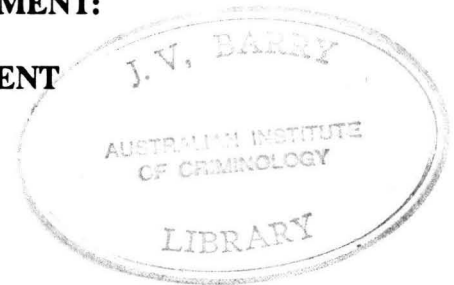


**COMMUNITY SERVICES DEVELOPMENT:
A NEW APPROACH TO
GOVERNMENT/NON-GOVERNMENT
SECTOR RELATIONS**



**WORKING PAPER NO. 18
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• Queensland University of Technology 26 February 1993
Published by Program on Nonprofit Corporations
Queensland University of Technology
G.P.O. Box 2434
BRISBANE QLD 4001
Phone: 864 1268
Fax: 864 1812

ISBN 0-86856-817-1
ISSN 1037-1516

1. INTRODUCTION

Community Services Development could simply be described as a program within government and one of five Divisions within the Queensland Department of Family Services and Aboriginal and Islander Affairs.

It represents however, much more than a series of reporting relationships and management processes within the public sector.

Since 1990, Community Services Development has pioneered a new type of relationship with the non-government sector, and a comprehensive and integrated approach to funding strategies, planning, policy advice and practice. This has required new management processes and dynamic interaction between central and regional units.

The results already have been substantial, and include:

- new methods of co-ordinated planning involving the publication of regional profiles and a State Plan;
- a new practice base and approach to resourcing the non-government sector;
- new policies/legislation and lead agency roles in areas as diverse as child care, disability, domestic violence, ageing and social impact assessment;
- growth in funding of between 14.5% and 17% per annum which has enabled more rational funding levels and funding of innovative services and preventative programs;
- the design of improved consultative processes; and
- implementation of new Government initiatives and funding strategies affecting all life stages from child care for babies to the Seniors Card.

This paper will examine the context of these achievements and point to major challenges ahead. The paper is very much embedded in the territory that has been chartered in the

last two years. It is intended that the paper contributes to the development of theory and understanding from this practice vantage point.

It is acknowledged that there are many sources of funds for non-government organisations other than grants and that community services are also funded by other departments for purposes related to their portfolios. The focus of this paper is however limited to the program context of Community Services Development. As such, it illustrates an approach to the relationship between government and non-government sectors which has contributed to significant new strategies and reform.

Throughout this paper, the term non-government sector has been used to refer to both commercial and non-profit organisations and activity. Specifically the term community services has been used in respect of human services provided by community groups and organisations. In the areas of child care and the Seniors Card, there is considerable contact with private enterprise. However, almost all other contact by Community Services Development is with non-profit community groups and organisations concerned with human service provision.

2. A BRIEF DESCRIPTION OF COMMUNITY SERVICES DEVELOPMENT

The goal of Community Services Development is the "increased capacity and co-ordinated effort of the government and non-government sectors to provide a range of preventative strategies and human services in response to identified community needs" (Department of Family Services and Aboriginal and Islander Affairs 1993 :12). It is important to note that the Division does not generally provide services to individuals, although it is critically concerned with consumer needs and with outcomes achieved by the non-government sector in respect of individuals.

A major role of Community Services Development is to provide financial and developmental support for community services and activities which are responsive to local needs. It also has a much broader role in planning for services in a way which gives effect to statewide equity considerations.

The Division is actively involved in the development of advice on policy for the consideration of Government in such areas as child care, disability, ageing, social impact, domestic violence, homelessness, family and community support, the prevention of juvenile crime and child abuse to name only some.

The Division's activities include direct services to the public such as the Seniors Card and various information services. Community education is also directed towards the prevention of child abuse, and raising awareness of disability issues and issues affecting older people.

