

**Community Hubs: governance, partnership and community inclusion strategies for collaborative and co-located initiatives.**

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## **Introduction**

This report is a summary of research carried out to support the initial phases in the development of Community Hubs in Toronto's priority neighbourhoods. The Community Hubs, funded by the United Way of Toronto, will be new, multi-service facilities that will provide a focal point for service delivery and community development. The aim is to develop effective multi-service partnerships, combining co-located agencies in dedicated space, a roster of agencies using space on an intermittent basis, flexible community space, and governance and engagement structures that ensure that they are accountable and responsive to the communities they serve.

This report explores governance issues from a number of perspectives.

Section A of the report provides a set of basic governance model structures with a spectrum of community involvement in decision-making.

Section B is a compendium of strategies that organizations have developed that allow community members to shape their programs and services as well as strategic directions.

Given that the Community Hubs are to involve a number of agencies and organizations, Section C of the report explores effective strategies for working in partnerships. A discussion of different arrangements for decision-making and trustee-ship within partnerships is presented. In addition, various approaches to sharing spaces are discussed where community organizations co-locate and take advantage of economies of scale to share infrastructure.

Section D of the report provides case studies of twelve organizations or partnership initiatives and presents a detailed account of how these are governed, how they are accountable to the communities they serve, and if applicable, how space-sharing arrangements are made.

This report is intended as a reference to help emerging Community Hubs develop their own governance structures, partnership agreements and space allocations policies.

## A Governance Model Structures

Governance Model	Examples	Description	Pros and Cons
Staff-led organization.	Welcome Centre Immigrant Services	The centre is governed by the executive directors in the partner organizations who oversee the management of the centre and determine the centre's policies. The organization is responsive to community through its client-centered service delivery model and through standard customer service strategies such as customer satisfaction surveys and focus groups.	Agencies are assured that decisions reflect their priorities. Liability risk is minimized. The drawback is that there is no independent role for the community to be involved in decision-making as all input is filtered through, and managed by staff.
Elected board of directors with a limited membership. (Member Constituency Board)	Centre for Addiction and Mental Health (CAMH)	A member constituency board in which various stakeholders are each allocated a proportion of the seats serve to represent the community and serve as an initial source of feedback for proposed new initiatives. They support the development of the organization's positions on key issues and initiatives. They elect the Board of Trustees and vote at the Annual General Meeting. The constituency members attend two meetings a year where they provide feedback and learn about the organization and share information with each other.	A member constituency board is an effective tool for ensuring extensive input from established stakeholder groups and allows for training and development of stakeholders with limited experience. Members feel connected and engaged. The disadvantage with this approach is that the closed membership excludes many and it is an ineffective approach for consulting less established stakeholders. The board may not necessarily be representative of the diversity of the catchment area or population the organization serves.
Elected board of directors (standard non-profit model with board elected by general membership – membership criteria vary from no cost, wide open to annual fee, restricted membership)	St. Christopher House	An elected board of directors governs the organization, especially in terms of policy and strategic direction while the senior staff lead the organization in terms of operational issues.	Organizations such as St. Christopher House modify this model by incorporating other structures and systems for including community voice in decision-making. Community members on the board can add accountability to the community, however, few organizations have the capacity to support, train and develop community leaders to take part on the board. Community members may not have mechanisms to act as “representatives” of their affinity group. The board may not necessarily be representative of the diversity of the catchment area or population the organization serves.

<b>Governance Model</b>	<b>Examples</b>	<b>Description</b>	<b>Pros and Cons</b>
Dual-stream agency and resident steering committee	East Scarborough Storefront	Steering Committee made up of equal representation from partner agencies and residents. A dual-streamed process for electing agency and resident representatives. Resident representatives are selected via the ‘community speaks’ events while agencies are selected from the agency meetings.	The advantage of this model is that it fosters shared ownership of the initiative between community residents and agencies. The model enables the development of community leaders and allows agencies to also take part in decision-making. The board may not necessarily be representative of the diversity of the catchment area or population the organization serves.
Participant-based governance	Parkdale Activity Recreation Centre (PARC)	This model is based on the principle that program participants are members rather than clients and play a central role in developing and delivering the programs and services. In this model an elected board of directors has a number of spaces designated for members (as distinct from general members of the non-profit corporation). In addition, the organization has in place supports to ensure that members can develop their capacity to take part in governance of the organization.	Community members have control of key governance decisions and, where the organization has capacity-building resources, it enables the development of community leadership. It requires considerable resources to be invested in ensuring that members develop the capacity to play leadership roles. One potential risk of this model is the potential for divergence from formal accountability mechanisms. There is always the risk that the board may not necessarily be representative of the diversity of the catchment area or population the organization serves.
Severed Accountability <sup>1</sup> (A trustee agency/body holds ultimate decision-making power in financial and legal matters while a board makes programmatic and policy decisions.)	The 519, East Scarborough Storefront <sup>2</sup> , Scarborough Village Hub <sup>3</sup>	Any of the above governance structures can be organized such that compliance with legal/financial obligations are disentangled from operating procedures. The financial and legal decisions are made by a trustee agency while a board of directors steers policy and program decisions. The division of responsibilities is clearly set out in agreements between the Board and the Trustee.	The advantage of this approach is that it limits the liability and risk involved in having community members involved in governance of an organization. The drawback is that community voices can ultimately be subverted by the trustee agency.

<sup>1</sup> This box is shaded because severed accountability is an approach that can be combined with any of the above models of governance.

<sup>2</sup> The East Scarborough Storefront’s arrangement is currently in transition.

<sup>3</sup> The description of the Scarborough Village Hub model is taken from materials that were prepared in the development stages. This may not reflect the way things are currently operating.

## B Community-Based Decision Making

### Involving Youth in Decision-Making

This table is adapted from Haid et al (1991)'s report: *Re-focusing the Lens: Assessing the Challenges of Youth Involvement in Public Policy*.

Youth Governance Model	Description
Youth-run	Youth have free reign over their agenda and initiatives and have the opportunity to learn through their experience.
Majority Youth-run	Youth form the majority voice in governance and decision-making structures. Youth are provided with the training and support to participate meaningfully.
Youth Wing	A relatively autonomous youth wing of an adult organization. This provides youth with a strong support system but allows youth the opportunity to create their own agenda and lead their own initiatives as long as they do not stray too far from the overall goals of the organization.
Youth-Adult	Youth take part in governance side-by-side with adults who can offer mentoring. The drawback is that youth may defer to the adults and adults may not give youth the space to learn from their mistakes.
Created for Youth	A structure is created for youth that feeds directly into the policy-making process however, their autonomy is limited by the body that created and defined the role of the structure.

#### Useful Resources

City of Toronto. *Involve Youth: A guide to involving youth in decision-making*. Available on-line at <http://www.toronto.ca/involveyouth/success.htm>.

City of Toronto. *Involve Youth 2: A guide to meaningful youth engagement*. Available on-line at <http://www.toronto.ca/involveyouth/youth2.htm>.

Haid, Philip, Elder C. Marques & Jon Brown. (1991). *Re-focusing the Lens: Assessing the Challenges of Youth Involvement in Public Policy*. The Ontario Secondary School Students' Association. (OSSSA). Available on-line at <http://www.iog.ca/publications/lens.pdf>.

Laidlaw Foundation. *Foundations and Pipelines. Building Social Infrastructure to Foster Youth Organizing*. Funders Alliance for Children, Youth and Families and the Laidlaw Foundation. Available on-line at: [http://www.laidlawfdn.org/cms/File/FoundationsAndPipelines\\_FullVersion\\_web.pdf](http://www.laidlawfdn.org/cms/File/FoundationsAndPipelines_FullVersion_web.pdf).

Mantooth, Lori Jean. *Youth in Governance. A Guide for Adults Involving Youth as Decision Makers on Boards and Committees*. 4-H Youth Development. University of Tennessee. Available on-line at: Available on-line at: <http://www.utextension.utk.edu/4h/ythgov/SP650.pdf>

Youth on Board. *Why and How to Involve Youth in Organizational Decision-Making*.

## Inclusive Board Practices

### Board Diversity

The Maytree Foundation's (2007) *Diversity in Governance. A Tool-kit for Inclusion on Non-profit Boards* provides seven key steps to ensuring that organizations are inclusive in their governance structures:

1. Articulate a Board Diversity Policy.

The report suggests that this include the following:

- a values statement about the organization's commitment to issues of diversity and equity;
- a brief statement of the added value that implementing this policy will bring to the work of the organization for example, better reflecting the demographics of the community it serves; design programs and services that better serve the needs of diverse groups;
- a set of milestones that the board would like to achieve and
- an accountability framework for achieving these

2. Establish a Baseline and Track Progress

- a. What is the demographic composition of the community?
- b. Is it currently represented on the board?
- c. What is the appointments procedure and policy and are there barriers to the participation of diverse communities?

3. Create a Diversity Committee

This committee would draw from all areas of the organization (staff, volunteers, members, board) and serve to plan and monitor the implementation of the diversity policy within the board and its committees.

4. Provide Orientation and Ongoing Training

Training programs should be adapted and tailored to the needs of the organization and provided to all. This training is not a one-time event, but an ongoing process to ensure the commitment to diversity and that the skills to achieving it are reinforced.

