with indigenous people, people with disabilities and from culturally diverse backgrounds, and other relevant groups.
- The governance model and the roles, responsibilities and objectives of those in leadership positions.
- Communication and information sharing processes.
- Indemnity and insurance responsibilities.
- The process to be followed when an agency wants to terminate the partnership.

Review and revise the risk management plan for the establishment of the MTSC as necessary, based on further work on governance arrangements, risk management strategies and other issues.

Develop administration, client management and finance systems for the MTSC, based on detailed agreements between the parties. These systems might include a database that enables the collection and analysis of relevant information about the level of use of services, the number and type of client referrals and so on.

Box A10: An effective tool for record keeping and case management

The **Service Record System**, developed by Infoxchange, provides tools required for effective case management, including the ability to record contact notes and alerts, develop case plans, register alerts, record emergency relief, and manage tasks and activities. It has been designed for use in a multi-agency environment. For further details go to:
http://www.s2s.org.au/news/detail.shtml?filename_num=200812

Develop an initial policies and procedures manual. This could include policies and procedures related to:

- mission, philosophy and outcomes
- governance and management committee responsibilities
- reception protocols
- code of behaviour
- conduct of meetings
- organisational structure
- planning and evaluation process
- insurance
- financial management and recordkeeping
- workplace health, safety and welfare
- staff management
- service delivery
- privacy, confidentiality and information sharing
- general workplace practices (including code of ethics, conflicts of interest, use of computers and shared space, and dispute management strategies).

Box A11: Some effective dispute management strategies

- Accept and understand differences in organisational culture, processes and basic goals.
- Aim to prevent disputes through support from leaders and managers, good communication at all levels, promoting staff ownership of the initiative, clear roles and responsibilities of staff, joint training, and clear management accountabilities.
- If necessary, use formal dispute resolution methods such as mediation and initial contracting arrangements.

Sub-committees can be involved in planning and progressing particular areas of development such as human resources, finance and publicity. To be effective, they need to be run in a formal way, with a chair, agendas that are kept to, and minutes of meetings.

Step 10: Developing and implementing the monitoring and evaluation process

Develop a realistic and effective process for the ongoing monitoring and evaluation of the outcomes and performance of the MTSC and the processes used. Appropriate monitoring and evaluation methods need to be built into the everyday work of the centre. An **action research approach** or the use methods that include the active collaboration and participation of staff and clients in the evaluation process are very effective in the community development context (see Boxes A12 and A13 below). The aim of this approach is to **develop a culture based on service excellence, continuous learning and improvement.**

Box A12: Resources for collaborative evaluation

EvaluateIT. An Online Resource Kit for Evaluating Community Projects

<http://www.evaluateit.org>

This easy to follow site provides four steps to collaboratively evaluating community IT projects which are useful for evaluating any community-based project. The site includes links to case studies and other evaluation resources and information.

Collaborative, Participatory and Empowerment Evaluation

<http://homepage.mac.com/profdavidf/empowermentevaluation.htm>

This site provides links to useful information, new technology tools, and videos of empowerment evaluation in action around the world.

Evaluating Collaboratives: Reaching the Potential

<http://learningstore.uwex.edu/pdf/G3658-8.pdf>

This comprehensive manual provides information on evaluating practice, self interest, feasibility, process and outcomes in collaborative initiatives, and suggests methods and techniques for doing so. It also includes useful checklists for assessing community organisations and the success of collaboratives.

Successful collaborations focus on jointly agreed outcomes and effective ways to assess progress towards those outcomes. It is effective to **include reflections on process, planning and implementation** in regular meeting agendas. Lack of attention to process often causes collaborative arrangements to falter. Factors such as clarity of goals, quality of leadership, and satisfaction with what has been achieved can be assessed through methods such as quarterly reviews, feedback forms, and informal discussion at the end of each meeting.

Documenting the explicit objectives that consortia want to achieve and **revisiting them at each meeting** to ensure progress can be very effective.

Box A13: The value of taking an action research approach

The strength of action research is that the research is defined by the participants and conducted by those who want to improve their own situation. In undertaking action research, colleagues work together to find their own solutions to problems, contribute to the solution and feel ownership. Participants are 'doing' their own research which means that they are taking action and collecting information about that action for their own purposes and to improve their own situation.

The advantage of incorporating an action research approach into the development of Child Care and Family Support Hubs is that it provides support to communities and key stakeholders who are coordinating the development of the hub by providing a systematic and practical way of ensuring continuous development. Action research:

- fosters self renewal
- promotes planned change
- offers a structured process for observing a range of perspectives
- provides problem solving strategies to increase local effectiveness.

Many service providers may find that although they are not familiar with the action research process they are already using similar processes in their professional practice. The action research phases of planning, acting, observing and reflecting are probably not unlike the phases that an organisation would use when a new service is being developed. The action research approach makes these phases more explicit and challenges groups to be committed to a process of constantly learning from experiences and sharing these experiences with others.

Incorporating an action research approach into developing hubs will allow service providers to investigate their own model for developing a hub in a systematic and planned way while taking account of the factors that are of particular interest in their situation and context.

Extract from: Office of Child Care (2001). *Hub Action Research Project. Project Brief*. Office of Child Care, Department of Families, Queensland Government.
<http://www.communities.qld.gov.au/childcare/resources/documents/pdf/researchprojectbrief.pdf>

Step 11: Developing change management and communication systems

The organisations involved in the development process are working through a significant change process which brings a range of challenges and issues. The planning process needs to take this into account.

Plan and implement the change management process in more detail. Documents need to be very clear and well defined. They should include information such as the reporting and supervision structure (for example, who you can talk to if your manager is away).

Hold training sessions on change management with management committee members and staff to prepare them for the move to the centre. There is a need to acknowledge that change can result in grieving and a sense of loss, particularly in NGOs where staff and volunteers have a strong sense of personal commitment and loyalty.