Some of the major principles which guide Community Services Development are that:

- funded services and prevention programs complement and strengthen the support provided by families, communities and natural caring relationships;
- financial resources are allocated in a planned way according to identified high needs across the State;
- the distribution of resources maximises equitable access to services for all potential consumers, and takes account of cultural diversity;
- service design and development is guided by the needs and rights of individual consumers, and by the desire to optimise consumers' quality of life and self-sufficiency;
- community education in matters such as ageing and effective parenting, the prevention of domestic violence, child abuse and youth crime are essential to enhance the social well-being of our communities;
- financial support for approved organisations is accompanied by a range of other support processes for the management and delivery of services; and
- consultation is integral to the practice of Community Services Development (Department of Family Services and Aboriginal and Islander Affairs, 1992:3).

Community Services Development is organised around five main sub-programs and has five regional offices. The five sub-programs are Child Care; Ageing; Disability; Community and Youth Services; and Policy and Grants Co-ordination. The goals of the five sub-programs are set out in Attachment 1.

Broadly speaking, regional offices are responsible for working directly with communities, funded organisations, private business and local government. On the other hand, central offices co-ordinate policy development and program administration and liaise with statewide peak bodies. High quality policy advice and informed practice is dependent on this relationship working effectively.

Both centrally and regionally, there is considerable liaison with other government departments and other spheres of government.

The total grants base of the Division was \$100 million in the 1992-93 financial year, funding more than 1,200 services. Approximately 157 new services have been funded and 7,665 child care places created over the last three years. The Division is also responsible for licensing some 1,000 child care centres, kindergartens and family day care schemes. Attachment 2 shows the distribution of the funds administered by the Division.

The Division also administers a system of concessions for older people, with a budget of \$64 million annually. Operationally, some 220 staff are employed in the central and regional offices of the Division. Attachment 3 shows the relative size of the components of the Community Services Development budget in the 1992/93 financial year.

In organisational terms, the Division of Community Services Development is located within the Department of Family Services and Aboriginal and Islander Affairs. A diagram showing the structure of the Division within the Department is shown at Attachment 4.

The responsibilities of the Department are very broad in social policy and service delivery terms. These responsibilities can be expressed in terms of a range of target groups, such as children who have been abused or neglected, and their families; people requiring child care; people with a disability, their families and carers; young people in conflict with the law; Aboriginal and Islander people, and immigrants in a multicultural society.

Alternatively, the Department's responsibilities can be expressed in terms of the promotion of rights - the right to: access quality services; live without domestic violence; participate fully in society; and define a cultural identity, to name a few.

The promotion of these rights, and the well-being of these people, also critically concern the non-government sector. The Division of Community Services Development is well placed to reflect these concerns.

3. BRIEF DESCRIPTION OF THE NON-GOVERNMENT SECTOR

Community Services Development works with a large range of non-government sector organisations. Of the funded organisations in the 1992/93 financial year, approximately 71% are community based organisations, 22% are church based, and 6% involve local government sponsors. Church based organisations are particularly active in the alternative care of children who have been abused and in providing services for their families. Almost all of the approved funds in this area are directed to church based organisations. They also figure prominently in a range of other areas such as programs dealing with homelessness and domestic violence.

The field is characterised by many interest groups organised around particular client groups and issues, such as disability, child care and older people. In addition, locality based networks are increasingly active across a range of issues. Some major peak bodies such as the Queensland Council of Social Service (QCOSS) have linkages across the whole community sector.

Community Services Development also works with commercial organisations, particularly in respect of child care and the provision of discounts for seniors. These organisations operate on a for-profit basis and are not funded.

The differences among non-government community welfare organisations and groups are substantial. Some large non-profit organisations which provide human services are larger than equivalent service providers located in Government. These organisations involve complex, hierarchical bureaucracies which are required to manage large scale operations and budgets. Such bodies differ substantially from small community groups which may have

emerged in response to a local problem or lack of service and are run on a part-time basis. The very marked differences among non-government organisations have influenced the practice of Community Services Development. Appropriate methods for resourcing and including different types of non-government organisations in developing policy options and funding strategies are continually being refined.

It is interesting to note that non-profit organisations, once virtually ignored in the management literature, have begun to be viewed within the United States as being more successful than profit making companies in terms of their successful application of management principles. According to Drucker, American non-profit organisations are acutely aware that "good intentions are no substitute for organisation and leadership, for accountability, performance, and results" (Drucker, 1992:161).