5. Establish an Open and Transparent Board Recruitment Process

Selection criteria for board positions should be clear and publicly available through board and vacancy profiles.

- Board profiles identify the competencies needed by the board as a whole to achieve its mandate and strategies
- Vacancy profiles set out the specific skills and qualifications needed by candidates to be considered and selected for an available position

6. Support Diverse Board Members

Ensure that barriers to participation in meetings are addressed. Examples include providing childcare, ensuring venues are accessible and that meetings are not scheduled on major cultural holidays. Another idea includes implementing a board mentorship program where experienced board members are paired with new ones to provide support and mentorship.

7. Embed Diversity in All Board Policies and Practices

Applying a diversity lens to all board policies and practices ensures that diversity does not get trapped in token appointments and, instead, fosters truly inclusive governance structures and practices.

Source: The Maytree Foundation. (2007) *Diversity in Governance. A Tool-kit for Inclusion on Non-profit Boards*. Available on-line at [http://www.abcgta.ca/docs/diversity\\_toolkit\\_nonprofit.pdf](http://www.abcgta.ca/docs/diversity_toolkit_nonprofit.pdf).

### **Avoiding ‘Tokenism’: Real Representation and Accountability**

It is important to ensure that any board members are genuinely involved in the governance of the organization to ensure that the decision-making reflects the broader community’s priorities. This is an especially important consideration when involving youth in governance. Having a diverse board in terms of identities and age does not mean that a diversity of perspectives is being brought to the table.

It can not be assumed that because an individual is a member of particular community (cultural identity, gender, sexual orientation) that they are able to represent the interests of this community. It is not possible for one person to speak for an entire group. If board members are expected to bring the voices of a particular community to the table, specific mechanisms must be in place for that person to report back and communicate with the group in question (City of Toronto-Involve Youth 2, 2006).

Measures must be taken to ensure that all board members are truly included and empowered in decision-making processes. This involves taking in to consideration informal ways in which board decisions are sometimes reached which can pose invisible barriers to meaningful involvement of all board members. For example, many board-related discussions take place informally amongst board members in social settings outside of scheduled board meetings. This can present a barrier to new board members to take part meaningfully in decision-making if they are not part of the informal social networks of the existing board members. Taking extra measures to ensure that new board members feel comfortable and welcome both at board meetings but also at social events amongst board members outside of formal meetings is important.

Since board meetings can be very confusing and intimidating for newer members who are often unfamiliar with the insider language that tends to be used, it is important to ensure that proper procedures are in place to facilitate full participation. Appropriate facilitation should take place at meetings to ensure that everyone has an opportunity to speak. It should be ensured that the necessary time be allocated to discussion items so that people can ask questions and raise concerns without feeling that they are holding back the process. Proper briefing of board members on issues that will be discussed should take place well in advance of when decisions need to be made so that people have time to consider the options.



## Methods of Involving Community in Decision-Making

Method	Example(s)	Description
Community Sweeps (annual or one-time broad community engagement approach)	St. Christopher House	In the case of St. Christopher House, 80-120 staff, participants and volunteers go out into areas in the catchment and talk to people on the streets, in parks or door-to-door about a specific theme such as gentrification or poverty. The theme is identified every year. The interviewers go out in teams that cover a range of languages and have enough people with familiarity with different aspects of the programs at St Chris to be able to address most questions about the organization. This is done on one weekend day and two weekday evenings to maximize coverage. The engagement consists of informal conversations guided by a couple of simple probes. People write down the information they collect and then there's a BBQ debrief session where what is learned is shared. In some cases, people collect contact info of people looking for particular supports and St. Chris staff can follow up with that.
Community Speaks	East Scarborough Storefront (ESS)	Basically, community members are invited to a dinner. Personal invitations are used for community members or key community stakeholders. Invitations without names on them are given out at outreach events and to anyone who comes to the Storefront. The entire evening is facilitated by a lively person. People sit in small groups of 6-8 people with a facilitator at each table. After dinner, the groups do a creative exercise such as building a structure out of lego that represents the Storefront to them. Each table reports back on what they created and why. After a stretch break, there is a report back on the last Community Speaks. "Last time you told us you wanted to see...here is what has happened around that issue..." Finally, there is a facilitated discussion. The questions are kept simple and there are no more than three questions asked. In the past, ESS has used Community Speaks events to analyze gaps in service, community safety, community space, Storefront policies, etc. The questions asked are always real questions in which there is a genuine need for community feedback. The information from the community is summarized in a brochure and mailed to the participants, the politicians and other stakeholders in the community. These events are held every three months.
Grassroots Leaders Network	Regent Park Neighbourhood Initiative (RPNI)	A Grassroots Leaders Network is made up of about 70 interested volunteer community members who receive capacity development in the form training and information. This network goes out into the neighbourhood at regular intervals throughout the year to talk to people about what is going with the neighbourhood redevelopment and to gather feedback from the community to feed into the directions of the organization.
Peer/Community Lead Programming	The 519, ESS, PARC	Community members are given support and resources to run their own programs and groups using the space of the centre. In some cases, past users of services are hired as staff.
Governance Advisory Councils	St. Christopher House, CAMH, St Mike's, ESS	Advisory Councils can serve to represent residents, participants, past clients, etc. A process can be undertaken to let the community know about the opportunity to take part on the advisory council in the form of a job description that can be circulated through agency staff as well as the media. Advisory Councils act as a body that can be consulted by the board of directors on particular issues.

<b>Method</b>	<b>Example(s)</b>	<b>Description</b>
Program Advisory Councils	St. Christopher House, PARC	Participants and volunteers are invited to join staff on advisory councils to help direct programming. Membership on advisory councils is generally open to anyone interested in contributing to guiding the program however, in some cases, representatives may be elected.
Strategic Planning	St. Christopher House, The 519	Many organizations have a process of including community voice in their strategic planning process. This may include undergoing a process of community consultation through key informant interviews and focus groups, surveys, inclusion of community members on steering committees and in planning sessions, or applying techniques such as community sweeps.
Board Policies and Bylaws	PARC, DSNI	Incorporating a policy on community involvement in decision making in the board policies and by-laws as well as in the organization's vision, mission and strategic directions.
Board Recruitment Techniques	PARC, DSNI	Moving beyond word-of-mouth recruitment techniques to ensure that a broader range of individuals make up an organization's board.
Board Positions to Designated Stakeholders	PARC, DSNI, ESS, SVVH	An elected board in which a number of positions have been designated to types of key stakeholders. These include residents and agency groups, and can include specifics such as ethno-racial backgrounds and age, such as youth representation. Some agencies designate a number of positions for people with specific skill sets needed by the organization (e.g. Accounting skills, lawyers, etc.).
Board Linked with Community Engagement Staff	St Christopher House	Ensuring that board members are in touch with the community the organization serves and abreast of the key issues it is facing. This can be done by having community engagement staff report to the board, by inviting key informants to speak to the board, by encouraging the board to participate in community events and developing other forums in which board members can keep in touch with residents.
Capacity Building of Potential Community Leaders	PARC, The 519, DSNI	Ensuring that community members can actively take part in governance opportunities often requires capacity development. For example, PARC has developed award winning programming in this regard called Knowledge Is Power anti-oppression training.
Client-Centered Service Delivery Model	CSI, Welcome Centre Immigrant Services	Clients shape how services are provided by providing quality control. The agency asks through surveys, focus groups, etc, what clients want and acts on it. Clients receive information and services specific to their needs—staff do not assume that all clients need the same amount of time or the same information.

## C Partnership Initiatives

### The Role of the Trustee Agency

A non-profit partnership is not, by nature, a legal entity and in order to sign a lease, apply for funding or get insurance, it must be ‘trusteed’ by an incorporated organization. The following table presents three approaches to addressing this issue. This table has been created by drawing heavily from *The Partnership Trustee Journey*, a report prepared by Anne Gloger for the East Scarborough Storefront available on line at <http://www.thestorefront.org/about.html>.