Develop clear communication methods that will result in streamlined and open communication and create strong links between all the organisations involved. Designing and implementing an appropriate communication strategy is critical for both internal and external partners. This requires an awareness that not all staff and volunteers have internet connections or are available in working hours.

Establish feedback loops between workers within partner organisations who are involved in administering the service.

Step 12: Fostering collaboration and community and planning for sustainability and success

Hold informal social functions such as lunches and BBQs – they are good ways for staff, volunteers and management committee members to get to know one another better before co-locating their services.

Box A14: Some strategies for sustainability and success

- Building and maintaining community and stakeholder ownership and support, through direct democratic participation in decision making and regular reflection and evaluation.
- Progressive refinement of governance arrangements and policies.
- Ongoing flexibility at all levels, including flexibility in the design of collaboration and funding arrangements.
- Ongoing capacity building and training of staff, volunteers and management committee members.
- Developing longer-range strategic plans.
- Conducting a well-researched marketing campaign to communicate the initiative and foster stakeholder and community support.
- Undertaking regular, ongoing monitoring and evaluation and using this information to continually improve your services and systems.

More strategies for sustainability and success can be found in Lennie, J. (2007). *Challenges and Strategies for the Sustainability and Viability of Non Profit Multi-Tenant Service Centres: A Literature Review*.
<http://www.communitydoor.org.au/collaboration/litreview>

Just before the services move into the MTSC, it is valuable to **conduct a further visioning, critical reflection and planning workshop**. This will enable you to:

- Confirm the decisions that have already been made.
- Make decisions about such things as the name of the centre and type of image you want to present to the community.
- Develop long-term business plans for financial administration, sustainability of the centre and so on.
- Develop strategies that could improve the sustainability and success of your MTSC and the various systems and processes that have been planned.
- Develop proposals for future action or collaborative projects.
- Review the MOU to ensure that it reflects the experience of working together during the development process.

- Revisit the vision and mission, since new players may have come on board at this point.

Develop long-term business plans for financial administration and sustainability of the centre.

Develop strategies to improve the sustainability and success of your MTSC and its systems and processes (see Box A14).

Jointly plan future projects and activities that foster the spirit of collaboration and cooperation and build a sense of community.

Checklist for NGOs developing a multi-tenant service centre

Step 1: Identify champions, leaders and local community needs and service systems	
Identify a strong lead agency or champion and key project leaders	
Conduct initial research into local community needs and services	
Step 2: Identify potential partners and seek initial funding and resources	
Bring the key agencies together at an inter-agency forum	
Develop an initial strategic vision for the MTSC	
Apply for funding for a project coordinator or other support and resources required	
Step 3: Assess the level of fit between agencies and develop and formalise the partnership	
Assess the fit between the potential partners and their level of commitment to the process	
Form a coordinating committee that will steer the process	
Identify a strong leader and facilitator to chair meetings	
Develop an initial vision and mission and document this	
Develop an initial partnership agreement or MOU	
Step 4: Begin the project planning and needs assessment process	
Conduct a needs assessment and organisational mapping	
Analyse the benefits and costs in developing the partnership and the proposed MTSC	
Conduct an initial risk assessment	
Develop an action plan for the whole project	
Break the action plan into various sub-plans and form sub-committees around them	
Step 5: Develop the operational vision and collaboration model and consult those affected	
Identify a shared operational vision, mission and goals for the MTSC	
Investigate and assess various collaboration models	
Decide on the most appropriate collaboration model	
Research and assess possible governance models	
Develop a business case for the MTSC	
Consult staff, volunteers, and others who will be affected by the arrangement	
Provide clear information to staff, volunteers and management committee members about the benefits of the collaboration	
Conduct effective team building and ongoing relationship strengthening of the agencies	
Step 6: Identify service needs, property and building requirements and secure funding	
Seek independent professional advice on all property acquisition, design, planning requirements, and legal matters, costs and risks	
Identify space, facilities, and other needs related to the facility	
Begin identifying potential properties	
Undertake a full analysis of costs, benefits and financial impact of the MTSC	
Hire a consultant to develop a design brief and concept plan	
Develop and submit the funding proposal for the MTSC	
Seek sponsorship and support from local businesses and others	
Step 7: Find an appropriate location and property and develop the design concept	
Identify and select potential locations and properties for the MTSC	
Collaborate on the building design planning and construction process	
Step 8: Building or renovating the property and planning the re-location	
Ensure the needs of all partners are well met in the building or renovation process	
Plan the re-location process	
Step 9: Develop governance, administrative and other systems and policies	
Develop and document the governance model	
Hold a workshop that results in a clear document on the structure and functionality of the MTSC and how staff and others will interact	

Develop a more detailed MOU between the partner agencies	
Review and revise the risk management plan	
Develop administration, client management and finance systems	
Develop an initial policies and procedures manual	
Step 10: Develop and implement the monitoring and evaluation process	
Develop a realistic and effective process for the ongoing monitoring and evaluation of the outcomes and performance of the MTSC and the processes used	
Include reflections on process, planning and implementation in regular meeting agendas	
Document the explicit objectives you want to achieve and revisit them at each meeting	
Step 11: Developing change management and communication systems	
Plan and implement the change management process in more detail	
Hold training sessions on change management	
Design and implement an appropriate communication strategy	
Establish feedback loops between workers	
Step 12: Foster collaboration and community and plan for sustainability and success	
Hold informal social functions	
Conduct a further visioning, critical reflection and planning workshop	
Develop long-term business plans for financial administration and sustainability of the centre	
Develop strategies to improve the sustainability and success of your MTSC and its systems and processes	
Jointly plan future projects and activities	