The reasons for previous neglect of non-profit organisations as a fertile ground for management oriented research deserves further consideration. Among the reasons that have been put forward is the relatively low status which has traditionally been accorded to welfare and to women's work. The historical impact of gender bias against female dominated voluntary organisations was recently explored by Brigid Limerick and Eileen Heywood (Limerick and Heywood 1992).

There is no conclusive research about a single most effective organisational model in the non-profit sector. Given its diversity, this is in fact, most unlikely. In this situation it is incumbent upon Community Services Development to remain flexible in its approach to supporting the non-government sector.

4. THE RELATIONSHIP BETWEEN THE GOVERNMENT AND NON-GOVERNMENT SECTORS

Relations between the government and non-government sectors in the human services area have been seriously marred by myths, stereotypes, and rhetoric. For example, Wolch refers to perceptions of the government sector as the "unresponsive state" which is "squenching the individual", and the non-government sector as "the cornerstone of freedom and democracy" (Wolch, 1990:5). On the other hand, Salamon refers to the non-government sector as being "prone to self-defeating paternalism,... [and] associated with amateur, as opposed to

professional, forms of care". It is government which this author portrays as having the capacity "to set priorities on the basis of a democratic political process" (Salamon, 1987:112).

Similar stereotypes are promulgated in Australia where government continues to be equated with professional, and non-profit with voluntary and amateur efforts. This is despite the increasing mobility of professionals between the government and non-government sectors particularly in such areas as child protection, child care and disability services. These stereotypes also gloss over the very 'professional' approach to management that so called amateurs have achieved within the non-government sector, and their leadership in respect of many policy issues.

Such generalisations, be they myths or stereotypes, have not been of particular value. They have over simplified the strengths and weaknesses of each sector and have inhibited the free flow of knowledge and skills between the sectors. More importantly, this emphasis on differences has obscured the fundamental mutuality of interests that exists between the sectors, particularly in relation to the commitment of each to greater social justice.

The creation of a new and separate program called Community Services Development, with a major goal of bridging the government and non-government sectors involved in community services, was a significant move away from the stereotyped polarities and dichotomous frameworks that have dominated this field.

In fact, the Division of Community Services Development relies very heavily on collaboration with the non-government sector. Under this approach, the independence and distinct role of each sector is recognised, but so is the need for a productive partnership to achieve a jointly shared end state - a fair and just society. Partnership in this context does not mean that government cannot be lobbied or criticised by its partner. I am not swayed from use of the term 'partnership' by critics in the literature, such as Kramer, who regards partnership as an "inappropriate and simplistic notion" that "masks the actual power relationships between governments and voluntary organisations" (Kramer, 1987:248). There is no suggestion that the partnership is simple, or that the roles played and powers exercised by the two parties are the same. Although the government's powers often attract scrutiny, it would be a grave mistake to assume that the non-government sector has no power in the relationship, including the threat of withdrawing its services.

The notion of partnership is based on the premise that both the non-government and government sectors involved in community services have as their basic tenet a commitment to social justice objectives. The term social justice has of course been subject to considerable analysis. In the context of this paper, social justice refers to a vision of a fairer society where all people have their basic needs met and can enjoy their full rights as citizens. Such a definition encompasses activity directed towards specifically disadvantaged groups and more universal concerns related to the rights of all citizens.

Partnership between the government and non-government sectors is the basis of the new approach of Community Services Development. The partnership exists within a shared vision of greater social justice. Its achievement depends upon innovation, experimentation and collaboration among a great range of organisations and interest groups. In this respect, the relationship between the government and non-government sectors might be more readily likened to a strategic alliance. Such alliances are frequently formed in private enterprise in situations where a merger is rejected because it would require a loss of valued independence but joint activity is advantageous (Davies,1993:6).

5. EXTERNAL SOURCES OF INFLUENCE

There have been many important sources of influence which have impacted on Community Services Development.

I will refer to some of these briefly.

First of all, it needs to be understood that the emergence of a new approach to community services development occurred at a time of general public sector reform in Queensland which was accelerated after the Fitzgerald Report (Clarke et al 1990). Public administrations have been required to become "adaptive, cohesive, equitable, innovative, integrated, participative, productive, quality service cultures" (Martin and Kehoe, 1990:7).