Type of Partnership Model	Decision-making	Discussion of the Model
<p>Partnership with a Trustee as Financial Manager</p> <p>The trustee agency signs off on funding proposals and administers funds once received. This type of partnership project is usually initiated by a group of agencies wishing to work collaboratively.</p>	<p>The decision-making rests with the partnership. Trustee agency is an equal partner with the others, or, in some cases, a silent partner.</p>	<p>This model has the potential for innovative and democratic decision-making that engages each partner in a meaningful way. This model is labour intensive because it relies on maintaining a critical level of trust in the relationship between the trustee agency and the partnership.</p> <ul style="list-style-type: none"> <li>• Is there trust and goodwill between the partners and the trustee agency?</li> <li>• Have protocols for communication and decision-making been established in the partnership? Do these protocols work given the nature of the partnership and the funding?</li> <li>• Do the partnership and trustee agency revisit the protocols when there is a change in staff at the trustee agency?</li> <li>• What role will the trustee agency play on the steering committee?</li> <li>• Is there a specific person designated to ensure the protocols between the partnership and the trustee agency are followed?</li> <li>• Does the partnership intend to hire staff? What do you want the staff’s relationship to be within the project? In relation to the partnership? In relation to the trustee agency?</li> <li>• If the trustee agency is not taking on a lead role, who is responsible for writing funding proposals, writing up policies and procedures, setting up communication systems and hiring and supervising staff?</li> <li>• How long with the trustee agency serve?</li> </ul>

<b>Type of Partnership Model</b>	<b>Decision-making</b>	<b>Discussion of the Model</b>
<p>Partnership with a Lead Agency</p> <p>When an agency has an idea for a program, service or activity but can not do it alone or cannot access funding as a stand alone agency and pulls together a partnership.</p>	<p>When one agency has the role of a lead agency in a partnership and the other partners often take on a smaller role in the governance and management of the partnership.</p>	<p>In most cases, there is consultation and discussion about all aspects of the partnership at the steering committee. However, the partnership management, policy development and staff supervision now rest away from the partnership itself. The governance is somewhat simpler and less labour intensive than in the previous model. It can be a challenge to maintain the ongoing enthusiasm and commitment of the partners. The onus of communication is weighted towards the lead agency.</p> <ul style="list-style-type: none"> <li>• Has it been spelled out to all the partners exactly what the role of the lead agency is, and, by extension, what decision-making power the steering committee has?</li> <li>• Are everyone’s roles well documented?</li> <li>• How long will the original lead agency continue to act in this role?</li> </ul>
<p>Trustee as Funder</p> <p>The partnership project is initiated by the funder. The trustee agency holds the responsibility of monitoring the work for which each partner receives money. The partners are accountable to the trustee agency in accordance with their partnership agreement.</p>	<p>There is usually intent to maintain equal decision-making among the partners, but ultimately, the trustee agency is responsible for the actions of the partnership.</p>	<p>As in the previous example, the governance is somewhat simpler and less labour intensive than in the first model. It can be a challenge to maintain the ongoing enthusiasm and commitment of the partners.</p> <ul style="list-style-type: none"> <li>• Does everyone in the partnership accept that the trustee agency has a role with more accountability and more authority than any other partner?</li> <li>• Has a protocol been developed that outlines when the trustee agency can use its authority?</li> <li>• Is the trustee agency truly committed to the partnership project?</li> <li>• Does the trustee agency consider the partnership to be a decision-making body?</li> </ul>

The following lists and guidelines regarding successful partnerships has been created by assembling elements from four sources:

Atkinson, M., P. Doherty, et al. (2005). "Multi-Agency Working. Models, Challenges and Key Factors for Success." Journal of Early Childhood Research 3(1): 7-17.

Gloger, A. The Partnership Trustee Journey, from <http://www.thestorefront.org/about.html>.

Graham, H. (2007). "The State of Service Delivery Collaboration in the Toronto NPO Sector: A Key Informant Study." The Inter-Agency Services Collaboration Project, from <http://wellesleyinstitute.com/interagency-service-collaboration-non-profit-sector>.

Howarth, R. (2002). Suburban Strategy Multi-Agency Partnership Project. Partnership WorkBook. Toronto, United Way of Greater Toronto.

For a list of additional resources on partnership initiatives refer to the bibliography.

## **Characteristics/Elements of Successful Partnerships**

- **A common bond:** Collaborations that share a catchment population or an issue-specific focus have an easier time forming and maintaining partnerships.
- **Shared vision, principles and intent:** Shared vision and intent in terms of long term impact or change helps partnerships work.
- **Shared history:** Starting with successes or non-threatening projects first allows trust to be built and experience and momentum to be gained.
- **Trust and strong relationships:** Partner agencies and their representatives demonstrate reliability, honesty and candor to ensure confidence.
- **Familiarity:** Addressing cultural differences between partners and agencies is a necessary, ongoing activity.
- **Mutual respect:** Mutual respect and valuing each other's contributions is critical to success.
- **Individuals skilled in collaboration:** Working in partnerships involves a skill set that is critical and not well recognized or understood. There is a need to invest in people and provide training and support. 'Hybrid' professionals- those who have worked in a number of different agencies were found to be key to empathizing with those from other agencies and understanding their priorities.
- **Leadership or drive:** Dynamic people who are able to motivate others help a partnership move forward. Leadership as a strategic drive and tenacity that could surmount any obstacles to progress and leadership as a strategic vision that could bring people together in order to affect change help people get over the bumps that occur in every partnership.
- **Organizational commitment/ Enthusiasm:** Organizations need to identify the partnership as something they support and are committed to and view it as a part of how they function/do business. Building a sustainable partnership requires enthusiasm on the part of all of those involved.
- **Involving the right staff people:** Involvement of those at the right level of responsibility.
- **Clarity around roles and responsibilities:** Ensuring that all those involved have a clear understanding of what is expected of them. Also important is a shared understanding of the constraints on other agencies so that expectations can be realistic.

- **Effective communication and information sharing:** Providing regular and systematic opportunities for dialogue and keeping lines of communication between agencies open. Procedures and systems of communication need to be in place that promotes open debate and resolution. Projects are structured so that project managers and staff can communicate effectively. Partners communicate project objectives consistently with staff, board members and volunteers within their organizations.
- **Adequate funding and resources:** Obtaining, sustaining and sharing funding and resources that are adequate to the tasks can help avoid tensions.
- **Inclusiveness:** Groups that establish structures that enable ongoing and effective participation of all stakeholders (community leaders, volunteers, existing service providers, program participants, funders) have greater success.
- **Equity:** Groups that work together to establish equitable power relationships among all partners are often more successful in addressing differences in organizational size and capacity.
- **Planning:** Partners that have clearly identified objectives, concrete activities, roles, responsibilities and available resources can avoid disappointed expectations. Partners have an established planning cycle that includes evaluation and have written agreements reflecting these plans (governance structure, service agreements, budgets and workplans) get issues on the table before they become problems.
- **Transparency:** When timely and open reporting is maintained regarding all aspects of the project activities and finances, among partners, with funders, and with the community at large, issues are dealt with at the emergent level and not when they have evolved into complex challenges.
- **Evaluation and Assessment:** Projects that have an agreed upon method and timetable for evaluating both the project activity and the collaboration itself and revising partnership activities to incorporate those learnings are more effective in sorting through emerging differences.

## Challenges/Obstacles to Successful Partnerships

(Adapted from Graham 2007)

### Systemic Challenges

- A general lack of funding. Lack of investment in infrastructure, development and monitoring/evaluation of collaboration. Concerns about the sustainability of funding.
- Funding in silos encourages competition rather than cooperation and raises the fear that collaboration is about mergers and rationalization.
- Lack of flexibility on the part of funders- imposing targets or requirements, forcing relationships.
- Demand for services exceeds capacity.
- Organizational imperatives/mandates are out of sync with collaborative goals. Agencies are internally focused on organizational accountability.
- Different organizational cultures and accountability structures exist and create barriers to working well together.
- Power imbalances- bigger organizations drive the agenda, and smaller ones don't have the resources to participate, which creates resentment.

## **On-the-ground Challenges**

- Underestimating the amount of capacity that is required for collaborative work (infrastructure challenges, boards that do not have delineated accountability expectations, staff may lack the capacity or skills).
- Personalities of partner agency staff involved.
- Professional and agency cultures such as specific policy and procedural differences, e.g. differing personnel and referral systems, pay scales, unionized and non-unionized agencies.
- Challenges concerning the allocation of time, the provision of staff and the physical space in which to work together.
- Communication challenges within and between agencies.
- Lack of evidence-based information about collaboration (tools, best/promising practices, evaluation indicators).
- Sustaining involvement: partners come together around moments of innovation but it is more difficult to keep partners engaged in ongoing nurture and maintenance of partnership.
- Understanding the roles of others, conflicts over areas of responsibility and the need to move beyond existing roles.

## **Recommendations for Agencies**

**(Graham 2007)**

- Keep the intent and focus of the partnership on the communities the partnership is aiming to serve.
- Start with a shared sense of needs and opportunities.
- Collectively set priorities for service delivery collaboration and improvement.
- Balance the need to formalize the process with the need to support flexibility and creativity.
- Support the evaluation of collaboration
- Be clear and specific in your agreements. Being vague may make it easier to resolve issues but the uncertainty will cost you in the long run.

## Space Sharing Management Models

Organization	Permanent Space Sharing	Itinerant Space Sharing	Shared Mission/ Values	Infrastructure/ Property Management	Shared Staff
Centre for Social Innovation	Lead agency rents space to tenant agencies. Criteria for determining who can rent space include size (less than 5 staff) and mission of agency or enterprise.	Space is rented out to tenants at affordable rates. No one is permanent but some tenants are long-term.	Only at a basic level. Partner agencies and enterprises work under their own individual missions and mandates.	Shared reception area, office equipment & common spaces. CSI staff administers tenancy agreements, utilities, and maintenance and also manage relationship with landlord. Tenants are charged rent and a flat fee for shared amenities (\$100/mnth) & telephone (\$50 a line).	Yes. The management staff are essentially shared by tenants. Of note are the Community Animators who play a key role in fostering a positive and collaborative social environment at the centre.
Regent Park Neighbourhood Initiative	RPNI provides space free of charge to a few agencies.		At the discretion of the ED of RPNI.	Toronto Community Housing manages the property, pays the bills and provides the space free of charge.	No.
Welcome Centre Immigrant Services	Lead agency rents space to partner agencies who also agree to take part in the collaborative and coordinated delivery of services.	Space is rented or provided free of charge to temporary tenants that are able to deliver services that meet the needs of the clients and fulfill the mission of the collaboration.	Agencies relinquish their individual identities for the purposes of this collaboration and take on the values and mission statement of the collaboration. Service delivery is coordinated.	Shared reception area and coordinating staff, office equipment, common spaces. The property is managed by the lead agency, COSTI.	Yes. Shared management and administrative staff.