Establishing a multi-tenant service centre

Part B: Guidelines and resources for project managers and coordinators

Introduction

These guidelines aim to assist those involved in managing and coordinating the establishment of your MTSC. This person could be a local project officer employed by a government department, a project coordinator employed by the lead agency for the consortium or another appropriate agency, or a staff member of the lead agency who has been seconded to this role. The roles and responsibilities of the project manager or coordinator could include all or some of the following:

- Managing the project at the local level and keeping the project on track.
- Building and maintaining cooperative relationships between everyone involved.
- Undertaking some community consultations, needs assessments and other research and review work.
- Developing and sustaining the consortia.
- Documenting decisions and ensuring clear communication and sharing of information and decisions to everyone involved.
- Preparing action plans and funding proposals.
- Seeking sponsorship and support from local businesses and organisations.
- Researching various models of collaboration and governance.
- Facilitating meetings and workshops (some workshops could be run by a local consultant who specialises areas such as change management).
- Assisting in evaluating the MTSC and the establishment process.
- Liaising with planning and design consultants and negotiating changes to building designs.
- Providing continuous, personalised guidance and support to enhance knowledge and skills, and to counter anxiety, frustration and other stressors involved in the collaboration process.

The number of different roles and activities undertaken by the project coordinator will depend on whether funding enables them to be employed full time or part time. If the local project coordinator is directly employed by a State government department, they are likely to be involved at a much earlier stage in the establishment and planning process. The level of support required by the consortium would depend on the degree of expertise and maturity of the organisations involved and other factors.

Practical steps to managing and coordinating the project

Eleven key steps or phases have been identified in the process of managing, coordinating and planning a multi-tenant service centre:

- Step 1: Clarifying roles and responsibilities and developing communication strategies
- Step 2: Assist in developing and formalising the partnership
- Step 3: Beginning the project planning, management and research and engagement process
- Step 4: Developing the operational vision and collaboration model
- Step 5: Identifying service needs, property and building requirements and securing funding

- Step 6: Finding an appropriate location and property and developing the design concept
- Step 7: Building or renovating the property and planning the re-location
- Step 8: Assist in developing the governance model and other systems and policies
- Step 9: Assist in developing the monitoring and evaluation process
- Step 10: Developing change management and communication systems
- Step 11: Planning for sustainability and success

Step 1: Clarifying roles and responsibilities and developing communication strategies

Clarify the roles and responsibilities of the department or main funding body. Who is leading the project (i.e. head office or regional staff) also needs to be made very clear at the outset. This is critical to success. The department's agendas and goals related to the program through which funding is provided also need to be very clear to everyone involved.

Clarify the roles and responsibilities of the project manager and the project coordinator if they are two separate people. Such projects require the involvement of staff with local knowledge and credibility who are dedicated and committed to making the project work.

Develop clear communication, feedback and reporting strategies, including a stakeholder communication plan. The aim is to create streamlined and open communication and linkages between all the organisations involved. It is important that all of the agencies work from a common and shared understanding of all the issues relevant to the project.

Box B1: Useful communication strategies

- For projects managed by a government department, undertaking regular monthly reporting between regional and head office staff via phone conferences can facilitate the sharing of ideas and strategies for success.
- Hold regular meetings with consortium members to discuss issues and enable them to get firm answers to their questions. Listen to them well and encourage them to openly share their concerns.
- Encourage the development of service networks and linkages which support coordination of NGOs in the community with parallel coordination within government and planning bodies.

Step 2: Assist in developing and formalising the partnership

Work with the consortium to assess the level of fit and synergy between the potential partners and their level of commitment to the process. A key factor that needs to be considered is the culture of each organisation as this can have an impact on the success of collaborations.

Once the partners are identified, assist the consortium to:

- Develop an initial vision and mission and document this.
- Develop an initial partnership agreement or Memorandum of Understanding (MOU) between the partner agencies.

Several resources for undertaking these activities can be found in the Guidelines and Resources for NGOs.

Box B2: Strategies to reduce the complexity of collaborative arrangements

- Develop formal contracts, memorandums of agreement and other mechanisms that clearly define roles and responsibilities and governance and service delivery processes, and ensure accountability. A model MOU can be found at:
http://www.ncoss.org.au/hot/docs-early-intervention-program/eip_model_mou.pdf
- Using statements of principles to collaborate can also be helpful.

Begin a process of building and maintaining strong relationships with all of the agencies involved and between the agencies based on trust, understanding and open communication. Allow sufficient time to cement and strengthen consortia relationships. Stable and sustainable working relationships need to be established and maintained at an early stage in the process, before initiatives are implemented. Visioning and other workshop activities can assist in building effective relationships.

Step 3: Beginning the project planning, management and research and engagement process

A thorough initial process of planning, research, consultation and engagement with key stakeholders is needed to build trust, ownership and support. Allow sufficient time for this step as it is critical to success. Such processes usually take more time than is anticipated. Attention to detail is integral to effective project management and planning.

A **holistic, community development approach** to the project that **sees service planning within a larger system of local programs and services** was advocated in the Guidelines and Resources for NGOs. A client-focused and needs-based approach to service delivery was also proposed.

Assist the steering committee to:

- Conduct a needs assessment and organisational mapping of each service involved in the potential partnership.
- Analyse the benefits and costs involved in developing the partnership and the proposed initiative.

Conduct an **initial risk assessment** on the proposed initiative, taking potential challenges and regional/place-related risks into account. It may be useful to hire a consultant who specialises in risk management planning to facilitate this process.

Implement a rigorous project management methodology. The Project Management Body of Knowledge (2004) is recommended since this is the internationally recognised project management methodology (see <http://www.projectsmart.co.uk/pmbok.html>). A gated process is also recommended. This involves assessing data on the progress of the project at key decision points then asking whether the project is feasible and if it should move ahead as planned or be modified.

Implement a scope management process to track and monitor progress. A Gantt chart could be used to update changes weekly with the partner agencies.