This has presented enormous challenges not unlike a cultural revolution for some areas of the public sector. Furthermore, the method of achieving such changes has remained highly contested (Wanna et al, 1992). There is still no agreement in the literature on how to assess the impact of organisational structures - and at best, conclusions are tentative and contradictory (Hood et al, 1985, and Weller, 1991).

Nevertheless, the impact of these imperatives within the public sector can certainly be seen as shaping the structure and philosophy of Community Services Development. It is a very lean and remarkably flat structure with clear direct lines of accountability. Innovation and participation are highly valued. Formal processes have been developed to enhance co-ordination and cohesion and there is an emphasis on outcomes and high quality output.

Community Services Development has also been influenced by recent developments within management theory. For example, the Division is committed to being clear about identifying what it has to offer, or its 'added value' to use the business lexicon, to the community services industry.

In a sense, Community Services Development is modelling the 'value proposition' approach in that it seeks to make a disciplined choice regarding which customers to serve and which specific combination of benefits to deliver. This avoids, according to Lanning and Phillips, (1992:9) the trap that many organisations face where their energies are diffused.

Many other theoretical frameworks have influenced the Division's direction. Of particular importance is the inter-relationship between economic and social policy.

There are obviously many demands on government funds and within community services many competing priorities. Pollard has pointed out that social policy itself is "an optimising process that seeks to give some focus to the potentially limitless demands on government for expenditures on social outlays" (Pollard, 1992:40). Social policy, and resultant community services, can be seen "as a corrective to the effects of the market mechanism on the poor and marginalised" (Pollard, 1992:44).

The nature and size of the community services industry is an economic issue as much as a social issue. Recent debates about the capacity of an unfettered market to meet social needs and the type and level of government intervention are critically important to any future social reform agenda and the role of the government and non-government sectors.

In terms of its practice base, I would like to refer to two major sources of influence on Community Services Development - social planning and community development. The dynamic interplay of these approaches critically shapes Divisional practice.

Social planning as described by many writers offers a disciplined framework for the collection and analysis of social data. In a government setting, social planning is critically important to policy advice, implementation and evaluation (Walker, 1984:3). As Pollard suggests, policy can be seen as the conceptual basis of welfare programs, "but planning is the means by which conception becomes reality" (Pollard, 1992:101).

Within Community Services Development it has been recognised that social planning cannot be reduced to technical or value-free propositions. Data and planning processes need to include qualitative analysis as well as statewide, regional and local information for the development of necessary social infrastructure.

The underlying philosophy and knowledge base of community development (Jackson et al 1989:66) has also influenced the practice of Divisional staff working with community groups and agencies. Community views are actively sought and inform social planning processes. In addition, the emphasis of community development on empowerment through encouraging and supporting the management of local affairs by local people (Donahoe, 1987:34) fits comfortably with the approach of many services funded and resourced by the Division.

There are of course many other sources of influence upon Community Services Development as a whole, and upon its specific sub-programs as well as the many different types of work that is performed. It would be impossible to list, far less discuss, all of these influences. What is important to note, however, is the adaptive and open approach to new sources of knowledge and debate that is characteristic of the Division's endeavours.

6. CHANGES AND ACHIEVEMENTS

The effect of these influences is evident in the following analysis of changes and achievements within Community Services Development. These will be discussed in terms of:

- (i) new management processes;
- (ii) new developmental practice;
- (iii) new models of co-ordinated planning;
- (iv) accountability as a developmental process;

- (v) new policies and legislation;
- (vi) designing improved consultative processes; and
- (vii) innovative funding strategies.

(i) New Management Processes

The creation of Community Services Development represented a significant recognition of the role of the non-government sector in the planning and delivery of a wide range of human services in Queensland. Financial and developmental support for the non-government sector were brought together in a specialised program, thereby greatly enhancing the profile and understanding of the work of non-government organisations in meeting human service needs. This change also enabled the development and recognition of expertise required to effectively fund and resource the non-government sector.

Prior to the restructuring of the Department in 1989, the administration of grants was largely conducted through a central office. Regional offices had developmental roles to play, but this occurred under the direction of the major service delivery areas of the Department.