<b>Organization</b>	<b>Permanent Space Sharing</b>	<b>Itinerant Space Sharing</b>	<b>Shared Mission/ Values</b>	<b>Infrastructure/ Property Management</b>	<b>Shared Staff</b>
The 519	Lead agency provides space free of charge to partner agencies and community groups which serve their priority populations.	Space is provided free of charge to temporary users.	Activities taking place at The 519 must promote the purposes of The 519 as stated in the Mission Statement, Strategic Plan and Anti Discrimination Policy.	The 519 manages the property which is owned by the city. Agencies and groups have access to the infrastructure of The 519 as long as it does not incur any extraordinary costs.	The 519 staff manage the space allocation.
East Scarborough Storefront	Lead agency provides space free of charge to partner agencies and community groups.	Space is provided free of charge to temporary users.	Space users must fit in with the organization's values and take part in quarterly agency meetings. However, agencies continue to do their work according to their own mandate. The ESS staff may advise organizations on how to deliver services based on feedback from the community, however, ultimately, agencies decide for themselves how they will do things.	Shared reception area and coordinating staff, office equipment & common spaces. The ESS staff deal with and pay for property management.	Yes. Shared management, administration and cleaning staff. Community Resource Specialist staff help direct and refer visitors to the centre to the resources and programs available.
South East Toronto Organization (SETo)	None. SETo shares projects but not spaces.	None.	Members commit to the mission and goals of SETo and work through the 'alignment model' of partnership by aligning through common opportunities and/or common operations.	None.	None.

## D Governance Models – Detailed Case Studies

### CAMH

**Description of Organization:** An addiction and mental health teaching hospital with key mandates that also include mental health and addictions research, public policy, education and health promotion.

**Overview of Governance:** A Board of Trustees has overall responsibility for the governance of the organization. Stakeholder groups advise the board through a Constituency Board.

**Partnership Governance:**

**Space Sharing Agreements:**

Membership	Board Composition & Terms	Roles & Responsibilities of the Board, Quorum	Accountability to the Community	Discussion of Model
<p>Closed membership.</p> <p>The constituency consists of 70 voting members from the following stakeholder groups: 14 representing consumers, 7 representing family, 6 representing the community mental health agencies, 6 representing the community addiction agencies, 4 representing academics, 4 representing CAMH's unionized staff, 4 representing CAMH's non-unionized staff and 19 members at large representing social service agencies, volunteer organizations,</p>	<p>A Board of Trustees is elected by the Constituency Members and consists of 16 elected and 5 ex officio voting members. Ex-officio Trustees: 1) The Chief Executive Officer, 2) The President of the Medical Staff, 3) The Physician in Chief, 4) A representative of the U of T, 5) The Chair of the Foundation or a person who is a Director of the Foundation. Board members have 3 year terms and may be re-elected with a maximum of 9 consecutive years.</p>	<p>The board meets at least 8 times a year. Quorum consists of 2/5 of Trustees provided that over half of the Trustees present are elected.</p> <p>Committees include the following:</p> <ol style="list-style-type: none"> <li>1. Governance Committee- nominates persons to fill vacancies (guided by the Principles of Governance that require Board membership reflect 'the breadth, depth and diversity' of the community the organization serves).</li> <li>2. Community Relations Committee of the Board</li> <li>3. Quality Assurance and Patient Care Committee of the Board</li> <li>4. Ethics Committee</li> </ol> <p>All board meetings are open to Constituency Members and the public.</p> <p>The <b>Constituency Members</b> represent the community and serve as an initial source of feedback for proposed new initiatives, they support the development the organizations positions on key issues and initiatives. They elect the Board of Trustees and vote at the Annual General Meeting. Constituency Members can serve on program and service advisory committees or as community members of</p>	<p>The <b>Member Constituency Board</b> is intended to include community in the decision-making process.</p> <p>Other bodies:</p> <ul style="list-style-type: none"> <li>• <b>Client Councils</b>- Represent the broad interests of clients.</li> <li>• <b>Family Councils</b>- Represent the broad interests of family members.</li> <li>• <b>Program Advisory Committees</b></li> </ul>	<p>The Constituency Committee recently underwent a process to evaluate the model and made recommendations (which were implemented) for improvement and also described the model as highly effective and recommended it be replicated. It was a runner up for a good governance award from the Conference Board of Canada.</p> <p>The advantage of the constituency board is that it ensures that extensive input is gathered from stakeholder groups. Also, resources are allocated to training and development for</p>

<p>and community agencies.</p> <p>Members are eligible to serve up to three consecutive 3-year terms.</p>	<p>Must stand down up to 11 months before eligible for re-election. The Chair is appointed for a one-year term which is renewable for up to three years.</p> <p>Board membership should represent the geography of the organization; bring direct experience related to the focus of the organization, experience from other boards and community involvement. Attention is paid to the cultural, gender, ethnic, linguistic and religious characteristics of the communities served in forming the board.</p>	<p>committees of the Board. The constituency members attend two meetings a year where they provide feedback and learn about the organization and share information with each other. As individuals who are well informed about CAMH activities and initiatives, interested Constituency Members will be invited to put themselves forward to serve on program and service advisory committees, or as community members of committees of the Board of Trustees. At various times throughout their term, Constituency Members may also be asked to review the implementation of the Strategic Plan and be consulted on key CAMH initiatives and priorities. Any decision to expand Constituency Members' roles will be made jointly by the Constituency Membership and CAMH.</p> <p>CAMH provides Constituency Members with information about CAMH and its activities, to allow members to be well informed as they play both their individual and collective roles. Packages of summary information, such as the Board agendas and minutes, as well as the President's regular report to the Board, are forwarded to Constituency Members on a quarterly basis. CAMH covers out-of-pocket expenses as agreed upon.</p>		<p>stakeholders with limited experience and the members feel committed and engaged. The disadvantages of this model are the closed membership of the constituency board which excludes many and is ineffective for consulting less established stakeholder groups.</p>
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## Centre for Social Innovation

**Description of Organization:** The CSI is a social enterprise with the mission of providing a collaborative work environment for about 100 social mission groups and organizations.

**Overview of Governance:** A small Board of Directors governs the CSI along with the Executive Director.

**Partnership Governance:** The tenants are not directly involved in governance of the centre. There are, however, ways in which tenants can voice feedback about how the centre is run. There is a tenant committee, a program committee and a social committee. Tenants are also surveyed periodically to solicit feedback on the management of the centre. The benefits of this model are that the CSI staff can balance the power between organizations and ensure that everyone is treated fairly and equally, and no special deals are brokered. This system also allows tenants to direct their frustrations at CSI staff and makes it easier for them to get along with each other. The day to day management issues are moved out of the group dynamic of the centre. Staff of the CSI manage the building, play a leadership role incubating innovative collaborative initiatives, and also put a lot of effort into creating the 'glue' that holds the centre together. Two staff people are 'community animators'. They meet and greet people at the entrance, organize communal food related events (such as 'lunch and learn') and other types of events, conduct monthly orientations, and generally put a lot of energy into creating a positive atmosphere at the centre. They had instances where 14 tenants competed for a grant and only one got it. There was informal collaboration during this process.

**Space Sharing Agreements:** The CSI model for space sharing was developed in response to the observation that in the non-profit sector, organizations often spend money on underused infrastructure, such as photocopiers, fax machines and audio-visual technology, lose time on administration and lack extra space for meetings or events. It was felt that too many organizations were operating inefficiently, in substandard facilities, and in isolation from one and other.

The space sharing model operates by aggregating the limited resources of a number of organizations to achieve economies of scale that decrease the costs for each individual organization and increase their access to space and amenities. Administrative support is provided to manage the whole process which allows member organizations to focus on their work.

The Centre secured a five-year lease for 20,000 square feet of workspace at 215 Spadina Avenue - a renovated historic building in downtown Toronto. The space was subdivided into a series of office suites, desk spaces, Hot Desk spaces, meeting rooms and common areas. Tenants pay rent based on the size of their workspace, an equivalent portion of the common space, and a small margin to help cover the salaries of CSI staff. Tenants also pay a monthly amenities fee to cover shared costs of internet access, kitchen facilities, security, cleaning, photocopier, fax machine, and audio-visual equipment.

There are 48 private offices, 40 private desk spaces, as well as hot desk space (temporary work space for freelancers, etc.) These are a mix of non-profit and for profit groups. They have to be staffed by less than 5 people to qualify for space. This is because if they are larger than that they will not benefit from sharing amenities such as a fax, a photocopier, etc, they would more likely need their own. Half of the square footage at the CSI is dedicated to common space. This includes 9 meeting rooms and common areas.