An action research approach may be very effective for developing the MTSC since it is 'an effective process for changing, developing and improving professional practice' which 'invites democratic participation' (Office of Child Care, 2001, p.2; see also Box A13 in the Guidelines and Resources for NGOs). To be effective, direct democratic participation of all stakeholders in decision making is needed.

Actively engage and include all relevant stakeholders in the initial planning and decision-making process and listen to them carefully to ensure that their needs are met and their concerns are addressed. Recommended community consultation processes include: conferences, seminars, working parties and advisory committees. **Thoughtful, skilful, and focused facilitation** of working sessions and meetings is essential.

Based on these consultations, **develop a three year action plan for the establishment and implementation of the MTSC** in collaboration with the consortium. This plan will guide action and ensure continuing progress. It should include details of the strategies and processes used to establish the centre and make it sustainable. Timelines need to be flexible and realistic as many unexpected problems and contingencies can arise which will delay progress, and the consultation, negotiation and decision making process can become quite lengthy.

Ensure that the action plan and the project management methodology is agreed to and understood by all stakeholders.

Step 4: Developing the operational vision and collaboration model

Facilitate a series of workshops to **identify a shared operational vision and mission and goals** for the MTSC. This process is crucial, and sufficient time is required for it. An independent consultant with expertise in facilitation and change management, and a good understanding of the philosophy underpinning the project, could be engaged to conduct these workshops.

Support the process of **investigating, assessing and deciding on the various collaboration models**, taking into account factors such as the complexity and the various legal and tax implications of each model.

Assist the consortium in **researching and assessing possible governance models**.

Box B3: Tips for achieving a shared understanding of the MTSC concept

- Spend a day or more introducing the concept and the various issues and pitfalls involved and how they can be avoided, using learnings from the MTSC Pilots Project.
- Arrange a visit to an already established one stop shop or shared service centre to gather first hand insights into the establishment and operation of a MTSC.

Assist the consortium to **develop a business case** or proposal for the MTSC that compares the different collaboration models and their benefits and risks and reaching agreement on the model which will work best.

Step 5: Identifying service needs, property and building requirements and securing funding

Seek independent professional advice on all matters related to the property acquisition, design, planning requirements, legal issues, costs and risks so that you are as informed as possible before the consortia makes any decisions to acquire or modify property for a MTSC.

Assuming that the project is being managed and funded by the State government, **actively involve key government agencies** such as the Asset Management and Capital Works branch. This is essential to managing the risks involved in acquiring the property and obtaining input on building availability, design and budgeting in the initial stages. The agencies involved need to be **consulted to identify and gain a good understanding of their needs** related to the facility (ie the amount of space required by each agency, and the facilities, services and equipment required).

Assist in **identifying potential sites for the MTSC**, based on relevant criteria and the location and space requirements of the partner agencies (see Step 5 in Guidelines and resources for NGOs). A comprehensive tool for selecting co-location sites and financing options can be found at:

<http://www.nonprofitcenters.org/resources/doc/SharingSpace.pdf>

<p>Box B4: Challenges and issues in acquiring the right building site</p> <ul style="list-style-type: none">• Finding suitable properties for purchase or lease can be difficult, depending on factors such as the local real estate market.• Negotiations on the sale of buildings can become protracted. When the process is drawn out, the cost of buildings and refurbishment can escalate considerably, especially if there has been a rapid and significant increase in real estate prices.• A purpose built building may better met the needs of some consortia. However, this may not be feasible if budgets are too low.
--

Identify and hire a design consultant and help them to develop a good understanding of the needs of the partner agencies regarding the building and its fit out. Form an effective working relationship with this consultant.

Collaboratively develop a design brief for the building in consultation with the consortium and other agencies (for example the Department of Housing or Assets Management branch).

Build funding relationships with other relevant departments and agencies.

Assist the consortium to undertake a **full analysis of costs, benefits and financial impact** of the initiative. It is important to fully cost and resource MTSC projects to ensure success.

Assist the consortium to **prepare a funding proposal** for the establishment of the MTSC and either the construction and fit out of a new building or the refurbishment of an existing building.

Assist in **seeking sponsorship and support** from local businesses and others.

Box B5: Some financial and cost considerations

- MTSC projects take much longer and cost much more than is often planned for at the outset and this needs to be built into the project.
- Provision needs to be made for the costs of depreciation and maintenance, and for resources to assist consortia members and provide training over a long period.
- The up front financial issues for participating organisations such as meeting relocation costs that are not funded by the project also need to be considered.
- Sufficient investment in communication and information technology for sharing records and information, networking and communication and improving efficiency and productivity is also necessary.

Step 6: Finding an appropriate location and property and developing the design concept

Identify and select potential locations and properties for the MTSC, based on the criteria set out in Guidelines and Resources for NGOs. A comprehensive tool for selecting co-location sites and financing options can be found at:

<http://www.nonprofitcenters.org/resources/doc/SharingSpace.pdf>

Work with the design consultant and the consortium on the process of:

- Preparing the final design and construction plans and documents.
- Obtaining planning and building approvals.
- Preparing letting tenders.

Step 7: Building or renovating the property and planning the re-location

Oversee the construction or renovation of the building and fitting out. This step will involve working with the design consultant, government agencies, the consortium and others involved in the building and renovation process to ensure that the needs of all consortium partners are well met.

Good communication processes are essential here to ensure that the process goes smoothly and there are no misunderstandings or misinterpretations of the design and fit out plans and documentation.

Assist in carefully **planning the process of re-locating the service.**

Step 8: Assist in developing the governance model and other systems and policies

Assist in **developing and documenting the governance model** for the management of the centre and a **more detailed MOU** between the partner agencies.

Review and revise the risk management plan.

Step 9: Assist in developing the monitoring and evaluation process

Assist in **developing a realistic and effective process for the ongoing, long-term monitoring and evaluation of outcomes, performance and process**. If an action research approach is adopted, regular review and reflection will already have been undertaken on an ongoing basis.