There were no direct organisational linkages between the area within the Department making grants to community organisations (and supporting them in this process) and other parts of the Department involved in developmental work with the same non-government organisations. This created confusion, despite the fact that a great deal of high quality work was undertaken by individual officers working within this system.

In effect, the creation of Community Services Development brought together grants administration and the resourcing of non-government organisations within one program. It also created a capacity for effective contribution to the development of policies that relate to the non-government sector as well as policy implementation. The emphasis on a rational approach to non-government sector relations created a climate where planning could be valued and expressly incorporated in the Division's work.

This has allowed Community Services Development, as a cohesive organisational entity, to link with the non-government sector about future directions, funding strategies and developmental needs. Regional managers and the various central managers report directly to the Divisional Head. This has enabled much greater integration of policy and practice to occur than was possible under the previous complex matrix arrangements. The organisational structure also features opportunities for departmental co-ordination and for direct reporting between the Divisional Head and the Chief Executive.

Even at this early stage and after an intense period of establishment, it is apparent that the organisational approach has much to offer.

In addition, skills and expertise are being honed for working with community services as distinct from skills required to work directly with individuals and families. The knowledge, skills and competencies required for planning and policy development within this context can now be identified.

(ii) New Developmental Practice

The practice of Community Services Development includes resource staff working with communities and with new and existing services to determine local needs, priorities, gaps, overlaps, and to encourage innovative responses. Strengthening communities is integral to this approach. This is based on the recognition that many preventative strategies, services and support are best provided by the non-government sector and that their availability leads to strong, responsible communities. It is also recognised that there should be an adequate balance of prevention and remedial strategies.

A key element of this approach is that financial grants may be accompanied by expert advice and developmental support. Some organisations require minimal assistance, if any, having developed streamlined organisational structures and processes for the delivery of services. Where communities or groups are less experienced, it is not cost effective to commit funds for the development of a service without offering the necessary support and advice for that service to be successful.

Regional resource staff are generally responsible for direct contact with non-government services located within their geographical area of responsibility. These staff may have specialist skills, for example, in respect of child care, and/or generic skills such as conflict resolution and the ability to work with community groups.

Contact with the head offices of statewide non-government agencies is usually the responsibility of central staff with discussions being focussed on broad issues rather than service specific matters or local concerns.

Example: Aurukun

The pro-active resourcing of the Aurukun community by the Division's Cairns Office in northern Queensland is an example of an intensive resourcing process. It is illustrative of many of the developmental aspects of Community Services Development practice.

Aurukun is located south of Weipa on the Western Cape York Peninsula and has a population of 1,200 people. The community consists of ten tribal groups brought from their homelands when Aurukun was established as a mission.

The difficulties being experienced by the people of Aurukun are considerable and emanate from a history of displacement, and economic and social dislocation.

In 1991, the Department was invited to become more active in community concerns by the Aurukun Shire Council. Community Services Development has responded since that time with a concerted developmental strategy. This has been linked with a range of responses from other areas of the Department and Government. At the time, there was little by way of effective formal social infrastructure, and the complex web of family and clan networks were under considerable stress in bearing the community's problems.

Regular and consistent resourcing by departmental officers commenced, with the aim of assisting the people of Aurukun to develop community based responses. Resourcing activities assisted people to:

- reach agreement about discrete areas of responsibility (community business) and related systems of communication;
- identify and prioritise local needs;
- develop community-based options for meeting priority needs;
- access departmental funding and local resources;
- establish and maintain culturally appropriate organisational structures;
- manage and operate services and activities;
- develop and deliver training strategies to meet the identified needs of management group members and staff; and
- network with other remote communities as well as mainstream organisations and other areas of government.

A range of community services are now planned or are operational. These include family support services, a safe place for women, child care services, a juvenile crime prevention initiative and a youth support program. These services and initiatives are designed to assist the people of Aurukun exercise greater control over the direction of their lives.

Resource officers worked hard in Aurukun to build effective working and social relationships with members of community organisations. This work is continuing. Officers' visits to the community are regular and last five days as a minimum. This allows time to build a level of acceptance within the community, as well as the opportunity to learn about the social networks and local politics that operate in Aurukun. This kind of understanding, as with any local community, is essential to the shaping of effective action.