Membership	Board Composition & Terms	Roles & Responsibilities of the Board, Quorum	Accountability to the Community	Discussion of Model
<p>Organizations and small companies have to have five or less staff based out of their space at the CSI in order to qualify. Space permitting, they can apply for permanent and part-time work space by completing an application form that includes explaining how their work is socially, economically, culturally or environmentally meaningful. The applications are reviewed and approved or denied by staff.</p>	<p>Currently there are five members on the board, including their landlord. Their board will be expanding based on the growth of the enterprise.</p>	<p>The board acts as a check and balance to the decision-making of the Executive Director. The board is kept small in order to ensure that the ED can make decisions quickly.</p>	<p>The tenants are not directly involved in governance of the centre. There are, however, ways in which tenants can voice feedback about how the centre is run. There is a <b>tenant committee</b>, a <b>program committee</b> and a <b>social committee</b>. Tenants are also surveyed periodically to solicit feedback on the management of the centre.</p>	<p>The advantage of this model is that decisions can be made quickly and efficiently. Liability and accountability issues are clear. Leaving the decision-making to one Executive Director leaves other agencies more time to focus on other areas of their work. The disadvantage of the model is that other agencies involved in the partnership are required to forfeit decision-making rights to the lead agency. Community input is filtered through, and managed by, staff.</p>

## Dudley Street Neighbourhood Initiative

**Description of Organization:** The Dudley Street Neighborhood Initiative (DSNI) is a nonprofit community-based planning and organizing entity rooted in the Roxbury/North Dorchester neighborhoods of Boston.

**Overview of Governance:** The organization is governed by a neighbourhood-elected board of directors that is representative of all neighbourhood stakeholders including designated racial/ethnic seats, youth seats, and other stakeholder positions.

**Partnership Governance:**

**Space Sharing Agreements:**

Membership	Board Composition & Terms	Roles & Responsibilities of the Board, Quorum	Accountability to the Community	Discussion of Model
<p>DSNI has a membership of over 3,000 residents and other stakeholders committed to revitalizing this culturally diverse neighborhood of 24,000 people and maintaining its character and affordability.</p>	<p>There are a total of 34 board members elected by the community. Of these, 14 are neighbourhood residents (Allocated based proportionally in relation to the population of the neighbourhood: 4 African American origin, 4 Latino, 4 Cape Verdaen, 4 White and 3 Youth aged 15-17), 7 seats are designated for non-profit agencies, 2 for community development corporations, 2 for small businesses, and 2 for religious institutions. These seats are elected by the entire community. In addition there are 2 resident positions that are appointed by the board. Open community elections for the Board take place every 2 years.</p>			

## East Scarborough Storefront

**Description of Organization:** The ESS is a one stop shop of community services delivered by a range of organizations and agencies.

**Overview of Governance:** Steering Committee made up of partner agencies and residents make decisions jointly. Financial accountability rests with the trustee agency but with input from the Steering Committee.

**Partnership Governance:** Partner agencies have the opportunity to advise the steering committee through regular agency meetings.

**Space Sharing Agreements:** Space is provided to service providers and community organizations free of charge. Space users must fit in with the organization’s values and take part in quarterly agency meetings. However agencies continue to do their work according to their own mandate. The ESS staff may advise organizations on how to deliver services based on feedback from the community, however, ultimately, agencies decide for themselves how they will do things.

Membership	Board Composition & Terms	Roles & Responsibilities of the Board, Quorum	Accountability to the Community	Discussion of Model
<p>Any resident or agency or organization in the neighbourhood can take part.</p>	<p>A Steering Committee made up of 7 people from agencies and 7 people from the community.</p> <p>The trustee agency holds a permanent position on the Steering Committee. The remaining agency positions are filled as follows: All partner agencies are asked to take part in the Agency Group Meetings four times a year. At these meetings, six community agency members are selected to represent agencies at the Steering Committee.</p> <p>The community steering committee members are selected as follows: Interested community members are invited to submit a resume, a community nominating committee (consisting entirely of residents) interviews prospective community members and screens them for an interest in governance issues. Usually these interviews reveal that the resident is actually more interested in and a better fit for other committees, such as</p>	<p>Other committees: Funding Committee (ad hoc), Fundraising Committee, Outreach Committee, Personnel Committee (ad hoc), Hiring Committee (ad hoc), and Governance Committee</p> <p>The following are the elements of consensus decision making used to make decisions at the Storefront Steering Committee and to be used as much as possible at all levels of the Storefront.</p> <ul style="list-style-type: none"> <li>• 80% of the people agree and 20% can live with it</li> <li>• If the issue being discussed is time sensitive and no consensus is reached, the chair can call a vote</li> <li>• In the case of a vote, the majority makes the decision (majority = 80%)</li> </ul> <p>Quorum must be 50%+1 of the existing Steering Committee</p> <ul style="list-style-type: none"> <li>• If a member cannot attend a meeting and a decision is being</li> </ul>	<p>There is a commitment to involving the community in a meaningful way in decision-making and there are a number of formal decision-making and communication protocols in place to ensure that decisions are made in a transparent and inclusive way.</p> <p><b>Community Speaks:</b> Any community members interested in participating in the development of the Storefront and the local community can take part in Community Speaks</p>	<p>The concept of shared ownership and equal input from community and service providers was part of the East Scarborough Storefront’s framework from the early stages of this initiative. This was made explicit in the initial funding proposal. This has helped to create norms of cooperation from the onset of the project in both the mandate and in the practical delivery of services.</p> <p>The starting point for developing programming at the Storefront is with the community’s self-identified “wants” rather than social-agency directed “needs”. The Storefront relied an asset based development approach in which they relied first on what agencies and community members brought to the table.</p>

	<p>those that guide programming or outreach. When this is the case, they are referred or linked up with the committee that best meets their expressed interest area. If they are interested in policy development and are deemed to have the appropriate experience by the nominating committee they are presented to the wider community at a Community Speaks event. Here they are voted in as the community representatives for the Steering Committee.</p>	<p>made, s/he can communicate her/his position to the chair in writing which will count as that person's vote should a vote be taken. (Note: verbal communication of position cannot be considered a vote)</p> <ul style="list-style-type: none"> <li>• Decisions can also be made by email or conference call if not enough people can attend a meeting</li> </ul>	<p>events where they can have a voice in determining the future of the Storefront. Updates from Community Speaks are presented to other decision-making bodies within The Storefront.</p>	<p>There was an attempt made to keep the "catchment" and the definition of who constituted the community intentionally broad.</p> <p>The advantages of this model are that community members have control of key governance decisions, it enables the development of community leaders and allows agencies to also take part in decision-making. This is has been achieved by disentangling the compliance with legal/financial obligations from the operating procedures. The disadvantages of this model are that community voice can be subverted and ultimately decisions are with an outside body.</p>
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## Parkdale Activity Recreation Centre (PARC)

**Description of Organization:** PARC provides support to individuals and members of the community of psychiatric consumer/survivors, people with addictions and socially isolated adults in west Toronto through the operation of a drop-in center, intensive case management, outreach and health programs.

**Overview of Governance:** PARC is a membership-based organization based on the 'club house' model which is governed by a board of which 50% are members of the organization.

**Partnership Governance:**

**Space Sharing Agreements:**

Membership	Board Composition & Terms	Roles & Responsibilities of the Board, Quorum	Accountability to the Community	Discussion of Model
<p>All those who come to the PARC are automatically members. (All service users are considered members.) Members are entitled to vote at general and special meetings.</p>	<p>There are a total of 14 board members, 7 of which are elected from the membership of the organization, the other 7 are elected from the community at large and known as 'community representatives'. Board members are elected by secret ballot at the AGM.</p> <p>Nominating Process The Board elects on an annual basis a Governance (Nominating) Committee which is comprised of one of the Co-Chairs as chair, and one additional member from the Community Representatives of the Board and one additional member drawn from the Caucus. The Executive Director shall, ex officio, be a non-voting member of the Governance (Nominating) Committee. Candidates for the office of director must be recommended by the Governance (Nominating) Committee or in writing by at least two members of the organization. The Governance (Nominating) Committee take into</p>	<p>Board members are required to act as the public's representatives to assure that PARC continues to work within its mission statement. They are to ensure that there is prudent and proper management of PARC's resources and review the annual budget and operating plan. The board elects from among themselves a President, a Secretary and a Treasurer. The positions of Caucus Co chair, the Vice-Chair and Member-at-Large are not voted on by the board. The Caucus meets and selects the positions and then brings their recommendations forward to the entire board. One person may hold more than one office.</p> <p>Decisions are decided by majority of votes. 7 members are required for quorum, 4 of whom must be from the Caucus. No decisions can be made unless 6 members are in the room.</p>	<p>There is a Program Advisory Committee made up of members elected from the various groups within the organization: volunteers, member casual employees, the kitchen etc. The PAC and the Caucus meet jointly every month.</p> <p>PARC strives to build the capacity of its membership to take part in governing the organization. Members are included at all levels, in all committees, working groups or panels to ensure members' interests are adequately represented and as a way of developing members' capacity. The board recognizes the value of mentoring (currently done unofficially but is being considered as a program). As well, PARC has been increasing the capacity</p>	<p>The PARC model of governance ensures that there is a strong voice for its membership and community members have opportunities to develop their capacity to participate in governance in a meaningful way. One potential risk of this model is the potential for divergence from strict accountability rules.</p>

	<p>consideration candidates who adequately represent the constituency served by the organization and make recommendations with respect to any vacancies on the Board.</p> <p>A board member must be a person who:</p> <ol style="list-style-type: none"> <li>1. is a legal resident of Ontario</li> <li>2. has had no known criminal or other convictions in the past year</li> <li>3. has met the nomination criteria</li> <li>4. has an address or a regular agreed upon point of contact with PARC</li> <li>5. has attended the nominee's orientation</li> <li>6. understands the level of commitment required to a serve as a board member</li> <li>7. is available to serve immediately upon being elected to the Board</li> <li>8. is in good standing with the majority of the members.</li> </ol> <p>3-year terms that may be renewed for up to 9 consecutive years</p>		<p>development programming such as the award winning Knowledge Is Power anti-oppression training.</p>	
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## Regent Park Neighbourhood Initiative

**Description of Organization:** A social planning body for the Regent Park neighbourhood.

**Overview of Governance:** RPNI is governed by an elected board of directors with designated stakeholder positions for residents and agency staff as well as positions allotted to fulfill the needs of the organization for particular experience and skill sets.