Tip: It can be very effective to document the explicit objectives that consortia want to achieve and to revisit them at each meeting to ensure progress.

Step 10: Developing change management and communication systems

Plan the change management process with consortia and staff in more detail. Documents need to be very clear and well defined.

Organise training sessions on change management with management committee members and staff to prepare them for the move to the new centre.

Assist in **setting up networks of coordination** with other service providers and government and planning bodies.

Step 11: Planning for sustainability and success

Facilitate a further visioning, critical reflection and strategic planning workshop just before the services move into the MTSC. This can enable the consortium to identify strategies for sustainability and ways of improving the MTSC so that it better meets community needs.

Assist in developing long-term business plans for financial administration and sustainability of the centre.

Develop strategies to improve the sustainability and success of the MTSC and its systems and processes.

Checklist for project managers developing a multi-tenant service centre

Step 1: Clarify roles and responsibilities and develop communication strategies	
Clarify the roles and responsibilities of the department or main funding body	
Clarify the roles and responsibilities of the project manager and the project coordinator if they are two separate people	
Develop clear communication, feedback and reporting strategies, including a stakeholder communication plan	
Step 2: Assist in developing and formalising the partnership	
Assist in assessing the level of fit and synergy between the potential partners and their level of commitment to the process	
Assist in developing an initial vision and mission and documenting this	
Assist in developing an initial partnership agreement or MOU	
Begin building good relationships with all the agencies involved based on trust, understanding, and open communication	
Step 3: Begin the project planning, management, research and engagement process	
Assist in conducting a needs assessment and organisational mapping of each service involved	
Assist in analysing the benefits and costs involved in developing the partnership and the proposed MTSC	
Conduct an initial risk assessment on the proposed initiative, taking potential challenges and regional/place-related risks into account	
Implement a rigorous project management methodology, preferably the Project Management Body of Knowledge	
Implement a scope management process to track and monitor progress	
Create a Gantt chart to update changes weekly with the partner agencies	
Actively engage and include all relevant stakeholders in the initial planning and decision-making process. Listen to them carefully to ensure that their needs are met and concerns addressed	
Develop a three year action plan for the whole MTSC development project in collaboration with the consortium	
Ensure that the action plan and the project management methodology is agreed to and understood by all stakeholders	
Step 4: Develop the operational vision and collaboration model	
Identify a shared operational vision, mission and goals for the MTSC	
Support the process of investigating, assessing and deciding on the various collaboration models	
Assist in researching and assessing possible governance models	
Assist in developing a business case for the MTSC	
Step 5: Identify service needs, property and building requirements and secure funding	
Seek independent professional advice on all matters related to the property acquisition, design, planning requirements, legal issues, costs and risks	
Obtain input from key government agencies on building availability, design and budgeting information	
Consult the agencies to identify and gain a good understanding of their specific needs related to space, facilities, equipment, security etc.	
Begin identifying potential properties	
Hire a consultant to develop a design brief and concept plan	
Collaboratively develop a design brief for the building in consultation with the consortium and other agencies	
Build funding relationships with other relevant departments and agencies	
Assist the consortium to do a full analysis of costs, benefits and financial impact of the MTSC	
Assist the consortium to prepare a funding proposal for the establishment of the MTSC	
Assist in seeking sponsorship and support from local businesses and others	
Step 6: Find an appropriate location and property and develop the design concept	
Identify and select potential locations and properties for the MTSC	
Prepare the final design and construction documentation	

Obtain planning and building approvals	
Prepare letting tenders	
Step 7: Building or renovating the property and planning the re-location	
Oversee construction or renovation of building and fitting out	
Ensure the needs of all partners are well met in the building or renovation process	
Assist in planning the re-location of the services	
Step 8: Assist in developing the governance model and other systems and policies	
Assist in developing and documenting the governance model	
Develop a more detailed MOU between the partner agencies	
Review and revise the risk management plan	
Step 9: Assist in developing the monitoring and evaluation process	
Assist in developing a realistic and effective process for the ongoing monitoring and evaluation of the outcomes and performance of the MTSC and the processes used	
Step 10: Develop change management and communication systems	
Plan the change management process in more detail	
Organise training sessions on change management	
Assist in setting up networks of coordination with other service providers, government and planning bodies	
Step 11: Plan for sustainability and success	
Facilitate a further visioning, critical reflection and planning workshop	
Assist in developing long-term business plans for financial administration and sustainability of the centre	
Develop strategies to improve the sustainability and success of the MTSC and its systems and processes	

Useful checklists, tools and other resources

Checklists and tools

Building Successful Cooperatives

<http://www.proutworld.org/features/maleny.htm>

Provides a list of ten key steps to building successful cooperative enterprises, based on the experience of cooperatives in Maleny, Queensland

Community Action, Planning and Information Resource (CAPIR)

<http://www.health.qld.gov.au/capir/default.asp>

A useful learning resource designed by Queensland Health to support community planning around public health issues. It contains a series of online tools to assist in tasks such as building relationships, discussing values, and conducting workshops to enable community action, establish personal and financial accountability, and document planning.

Community Door – Collaborative Practices

<http://www.communitydoor.org.au/node/130>

This part of the Community Door site includes useful information on:

- Benefits and applications of collaboration
- Assessing the potential for collaboration
- Effective interagency relationships: Aligning values and developing trust
- Negotiating collaborative ventures and partnerships
- Developing interagency protocols and service agreements
- Co-location and other resource-sharing arrangements
- Mapping collaborative relationships
- Case studies

Developing Your Organisation

<https://wiki.qut.edu.au/display/CPNS/Developing+Your+Organisation+Manual>

Includes detailed information on starting a community organisation, management committees, organisational performance, risk management and when things go wrong.