Developmental activities have been undertaken in a way that is consistent with the local people's view of their Aboriginality - their own values, beliefs, and social patterns of behaviour and organisation.

Of course, as indicated above, few instances of resourcing and development are as intensive as the work in Aurukun. In other communities, where established community groups and organisations are operating, resourcing may be relatively minimal. A careful assessment is required by regional offices regarding the achievement of maximum benefits with the limited resources available.

The example of developmental resourcing in Aurukun illustrates the capacity of the Division to respond flexibly to needs, rather than by a rigid application of rules and procedures about frequency and length of visits, and type of intervention.

(iii) New Models of Co-ordinated Planning

Community Services Development places considerable emphasis on achieving a more equitable distribution of resources throughout Queensland and the development of a planned approach to social infrastructure provision. The establishment of a Social Impact Unit in Community Services Development will considerably enhance the Division's capacity to contribute to broader planning systems within government.

The focus of these activities is upon rational, outcome oriented planning decisions rather than reactive and subjective responses to crisis situations. Planning practice is collaborative, with community and service provider input in scanning processes and regional consultations on program priorities and directions.

Planning occurs through three main processes:

- departmental strategic planning which culminates in a published Strategic Plan with a five year time horizon;
- program planning for Community Services Development which results in the publication of an annual State Plan; and
- internal operational planning.

Substantial non-government sector input is involved in these processes.

Given the emphasis that is placed on equitable resource allocation, indicators of current need and current service capacity are particularly important. These measures are not perfect and the reliability of demand indicators and equity application varies across the sub-programs. In addition to equity, planning processes consider the spread of existing services, and the adequacy of responses to meet demand.

Work is progressing on integrating data management and information systems. This is seen as a high priority within the Division. The sharing of this information with the non-government sector is acknowledged as equally important.

Example: Youth and Community Combined Action Program

A good example of planning practice in the Division has been the recent implementation of a new funding program directed to disadvantaged youth, entitled the Youth and Community Combined Action Program, commonly known as YACCA. This name was chosen as it focuses on 'Action' - that is, the solution rather than the problem.

Broadly speaking, the key steps in the planning process were:

(a) *Research.*

The Division began by researching and examining the area of youth crime, and its prevention. A comprehensive background paper was produced, which explored the theory of crime prevention, documented experiences in other states and overseas, and proposed an approach for Queensland. This paper formed the basis of discussions with the Office of Cabinet and consultation across relevant departments and with key organisations. Subsequent advice was provided to Government.

(b) *Testing the approach.*

After initial non-recurrent funds were provided, an Action Research phase was implemented. The purpose of this phase was to test the approach outlined in the background paper. To this end, in 1991/92, the Division piloted the proposed approach in five areas across the State. Griffith University was also funded to conduct an evaluation of these projects, and to develop a comprehensive evaluation methodology for the ongoing program.

(c) *Examining quantitative data.*

The Government announced that the Program would be funded in the 1992 State Budget when total funds of \$1.5 million were allocated. An analysis of

quantitative data, relevant to the comparative need for youth crime prevention projects throughout Queensland was subsequently completed.

Demand indicators used included population size for 10-16 year olds, Aboriginal/Islander population size for 10-16 year olds, and the number of Children's Court appearances.

(d) *Finalising target localities and sponsoring arrangements, and approval of funding.*

In addition to quantitative data, regional offices examined relevant local information such as the operation of existing support services for young people and potential for these projects being sponsored. A provisional list of target localities was published in the Division's State Plan. After further community consultation, departmental advice was then finalised about appropriate project locations and sponsors. Following careful consideration, Ministerial approval was given in respect of recurrent funds for twenty individual projects to prevent juvenile crime and for the sponsoring arrangements.

(e) *Project planning.*

Local planning by each of the approved sponsoring organisations is now occurring. It involves a high level of consultation with young people, with interested organisations and individuals, and with all spheres of government. Its outcome will be a comprehensive agreement with the Department on the nature of each ongoing project.

A range of other development strategies are also to be undertaken in respect of YACCA. These include training, an information and promotion strategy, interdepartmental co-ordination, and evaluation.