**Partnership Governance:** RPNI helps to convene various agencies serving the Regent Park community. The organization strives to foster collaboration instead of competition amongst service providers in the area and provides support for opportunities for organizations to discuss their work with one another and explore opportunities for partnerships and joint funding proposals.

**Space Sharing Agreements:** The Toronto Community Housing Corporation provides RPNI with free office space. This space is shared with some community organizations as well as with Ontario Works (which has negotiated its own arrangement with TCHC). These agencies all share infrastructure (a photocopier and fax machine) but do not share staff and operate independently of each other.

Membership	Board Composition & Terms	Roles & Responsibilities of the Board, Quorum	Accountability to the Community	Discussion of Model
<p>Membership to the organization is open to anyone living in the Regent Park neighbourhood. Agencies working in the area are invited to join the organization and required to pay a fee prorated to the annual budget of the agency.</p>	<p>The board of directors consists of the following elected positions:            3 residents            3 agency staff            3 other            3 positions designated for people with specific experience and skill sets identified as useful to the board</p> <p>3 year terms, renewable for up to 2 terms</p>	<p>The board of directors governs the organization and ensures the staff are working to fulfill the mission statement.</p> <p>9 members are required for quorum.</p>	<p>In addition to having community members on the board, the organization has developed a <b>grassroots leaders network</b> consisting of about 70 volunteers from the community. This network is provided training and information and goes out in the community at regular intervals throughout the year to speak with residents about the Regent Park redevelopment process and to solicit feedback and input to help guide the organization.</p>	<p>The strengths of the model are that the board is strongly reflective of the diversity of the neighbourhood and organizations and residents work side by side. Designating a number of positions on the board to people who fulfill specific skills sets that have been identified as useful to the organization has allowed the board to draw on expertise from people outside of the area. Overall the model ensures that RPNI is well rooted in the community. The drawback of the model is that since the organization is incorporated, there are liability risks involved with community members playing such a large role in governance.</p>

## Scarborough Village Hub<sup>4</sup>

**Description of Organization:** A collaboration between the two lead organizations, Scarborough Village Neighbourhood Association (SVNA) and West Hill Community Services (also trustee for funds) as well as the Scarborough Village Agency Table, a network of organizations with the capacity to deliver programs and services to the Scarborough Village priority neighbourhood. Without one central location, the hub is designed to build space use agreements at multiple locations and to tailor programs, services and other community initiatives at appropriate locations, drawing on the pool of agencies participating at the ‘Agency Table.’

**Overview of Governance:** WHCS, as the lead applicant, retains overall trusteeship and management and therefore governance accountability for the funding, and staff are employees of WHCS. However, the hub is effectively governed by the steering committee which comprises equal representation from the agency table and SVNA.

**Partnership Governance:** The “Agency Table” consists of service providers participating in the hub model. The agency table elects representatives to the steering committee. The agency table meets on a regular basis to maximize information sharing and collaboration and to plan and respond to service needs as identified through the hub and the steering committee. Governance related issues regarding the overall direction of the program are referred to the steering committee. Any major shifts in policy or direction of the initiative are referred to WHCS, as the lead accountable to the funders, for review.

**Space Sharing Agreements:** The hub staff maintains an inventory of available spaces at multiple locations and facilitates agreements to allow for use of the space and facilities.

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<sup>4</sup> The description of the Scarborough Village Hub model is taken from materials that were prepared in the development stages. This may not reflect the way things are currently operating.

Membership	Board Composition & Terms	Roles & Responsibilities of the Board, Quorum	Accountability to the Community	Discussion of Model
<p>Residents that take part in the Scarborough Village Neighbourhood Association as well as agencies working in the area.</p>	<p>The Steering Committee comprises 4 members appointed by the Scarborough Village Neighbourhood Association, 4 members from service providers drawn from the Scarborough Village Agency Table and the Community Engagement worker for Scarborough Village (WHCS). The Scarborough Village Hub Coordinator provides administrative support to the Committee.</p> <p>Steering Committee members are appointed for a one year period</p> <p>Criteria: Agency members should be:-</p> <ol style="list-style-type: none"> <li>1. Non-profit</li> <li>2. Already involved in Scarborough Village</li> <li>3. Available to participate for an average of 6-10 hours per month, involving monthly meetings of the steering committee, agency table meetings (frequency to be determined) and tasks arising.</li> <li>4. Willing to commit to a minimum of 1 year's participation.</li> <li>5. Willing to report back to the agency table as required.</li> </ol>	<p>The steering committee monitors and ensures effective implementation of the work plan, and considers any issues relating to policy or direction of the program, including new funding opportunities. The hub coordinator reports to the steering committee and will consult the steering committee for any decisions that go beyond the responsibilities as outlined in the job description and work plan. Decision making by consensus or majority vote, if consensus cannot be reached. The elements of consensus decision making are:</p> <ul style="list-style-type: none"> <li>▪ 80% of the members agree and 20% can live with it</li> <li>▪ If consensus cannot be reached the Chair can call a vote</li> <li>▪ In the case of a vote the majority (50%+1 of the existing committee ~ Quorum) makes the decision</li> <li>▪ If a member cannot attend a meeting and a decision is being made, s/he can communicate her/his position to the chair in writing which will count as that person's vote. Verbal communication cannot be considered as a vote.</li> <li>▪ Decisions can be made by email or conference call if not enough people can attend a meeting.</li> </ul>	<p>The SVNA appointed representatives on the steering committee provide a central decision-making role for the local community and therefore direct accountability.</p>	<p>Attempts to give the local neighbourhood association a central role in the initiative, both by bringing community identified needs, issues and opportunities to the table, and by providing a central role in the governance.</p> <p>Some challenges in terms of capacity of volunteers to play equitable role with agency representatives.</p> <p>Model allows for capacity building for small/emerging organizations to participate on the steering committee, initially as non-voting members</p>

## South East Toronto (SETo)

**Description of Organization:** A coalition of community agencies, hospitals, health organizations with a concern for the health of residents of in South East Toronto and the University of Toronto.

**Overview of Governance:** Steering Committee made up of partner organizations that makes decisions based on an ‘Alignment Model.’

**Partnership Governance:** The alignment model describes the components of aligning through common opportunities and/or common operations. This two part model helped explain that SETo plans together aligning at a strategic level and at a project level. The **opportunity alignment** is the point where the partners bring forward their own individual organizational plans and explores where these plans compliment each other and assess where there are gaps. The process of facilitating the opportunity alignment involves 3 interactive components:

*Strategic Alignment*, the process of bringing together the long range vision of the community and partner organizations located in the community. *Cultural Alignment*, the process of understanding and valuing the unique culture of each partner agency/organization, together with the unique culture of the community that they each serve. *Structural Alignment*, the process of ensuring that both the partner organizations and the community of interest have meaningful opportunities to participate in the opportunity, and can benefit equally from the expected outcomes.

The **operational alignment** is when partners seek opportunities to craft responses to issues and gaps in service together. Another way to explain these two components of the model would be to describe the opportunity alignment as the “big picture” planning while the operational alignment describes action together through projects. The process of facilitating opportunity alignment involves 3 interactive components: The Alignment of Planning is a process of determining what needs to be accomplished, and how it can best be achieved. Here emphasis is placed on the utilization of local expertise and collaborative planning methods. The Alignment of Resources is ensuring the necessary tools that are required are available and the desired outcomes are achievable within identified timelines. Aligning Evaluation of any action or project is the process of developing evaluation plans with meaningful indicators that ensure that the project has met the obligations and has documented both intended and unintended outcomes.