Establishing Partnerships

http://www.servicelearning.org/filemanager/download/2006_grantee_mtg/BuildingPartnership sFaithBased1.pdf

A useful and comprehensive US document that includes details of the key steps to forming and managing partnerships, the forms they can take, and the six stages in the partnership life cycle.

EvaluateIT. An Online Resource Kit for Evaluating Community Projects

<http://www.evaluateit.org>

This easy to follow site provides four steps to collaboratively evaluating community IT project which are useful for evaluating any community-based project. The site includes links to case studies and other evaluation resources and information.

Forming a Cooperative

http://www.fairtrading.nsw.gov.au/Cooperatives_and_associations/Cooperatives/Forming_a_cooperative.html

Includes various forms and start up documents.

Facility Expansion and Renovation: Planning for Capital Projects and Campaigns.

<http://www.gatesfamilyfoundation.org/www/downloads/PlanningTools.ppt#1>

A series of PowerPoint slides from the Gates Family Foundation in the USA.

Local Strategic Partnerships

<http://www.renewal.net/>

A British resource that aims to help those who are trying to overcome challenges and make difficult decisions in developing local strategic partnerships.

Management Support Online NGO Services

<http://www.managementsupportonline.com.au/>

This site provides a range of online services for NGOs to assist them with governance, management, administration and general operations. Currently, MSO's main service is the MSO Subscriber Service - a website providing resources, downloadable tools and templates, self directed training programs, organisational development programs and a confidential advice service.

Model Memorandum of Understanding

http://www.ncoss.org.au/hot/docs-early-intervention-program/eip_model_mou.pdf

Planning and Management Tools for Small Community Organisations

<http://www.mapl.com.au/planning/plan0.htm>

This website has links to useful and practical planning tools designed to help people working in smaller community organisations in the human services and community development sectors. It includes various types of plans, planning models, definitions of key terms ('vision statement', 'client needs' etc.), and checklists of key questions. The site also has useful tools and information on thriving organisations, governance, risk management, writing policy, and organisational manuals and facilitation.

Promoting Coordination, Cooperative Agreements, and Collaborative Agreements among Agencies.

http://ctb.ku.edu/tools/en/sub_section_main_1229.htm

Useful information and tips from the Work Group for Community Health and Development, University of Kansas.

Risk Assessment Tool for Affordable Housing Projects

<http://www.qchc.asn.au/Portals/0/Risk%20Assessment%20Tool.doc>

This simple risk assessment tool covers project specific issues, external impacts, internal impacts and organisational capacity. It provides a quick overview of the areas of operation in which risk might arise and enables assessment of the level of risk that might be involved in each area. It could be adapted to assess the level of risk in developing a MTSC.

Service Record System

http://www.s2s.org.au/news/detail.shtml?filename_num=200812

This system, developed by Infoxchange, provides tools required for effective case management, including the ability to record contact notes and alerts, develop case plans, register alerts, record emergency relief, and manage tasks and activities. It has been designed for use in a multi-agency environment.

Sharing Space. Critical Factors for Collocation Site Selection. Centre for Social Innovation, Toronto.

<http://www.nonprofitcenters.org/resources/doc/SharingSpace.pdf>

Includes a series of practical worksheets that can be used to evaluate a property and determine the feasibility and profitability of a new collocation project.

The Project Management Body of Knowledge

<http://www.projectsmart.co.uk/pmbok.html>

<http://www.projectmanagement.net.au/pmbok>

These two websites provide basic overviews of the Project Management Body of Knowledge, a collection of processes and knowledge areas generally accepted as best practice within the project management discipline.

Relevant websites

Centre for Australian Community Organisations and Management, University of Technology, Sydney.

<http://www.business.uts.edu.au/cacom/publications/index.html>

The site includes a list of publications, many of which are academic research papers on areas such as social capital and not for profit organisations.

Community Builders. New South Wales Government.

http://www.communitybuilders.nsw.gov.au/getting_organised/setting_up/

The Setting Up page includes links to useful information and tools on: co-operatives, setting up a co-operative, cooperative governance, how to develop a mission statement, managing a nonprofit organization, and how to build a partnership.

Community Door. Queensland Council of Social Service

<http://www.communitydoor.org.au>

A 'one-stop shop' for information, tools and resources to support community-based organisations in Queensland. The website will includes discussion forums and space for organisations to share their stories.

Co-operative Development Services

<http://www.coopdevelopment.org.au/publications.html>

Includes information on various publications such as the Australian Co-operative Glossary and the Co-operative's Director's Handbook.

Countrywise

<http://www.melloway.com/index01.html>

The Enterprise page includes links to other websites on forming cooperatives and enterprise development.

Information on Australian Cooperatives

<http://www.business.uts.edu.au/cacom/coops/index.html>

Provides links to:

- State and Territory registries
- Co-operative federations
- Other co-operative development services and links

Maleny Cooperatives

<http://www.maleny.info/community/coop>

Provides information and links to the websites of several cooperatives in Maleny, Queensland, which has more cooperatives per capita than any other place in the world except for Mondragon in Spain.

Office of Fair Trading, Queensland Government

<http://www.consumer.qld.gov.au/>

Includes information on cooperatives and incorporated associations, including changes to the incorporated associations law, and standard rules for non-trading cooperatives. This site includes guides and application forms for the incorporation of associations and registering cooperatives.

Office of Fair Trading, New South Wales Government

http://www.fairtrading.nsw.gov.au/Cooperatives_and_associations/Cooperatives.html

Includes detailed information on steps and procedures related to forming cooperatives and associations.

Queensland Council of Social Service (QCROSS)

http://qcoss.org.au/upload/640__updatedresource.pdf

This page provides a list of useful websites, including the Non-profit Governance and Management Centre and Management Support Online (note: some URLs have now changed).

Queensland Public Interest Law Clearing House (QPILCH)

<http://www.qpilch.org.au/>

QPILCH is a non-profit community based legal organisation that coordinates the provision of pro bono legal services in public interest matters for individuals and community groups.