The Program may well become very significant nationally, particularly as youth crime is increasingly a volatile issue. Careful and collaborative planning has laid a foundation for a genuinely comprehensive strategy for preventing crime through community action assisted by co-ordinated Government effort.

In addition to planning that concerns effective resource allocation, staff are also involved in other planning processes. For example, regional staff have responsibilities for co-ordinating plans on disaster recovery. There is also an increasingly significant interface between the Division and local government authorities, particularly in respect of social planning and social infrastructure provision. In addition, there is active involvement in much broader cross government/community processes which have been designed to co-ordinate the various planning activities of government departments and agencies.

(iv) Accountability as a Developmental Process

Under the Public Finance Standards of the Government, there is a clear expectation that there is accountability for the expenditure of public funds. Without appropriate accountability, public support for the work of non-government organisations and for the use of public funds for such purposes would be quickly eroded.

Funded church and community organisations are not part of the Government. They are autonomous, functioning entities that have entered a funding relationship with the Department. They maintain responsibility for their activities, the management of staff, and the quality of services. Most community organisations endorse the principle of accountability. Whatever the detailed requirements might be in any particular program, having to account for funds and demonstrate achievements is generally accepted.

A number of different approaches to regulation and accountability have been adopted by Community Services Development. Broadly speaking these practices are a means for ensuring that non-negotiable standards are met and that the expenditure of public funds is accounted for in an appropriate way. The instruments used vary according to the size and type of grants and the impact of the service.

For instance, detailed standards are required under legislative regulation in the child care sector. In most other areas, regulatory instruments are administrative rather than legislative. Self-regulation under agreed practice standards also occurs in some areas such as women's refuges and services for homeless people.

The provision of financial statements and returns has always been a relatively straightforward aspect of the monitoring process. Monitoring the actual performance of services is more difficult. The development of service agreements is an important step forward in this regard. Service agreements, which are currently being negotiated by regional offices with funded organisations around Queensland, provide a framework for developing agreed measures of the progress and specific achievements of a service. This is a developmental process which ensures that funded organisations are equipped with the tools necessary for self evaluation. A summary of the regulatory instruments used by the Division is provided in Attachment 5.

Other review processes are brought into effect should the Department form the opinion that funds are being misappropriated. Defunding can occur, and has occurred, under the Family Services Act 1987 but usually as a last resort when all other remedies are exhausted.

Regulation and accountability have often been associated with intrusive and negative government intervention. Within Community Services Development accountability processes are seen as providing a foundation upon which constructive developmental resourcing can be built.

(v) New Policies and Legislation

The general process of policy development has been well documented. Of particular interest, however, are new methods that have been developed for cross government and non-government sector participation in the development of policy options for the consideration of Government.

The confirmation of a lead agency role across Government in a number of areas has heightened the Division's focus on co-ordination of policy.

From the Division's viewpoint, policy formulation involves at least five essential elements. The elements, which are not necessarily sequential and generally overlap in an interactive process are:

- (i) identification of broad policy questions and parameters of inquiry;
- (ii) consultation with stakeholders and the general community;
- (iii) research and the development of policy options and associated costings;
- (iv) a decision by Government on a preferred policy option; and
- (v) implementation of an endorsed policy option.

The process of policy and program formation is overlaid with the use of discussion and options papers and a variety of participative processes.

Example: Child Care Policy

A recent example of policy development is the work leading to the passing of the Child Care Act, 1991 and specifically its regulation. This example is described in some detail as it illustrates the complexity of working in a fluid, conflictual and controversial policy area characterised by a range of divided opinion.

In particular, the industry was polarized around the issues of quality child care and affordable child care.

At the outset of the consultation process, copies of a paper entitled *Child Care Regulations: A Discussion Paper* were distributed to child care centres, family day care schemes, kindergartens, local authorities, relevant unions, training institutions, peak bodies, government departments and community organisations. Recipients of the paper were requested to circulate the copies among their members and parent users of their services. The Discussion Paper highlighted the major areas that were being considered in the formulation of new regulations.