### Space Sharing Agreements:

Membership	Board Composition & Terms	Roles & Responsibilities of the Board, Quorum	Accountability to the Community	Discussion of Model
Southeast Toronto stretches from Yonge Street on the west, along parts of Pape and Greenwood on the east, the lake on the south, and north of the Danforth to the city boundary.  Members will commit to:	Partners currently represented on the SETo Steering Committee include: Central Neighbourhood House:	SETo strives to make decisions by consensus. However in the event of a vote, each member agency will have	Guiding Principles SETo partners developed the guiding principles as a way to ensure that every project would place the community central to all activities. These	Simple in its design this model facilitates the complexities of coalition partnership taking the focus away from solving differences to fostering where organizations are similar or, to put it another way, to where they are

<p>1) The mission and goals of SETo; 2) The Alignment Model of working together to effect change while respecting unique perspectives and organizational models; 3) Support SETo through an annual membership fee and/or in-kind donations agreed upon by the membership; 4) Collaborate on joint ventures and projects developed by the Steering Committee</p> <p>Membership/General Practice</p> <p>1) Open to health and social service agencies that provide direct services, conduct research or develop policy that affect marginalized populations, primarily within South East Toronto.</p> <p>2) Members should be senior decision makers or their designate that regularly attend meetings and participate in any SETo collaborative projects.</p> <p>3) 3 consecutive missed meetings may result in a review of membership by the Steering Committee</p> <p>Process for New Membership</p> <p>1) Invite interested groups to observe a meeting</p> <p>2) New agency will request membership through the Chair or coordinator</p> <p>3) Current membership consulted about this request</p> <p>4) Once approved, new members will be asked to pay the annual fee and attend meetings</p> <p>Agency Membership Fees</p> <p>1) Annual contributions are set at \$500/fiscal year (April – March) or \$250 for agencies unable to make the \$500 contribution.</p> <p>2) An inability to pay membership fees will not prohibit membership.</p>	<p>Downtown Health Area, Public Health, City of Toronto Fred Victor Centre Regent Park Community Health Centre South Riverdale Community Health Centre St. Michael's Hospital Street Health Wellesley Central Health Corporation</p>	<p>one vote, regardless of how many agency representatives attend open meetings.</p> <p>The Opportunity alignment is typically negotiated through partner agencies/ organizations that are members of SETo's Steering Committee, while operational alignment is guided by the Steering Committee, but facilitated by members of the working groups that guide the implementation of specific projects and activities.</p> <p>A quorum is considered 50%+1 of current member agencies.</p>	<p>principles dictate that at every step of planning and implementation unless the community is involved the project does not proceed.</p> <p>Each project that SETo plans and implements will:</p> <p>Address root causes through long-term strategies and immediate action plans.</p> <p>Strengthen individual and community empowerment strategies. The strategies will be developed and delivered with people affected by the issue.</p> <p>Incorporate the need to remove barriers to equitable access related to income, culture, language, race, age, gender, sexual orientation, literacy, ability, disability and housing.</p> <p>Be action oriented.</p> <p>Involve multiple partners, strengthen existing networks, share information and service coordination and cover the whole area.</p> <p>Include evaluation steps, which will be carried out with people who are affected by the issue.</p>	<p>in alignment. The model creates an environment of trust immediately since it does not demand that the differences change but seeks to strengthen the similarities.</p> <p>Further self examination highlighted that there were three essential keys that all partners were using to ensure SETo's success. The first was Sharing: there was a decision that at every meeting each partner would have a chance to share programs, bring forward issues, and talk about their organization. This sharing was seen as essential, non judgmental and a time to check with each other over common issues. The second key was accepting complexity: this meant that even when the partners could not agree on a strategic direction, or a response to an issue they would not leave the SETo table but would struggle through the complexities of partnership and develop win/win situations. The third key was alignment as a principle of moving forward, each partner appreciated that each organization involved in SETo was working towards aligning themselves as much as possible with each other. This meant that even though mandates had differences, and funding came from different sources the partners saw, in the work of each organization, a commonness of purpose and could appreciate the part everyone played in serving the communities of south east Toronto.</p>
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## St. Christopher House

**Description of Organization:** Neighbourhood-based multi-service centre

**Overview of Governance:** A board of directors consisting of 14 members governs the organization.

**Partnership Governance:** For programs that are delivered through partnerships, a staff member from the partner organization will generally sit on the program advisory council.

**Space Sharing Agreements:** Space is free unless it incurs exceptional costs to the organization. St Chris' programs have priority for using the space before external organizations. Ensuring that organizations share the values of the organization is informally incorporated into the approval process for allocating space. Operations Manager and senior staff take the lead with this.

Membership	Board Composition & Terms	Roles & Responsibilities of the Board, Quorum	Accountability to the Community	Discussion of Model
<p>Open membership.</p> <p>Members of the organization can vote at the AGM. Membership is open to anyone over the age of 16 who is a resident of the catchment area, a program participant, volunteer or staff. There is a 5-15\$ fee that is often waived.</p>	<p>15 Board Members which includes one position allocated to a program representative (Parkdale Focus). This position on the board can be attributed to an agreement made when St. Chris absorbed this organization and it became a program of St. Chris. For the remaining 14 positions, anyone can be nominated to be on the board but generally board members nominate new board members. Staff sometimes help to identify particularly active leaders in the community to</p>	<p>The Board establishes policy and policy directives in social, program and planning issues, personnel matters and labour relations that guide the work of the Chief Executive Officer.</p>	<p><b>Program Advisory Councils/Committees-</b> There are ten advisory committees and 17 program or project related advisory groups. There is no standard blueprint for how these operate. Generally, programs are guided by input from these program advisory committees (sometimes a steering committee, advisory council, etc). This committee consists of staff, participants, volunteers and in some cases, staff from partner organizations. The membership for these councils tends to be open to anyone that is interested although in some cases, members must be elected. Most advisory councils and groups do not have control of the budget and function in an advisory capacity to staff. There is one council, the senior's council, which does have its own budget from funds raised independently of St. Chris. This council can make decisions on how to spend that money without staff involvement. Program advisory councils do not report directly to the board (with the exception of Parkdale Focus which maintains a position on the board).</p> <p>The community engagement unit of St. Chris reports regularly to the board (a long with other units of the organization).</p> <p><b>Strategic Planning Process-</b> what follows is a description of how the community engagement processes feed into the organizational planning cycle:</p> <p>1. <b>Annual Community Sweeps:</b> 80-120 staff, participants and volunteers go out into areas in the catchment and talk to people</p>	<p>Governance models are constantly evolving and being tweaked. There are tensions involved in identifying who is the community. For example, business and residents associations, or other more vulnerable populations. They are currently reviewing their governance system and exploring other models of governance such as the CAMH Constituency Model. The Board is representative of the community at large but struggles to recruit and support consumers of programs on the board. They are limited in their ability to involve</p>



	<p>encourage them to join the board. The board also recruits members with particular skills of use to the organization such as accounting.</p> <p>The board does not have standing committees but rather operates through ad hoc working groups as required. These working groups can sometimes include program participants, volunteers and staff.</p> <p>Board members can hold a maximum of two three-year terms in office.</p>		<p>on the streets, in parks or door-to-door about a specific theme such as gentrification or poverty. A new theme is identified every year. The interviewers go out in teams that cover a range of languages and have enough people with familiarity with different aspects of the programs at St Chris to be able to address most questions about the organization. This is done one weekend day and a couple of evenings during the week. The engagement consists of informal conversations guided by a couple of simple probes. People write down the information they collect and then there's a bbq debrief session where what is learned is shared. In some cases, people collect contact information of people looking for particular supports and St. Chris staff are able to follow up.</p> <p>2. <b>Program Sweep:</b> Programs at St. Chris are consulted to identify needs and opportunities and to help guide strategic directions. Staff may be part of networks and coalitions, ie. staff member is the treasurer of the Queen St. BIA, so staff can contribute the perspectives and issues being raised in their respective networks.</p> <p>3. <b>2 Day All Staff Planning Exercises:</b> All staff meetings that take place annually in which all staff feed in to a planning process. Senior staff and ad hoc working groups are responsible for sifting through the ideas and prioritizing and then creating workplans. The board annual planning process follows and is informed by the staff 2-day planning exercise.</p> <p>4. <b>Joint Staff and Board Planning Exercise:</b> Every 5 years staff and board members undergo a joint planning session as part of a Strategic Review.</p>	<p>community in decision-making by a number of factors: staff time, need to build capacity in community members, the fact that the availability of resources and funding also guides decision-making and thus needs and priorities of community are not the only things that determine the directions of the organization, government funding can make it difficult to decentralize decision-making processes, their catchment area is the size of Guelph.</p>
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## **St Michael's Hospital**

**Description of Organization:** Hospital. The Inner City Health Program at St Mike's is tied with the highly frequented areas of the hospital including in and outpatient care and is oriented around 6 priority populations: those living with HIV/AIDS, homeless and underhoused people, people living with mental illness, people living with addictions, women and children, and seniors.

**Overview of Governance:** An elected board of directors governs the board.

**Partnership Governance:** St Mikes sits on a number of coalitions and networks and staff are empowered to make decisions on behalf of the hospital in these forums. During the Strategic Planning process, community partners are consulted through focus groups and key informant interviews. The hospital writes up a draft of the input received from partner groups and agencies and then circulates this draft widely to solicit feedback. This system provides a mechanism for partner agencies to have a say in the strategic directions of the hospital.