The Australian Centre for Philanthropy and Nonprofit Studies, Queensland University of Technology

<http://www.bus.qut.edu.au/research/cpns/>

Includes links to Current Issues Information Sheets which offer summaries of recent CPNS research and information about the nonprofit sector. This includes information on the new associations incorporation legislation, income tax measures for nonprofit organisations, and answers to the most commonly asked questions about incorporated associations in Queensland. The site also includes a Useful Links page to that helps the community, researchers and students access the latest available information and resources about the nonprofit sector.

The Community Toolbox

<http://ctb.ku.edu>

This is the world's largest resource for free information on essential skills for building healthy communities. It offers more than 7,000 pages of practical guidance in creating community change and improvement. The site provides tools and resources to help build skills and competencies in community development work and to implement best processes and practices. It includes a troubleshooting guide that presents common dilemmas in doing this work and support to address them, and online forums.

Papers, reports and other publications

Alexander, J., Comfort, M., Weiner, B. & Bogue, R. (2003). Leadership in Collaborative Community Health Partnerships. *Nonprofit Management and Leadership*. 12 (2), 159 – 175.

Bullen, P. (2007). Responding to Pressures on Community Organisations to be Bigger: Understanding and Considering Your Options. <http://www.mapl.com.au/ideas/blog6.htm>

Cairns, B., Harris, M. and Hutchison, R. (2003). *Key Findings on Voluntary Sector Mergers*. Centre for Voluntary Action Research: UK.

<http://www.abs.aston.ac.uk/newweb/research/CVAR/forms/MergerKeyFindings.pdf>

Compassion Capital Fund (2006). *Establishing Partnerships*. National Resource Centre: Virginia.

http://www.servicelearning.org/filemanager/download/2006_grantee_mtg/BuildingPartnershipsFaithBased1.pdf

Council of Social Service of New South Wales (2007). *Sharing Financial Administration. A Feasibility Study of Potential Models for Small Non-Government Organisations*. Research Report. Council of Social Service of New South Wales (NCOSS): Surry Hills, NSW.

<http://www.ncoss.org.au/projects/msu/downloads/sharing-financial-administration.pdf>

Henderson, M. et al. (2004). *Partnerships for Service Delivery: Review of the Research and Practice Literature*. Report to the Department of Communities, Queensland Government. Brisbane: M & P Henderson & Associates Pty Ltd.

http://www.getinvolved.qld.gov.au/share_your_knowledge/resources/documents/pdf/partnershipreview.pdf

Lennie, J. and Toombs, D. (2009). Establishing shared service centres in the non-government sector: Learnings from recent Queensland research. Department of Communities, Queensland Government Engaging Ideas seminar, Brisbane, 20 May. (Note: a DVD and slides from this seminar are available on request from the Strategic Evaluation and Research Branch, Department of Communities)

Lennie, J. (2007). *Challenges and Strategies for the Sustainability and Viability of Non Profit Multi-Tenant Service Centres: A Literature Review*. Report prepared for the Department of Communities, Queensland Government.

<http://www.communitydoor.org.au/collaboration/litreview>

Lennie, J. (2005). Using empowerment evaluation to improve community-based programs. Presentation to the Australasian Evaluation Society's Lunchtime Seminar Series, Brisbane, 14 September. <http://www.aes.asn.au/regions/QLD/>

Local Community Services Association (1994). *We Just Grew Like Topsy: A Resource Manual for Understanding and Managing Multi Purpose Neighbourhood Centres*. Local Community Services Association: Surry Hills, NSW.

Malinsky, E. (2006). *Sharing Space. Critical Factors for Collocation Site Selection*. Centre for Social Innovation: Toronto.
<http://www.nonprofitcenters.org/resources/doc/SharingSpace.pdf>

McMillan, D. (2003). Steps to Create a Center. Multi-Tenant Conference presentation (USA). <http://www.nonprofitcenters.org/resources/docs/mcmillian2.pdf>

Moloney, K. (2004). A Report on Spaces at 520, a Shared Office Project (USA). <http://www.offbroadwayonline.com/spaces520/>

Mulroy, E. (2003). Community as a Factor in Implementing Interorganisational Partnerships: Issues, Constraints, and Adaptations. *Nonprofit Management and Leadership*. 14 (1), 47-66.

New South Wales Council of Social Service (2008). Sector Development Seminar on Shared Services in the NGO Sector. Opportunities and Challenges, Citigate Sebel, Sydney, 10 November 2008. <http://www.ncoss.org.au/content/view/1498/111/> (this includes links to a background paper and slides from this major seminar, including a presentation by June Lennie on the MTSC Pilots Project)

Project Management Institute. (2004). *A Guide to the Project Management Body of Knowledge*, Third Edition (PMBOK Guides) Project Management Institute: Newtown Square, PA.

Taylor-Powell, E., Rossing, B. & Geran, J. (1998). *Evaluating Collaboratives: Reaching the Potential*. University of Wisconsin-Extension, Cooperative Extension: Madison, Wisconsin. <http://learningstore.uwex.edu/pdf/G3658-8.pdf>

Walsh, P., McGregor-Lowndes, M. & Newton, C. (2008). Shared Services: Lessons from the Public and Private Sectors for the Non-Profit Sector. *Australian Journal of Public Administration*. 67 (2), 200-212.

Wasserman, L. (2005). *Nonprofit Collaboration & Mergers: Finding the Right Fit. A Resource Guide for Nonprofits*. United Way of Greater Milwaukee: Milwaukee, WI.
<http://epic.cuir.uwm.edu/NONPROFIT/collaboration.pdf>

Case studies and examples

Parkside at Gosford. Youth Action and Policy Association, NSW

<http://www.yapa.org.au/youthwork/stories/parkside.php>

Outlines the development and management of Parkside, a multi-service centre in central Gosford in New South Wales which houses seven youth services. This centre (a former supermarket) is an example of a co-location model of service provision. A company was formed to administer the facility and a board was established to manage legal issues and security and deal with the City Council which owns the building.

Sharing Financial Administration. A Feasibility Study of Potential Models for Small Non-Government Organisations.

<http://www.ncoss.org.au/projects/msu/downloads/sharing-financial-administration.pdf>

Includes four case studies of small NGOs which have co-located or share their financial administration through partnerships or outsourcing.

Case Studies of Non-Government Organisation Collaborations in Queensland

<http://www.communitydoor.org.au/node/134>

The case studies on this website include the Brisbane Homelessness Service Centre, a one stop shop in South Brisbane which houses five partner agencies in a former warehouse, leased by the Department of Housing. This centre is a good example of a co-location model of service provision.

Development of a Consortium Service Model - a Snapshot of the Gold Coast Experience. QCROSS Conference Presentation, 2007

http://www.qcross.org.au/upload/2281__Homlessness%20Hubs%20Handout.pdf

Outlines the process and challenges in developing a consortium to create a service hub for the Gold Coast to address homelessness.

Earles, W., Doyle, J., Ross, A., Malthouse, D., & Selke, H. (2005). Stories from a Third Sector Co-Governance/Multiple Co-Location Trial: The Regional Outreach Support Program. *Third Sector Review*, 11 (2), 117-135.

This paper outlines the Regional Outreach Support Program in north Queensland which involved the trial of a co-governance/multiple co-location model for a long term support service for families experiencing domestic violence and child safety issues.

Fine, M., Pancharatnam, K. & Thomson, C. (2005). *Coordinated and Integrated Human Service Delivery Models*. SPRC Report 1/05. Social Policy Research Centre, The University of New South Wales: Sydney.

http://www.sprc.unsw.edu.au/reports/SPRCReport1_05.pdf

This report includes several examples of various models of service integration in the human service delivery field, including: the service hub concept, multi-purpose service centres and one-stop shops.

Kingston, C. (2007). Brisbane Homelessness Service Centre. Presentation to QCROSS Conference, 26 March 2007

http://www.qcross.org.au/upload/2281__Coralie%20Kingston%20Presentation.pdf

This presentation contains several PowerPoint slides with photographs of the exterior and interior of the Brisbane Homelessness Service Centre.

Appendix A: Evaluation methods and number of participants

Evaluation methods

Multiple methods were used in the evaluation of the MTSC Pilots Project including:

- Participation in various teleconferences with Department of Communities (DoC) staff during 2007 and preparing notes of these discussions.
- Analysis of questionnaires distributed by email to DoC and other government staff and consortium members from October 2007 to January 2008.
- Participation in meetings with DoC staff and MTSC management committee members at Toowoomba and Caboolture in February 2008.
- Conducting two hour group discussions in the three pilot sites in May 2008.
- Conducting in-depth face to face and phone interviews and discussions of up to one hour with six participants in the three pilot sites from May - June 2008 (three DoC staff and three consortia members).
- Searches and reviews of reports, case studies and other literature, conducted from January - March 2007 and from May - June 2008.
- Examining the business cases for the three MTSCs, draft governance and policy documents, minutes of teleconference meetings with head office and regional DoC staff, and other relevant materials.
- Preparing detailed case studies of the three pilot sites which drew on the above evaluation data and documentation.
- Obtaining feedback on the case studies and other data and draft guidelines for establishing MTSCs from DoC staff, consortia members and a consultant.

Number of participants and questionnaire response rate

The table below shows the number of questionnaires that were emailed to DoC staff and consortium members in each pilot site and the number that were completed and returned.

Location	No. of q'naires sent		No. of q'naires returned	
	Government	Consortia	Government	Consortia
Brisbane	9	-	8	-
Caboolture	3	4	3	3
Toowoomba	4	3	2	3
Mackay	5	12	1	6
Total	21	19	14	12

Two questionnaires from DoC regional staff in Toowoomba and Mackay were a combined response from two staff members. Taking this into account, the response rate for Government staff was 76%. One of the questionnaires from the Caboolture consortia was also a combined response from two people. Taking this into account, the response rate for consortia members was 65%.

The table below sets out the number of DoC regional staff and consortia members who took part in the group discussions held in late May 2008.

Location	DoC staff	Consortia	Total no. of participants
Caboolture	1	7	8
Toowoomba	2	3	5
Mackay	2	4	6
Total	5	14	19

Appendix B: Organisations and committees which contributed to the evaluation

Current or former representatives of the following organisations and committees provided input into the evaluation in various ways:²

Mackay Pilot Project site

Department of Communities (3 staff)
Domestic Violence Resource Service (1 staff and 1 committee member)
Mackay Women's Centre Management Committee (4 current and 1 former member)
Mackay Women's Health and Information Centre (1 committee member)
Pregnancy Help, George Street Neighbourhood Centre (1 staff)

Caboolture Pilot Project site

Caboolture Community Care (2 staff and 2 committee members)
Caboolture Family Haven (1 staff)
Caboolture Neighbourhood Centre Management Committee (2 members)
Department of Communities (3 staff)
Homelife Association (1 staff)
MTSC Management Committee (7 members)

Toowoomba Pilot Project site

Department of Communities (5 staff)
East Creek Neighbourhood Centre (1 committee member)
MTSC Management Committee (3 members)
The Advocacy and Support Centre (2 staff)
Toowoomba Older Men's Network (1 staff)

Department of Communities, Brisbane

Asset Management and Capital Works Branch (2 staff)
Strengthening NGOs Unit (2 former staff)
Strengthening NGOs Unit and then Sector Development Unit (3 staff)
Sector Development Unit (1 staff)

² Please note that the numbers shown in the lists for the three pilot sites do not represent the total number of participants in the evaluation as some participants were managers of service organisations and committee members of the MTSC.