**Space Sharing Agreements:** N/A

Membership	Board Composition & Terms	Roles & Responsibilities of the Board, Quorum	Accountability to the Community	Discussion of Model
<p>Closed. The members are those individuals who are Directors of the Catholic Health Corporation of Ontario (CHCO)</p>	<p>13 Elected Directors  12 ex-officio Directors:  1) The Archbishop of Toronto (or person nominated by him)  2) The CEO  3) The Chair of the Medical Advisory Committee  4) The Vice Chair of the Medical Advisory Committee  5) The President of the Medical Staff  6) The Vice President of the Medical Staff  7) The President of the Volunteer Association  8) The President of the Foundation  9) The Dean of Medicine of the U of T  10) The President of U of T or designate  11) Two representatives of CHCO nominated by the board of directors of CHCO</p> <p>3-year terms that may be renewed for up to 9 consecutive years</p>	<p>The role and responsibilities of the board are clearly defined and listed in the by-laws. A quorum for the transaction of business consists of 50% of the members present in person.</p>	<p><b>Community Advisory Panels</b> have been created for the following priority groups: homeless and underhoused people, people living with mental illness and women and children. Membership on these panels is open to anyone. Hospital staff take part (volunteers, students, staff, senior management, etc.) as well as community members (patients, community organizations, resident associations, service providers, etc). Decision-making for these panels is based on 2/3 community members and 1/3 hospital staff. These panels assist in shaping the services and programming for that population. Meetings are held on a monthly or bi monthly basis or, in the case of one of them, 4 times a year. Suggestions are made and staff discuss their feasibility at these meetings. Once decisions are made, there is one month allowed to implement the changes or suggestions requested and these are reported at the next meeting. The CAPs have direct access to the Executive Management Committee, the chair of the EMC may attend the meetings or the EMC will be sent the recommendations after the meeting. The chairs of the CAPs also sit on the Community Advisory Committee to the Board.</p> <p><b>Community Advisory Committee:</b> This committee includes the three chairs from the CAPs as well as other community members. A representative of the board attends the CAC meetings to link the CAC with the board.</p> <p><b>Accreditation Process:</b> The accreditation process for the hospital involves soliciting feedback and recommendations from key informant interviews and focus groups with patients.</p>	

## **The 519**

**Description of Organization:** A neighbourhood community centre. Part of the Association of Community Centres (AOCC).

**Overview of Governance:** The 519 was the first community centre to be funded with a structure that ensures community control of programming. The City of Toronto owns the building and funds the administrative and maintenance expenses. The community, through its volunteer Board of Management, is responsible for programs, fundraising and personnel.

### **Partnership Governance:**

**Space Sharing Agreements:** The 519 sees itself as a resource to be used by the community as well as a creator of activities for the community. The 519 is community-oriented and community controlled with priority for use given to residents of the local neighbourhood. The 519 provides free space to programs which serve their priority communities, to the best of its ability given competing demands and limited capacity. It also provides free organizational meeting space and space for rental activities. Activities taking place at The 519 must promote the purposes of The 519 as stated in the Mission Statement, Strategic Plan and Anti Discrimination Policy. Program leaders are asked to encourage participants to become members of The 519 and to keep track of attendance numbers.

Membership	Board Composition & Terms	Roles & Responsibilities of the Board, Quorum	Accountability to the Community	Discussion of Model
<p>Open membership.</p> <p>All persons with principal residence within the catchment area bounded by Bloor, Bay, Gerrard and Parliament Streets shall be eligible to become principal members of the Centre and can vote at AGMs and other meetings. People interested in the Centre's programs and activities that reside outside the catchment area can enjoy all the privileges and responsibilities of membership except those of voting at meetings.</p>	<p>The board consists of 11 elected members, not more than 5 associate members. If a board member leaves the catchment area they can finish their term. The City councillor of Ward 27 is an ex-officio voting member. Other people can be appointed by the board as ex-officio non voting members.</p> <p>A nomination committee will be comprised of at least three persons appointed by the Board of Directors, as shall be the Chairperson.</p> <p>Terms are for 2 years.</p>	<p>The Board of Management provides direction and policy initiatives to the staff. Through its sub-committees, staff and board members collaborate in determining these initiatives in the areas of:</p> <ul style="list-style-type: none"> <li>• activities at the centre (Space Use and Programme Planning Committee);</li> <li>• programme funding (Programme Fundraising Committee);</li> <li>• advising on personnel issues (Human resources Policy Committee).</li> <li>• accountability and future directions (Governance/Strategic Planning Committee and Nominations Committee)</li> </ul> <p>Once the sub-committees have worked on an issue the Board of Directors will make the final decision on the matter.</p> <p>Quorum requires 7 Board members.</p>	<p>There is an organizational commitment to support grassroots initiatives. The 519 sees itself as a resource for community members to run their own groups and programs.</p> <p>There is community consultation involved in the strategic planning process through meetings and consultation with program participants. Overall, many of the programs are peer support programs and they have evolved organically from grass roots initiatives, such as a parent with kids starting a drop in program for parents informally in the park ten years ago which has now become a regular program at the centre.</p>	<p>Overall, there is a sense that The 519 is very responsive to the needs of people accessing current programs and services.</p> <p>The organization has relied on organic growth to ensure they are relevant to the community. In the future, their aim is to reach residents who are not already involved in some way with the centre.</p> <p>Over the next couple of years they are formalizing approaches to do this kind of community engagement</p> <p>The advantages of this model are that community members as well as the elected city councilor allow more community control in operations. The disadvantage is that the community connection is not systematic and is subject to skews. There is no structural guarantee of accountability.</p>

## Welcome Centre Immigrant Services

**Description of Organization:** The Welcome Centre Immigrant Services is a one-stop service under one roof designed to guide and support immigrants through the maze of information and resources in York Region.

**Overview of Governance:** The centre is governed by the 5 executive directors in the partner organizations (COSTI Immigrant Services, Catholic Community Services of York Region, Centre for Information & Community Services, Job Skills and York Region Neighbourhood Services) who oversee the management of the centre and determine the centre's policies. There is also a committee of program managers and a committee of front line staff. (Matrix management style.)

**Partnership Governance:** Partner agency staff working at the Welcome Centre report to two places: their home agency and the Welcome Centre manager. Essentially, for service delivery issues they report to their home agency, for day to day operational issues they report to the centre manager. Staff at the Welcome Centre who are not affiliated with one of the partner agencies are paid by COSTI. No individual agency is permitted to brand themselves. This means that services delivered at the Welcome Centre are not associated with individual partner agencies, but rather are understood to be delivered from the Welcome Centre itself. All agencies working out of the centre have to work within the policies, mission statement and values of the Welcome Centre. These are often a bit different than individual agency policies. They are developing a shared electronic case management system. Agreements are made by partner agencies to ensure that relationships are not put at risk through competition for funding.

**Space Sharing Agreements:** COSTI, as the lead agency, holds the lease. All five partners pay for space according to how much they use. Likewise for telephones, computers, and other resources. The system for itinerant space users is called 'hotelling.' There is an application process for agencies wanting to use the Welcome Centre to deliver services. Some of the criteria by which it is decided if agencies can use the space include whether they help to meet a need identified by the Welcome Centre, whether the service can be of use to current Welcome Centre clients, whether the potential space user is credible and financially solid. If they have funding for rent than they are asked to contribute, if not, the fee can be waived. There is a 3 month probation period after which they can use the space for one year and then it can be renewed. Itinerant space users can access all the resources at the Welcome Centre (photocopier, etc) unless their use of these resources incurs large costs to the Welcome Centre. Programs run out of the Welcome Centre by itinerant service providers are asked to report how many people participate and to ensure that the programs are open to Welcome Centre clients.

Membership	Board Composition & Terms	Roles & Responsibilities of the Board, Quorum	Accountability to the Community	Discussion of Model
N/A	5 Executive Directors of the partner agencies govern the Welcome Centre.		<p>Community is not directly involved in governance for liability reasons. Community is involved in guiding the way services are delivered through a <b>client-centred service delivery system</b>. In other words, clients play a quality control role in the programs and services provided by the centre.</p> <p>The Welcome Centre has a Community Liaison staff person- this person works 3 days a week and makes contacts in the community and helps to identify needs of the community. The Welcome Centre has also hired a consultant to help get a sense of how clients assess the services they have obtained at the Welcome Centre. This consultant is also helping to evaluate the partnership model.</p>	<p>The advantages of this model are that agencies are assured decisions reflect their priorities and their risk and liability is limited. The disadvantage of this model is that there is no independent community role in decision-making. Community input is filtered through and managed by staff.</p>

## Appendix I: Key Informants Consulted

Organization	Contact
CAMH	Bharati Singh
Centre for Social Innovation	Tonya Surman (Executive Director)
COSTI Welcome Centre North York	Robert Cazzola (Director of Welcome Centre, Director of Education Services and Information Systems of COSTI)
Dudley Street Neighbourhood Initiative	May Louie (Project Director)
East Scarborough Storefront	Anne Gloger (Manager)
Independent Consultant	Niki Stein
Independent Consultant	Heather Graham
PARC	Victor Willis (Executive Director)
Regent Park Neighbourhood Initiative	Debra Deneen (Interim Administrator, board member)
Scarborough Village Virtual Hub	Honey Rosenbaum (YOUTHLINK) Janice Earl (YMCA)
Social Enterprise Canada	Pat Cousins (Chief Executive Officer of Social Enterprise Canada/ Chair of Welcome Centre development process)
St Michael's Hospital	Anthony Mohamed (Diversity and Special Projects Coordinator, Inner City Health Program, St. Michael's Hospital)
St. Christopher House	Rick Eagan (Coordinator of Community Development and Special Projects)
The 519	Maura Lawless (Executive Director)



## Appendix II: Bibliography of Relevant Resources

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