Recipients of the Discussion Paper, parents and other interested individuals and organisations were invited to attend consultation meetings. Over one thousand people attended these meetings. Participants expressed their views openly and frankly. The Department recorded all views, whether minority or majority opinions and provided feedback to participants. At this stage, the aim was to collect the range of views rather than attempt to arrive at a consensus.

In addition, some twenty peak bodies were separately consulted about the Discussion Paper. At these meetings, peak bodies were asked to consider the broad spectrum of views expressed during the regional consultations. This had the effect of cross-fertilising views and enabling acknowledgment of common ground between the various interest groups within the industry. Similar consultations were held with State and Commonwealth Government departments.

As a result of these consultations and their synthesis a second discussion paper entitled *Child Care Regulations: Proposals for Change* was issued. Further input was sought through written submissions and a 008 telephone 'Hotline'.

The Honourable the Minister for Family Services and Aboriginal and Islander Affairs met with peak bodies for open and lengthy discussion on achieving the appropriate balance between quality and affordability in child care. Alternative proposals were put forward, considered and refined.

These issues were referred to the Ministerial Advisory Committee on Child Care (MACCC) which was established to advise the Minister on child care issues, including legislation. The MACCC consists of fifteen community representatives and five ex-officio members. Membership is representative of the child care industry throughout Queensland.

At a meeting of the MACCC, attended by the Minister in late 1991, a compromise was reached on a negotiated set of proposals for regulation of the child care industry. The end product is highly regarded throughout Australia.

Implementation of the child care regulations has similarly involved consultation. When the legislation took effect in June 1992, seminars for licensees were held throughout Queensland. *A Handbook for Child Care Licensing* was produced with guidelines and other information about the regulations.

Regional Committees of licensees and directors have now been established to advise the regional managers of Community Services Development of any concerns about licensing and to continue the process of consultation with the child care sector.

This example, I believe, illustrates the benefits of consultation and negotiation between the government and non-government sectors. While the process was resource intensive, the outcome was a negotiated and credible agreement. In many other State jurisdictions, these results have not been achieved with consequent hostility and suspicion negatively impacting on the child care sector, families and governments for considerable periods of time.

Example: Disability Legislation

The passing of the *Disability Services Act 1992* was preceded by a similar consultative process, following the publication of a Cabinet endorsed Discussion Paper.

Copies of the Discussion Paper were widely circulated in a range of formats, which included braille and audio tape. Staff of Community Services Development throughout Queensland met with people with disabilities, their families, carers and service providers at more than 350 meetings across the State.

Written submissions were received and consultations on the Bill were held with all State Government Departments and with the Commonwealth Government.

There was general endorsement of the need for legislative principles and objectives to cover Government as well as non-government services, and for co-ordination of services in the disability area. This is now required under the *Disability Services Act 1992*.

The passing of the Act paved the way for the signing of the Commonwealth/State Disability Agreement, under which responsibility for accommodation and support services for people with disabilities was transferred from the Commonwealth to the Queensland Government.

The implementation of the Act has been assisted by a Government agreed document entitled *Directions Statement on Disability Services*. This document emphasises the relevance of different parts of the life cycle for people with disability and how this must be taken into account in further policy and service development. Of particular

significance and interest is the establishment of a cross government mechanism, the Disability Directions Committee which comprises the Director-Generals of departments and agencies with an interest in disability including such major issues as institutional reform. This represents an interesting model for cross government co-ordination in the human services area.

Example: Forward Plan on Ageing

The current formulation of a Forward Plan on Ageing is another example of a policy process which effectively involves government, non-government organisations and older people. The key steps in the development of this Plan have been to date:

- analysis and public documentation of needs as identified by the Office of Ageing, other government agencies, community organisations, researchers and older people themselves. Consultations have been focused through publication of *Queensland Seniors I and II in 1991 and 1992*;
- gathering and analysis of statistical and research data. This has been carried out over time. Information has been made accessible through the publication of a series of Fact Sheets and Resource Papers; and
- the establishment of an Inter-departmental Working Group comprising thirteen State Government Departments to develop proposals for action relevant to the identified needs of older people.

Currently, a draft Forward Plan is being finalised for further consultation and the consideration of Government.

Many other examples of these processes could be given. However, while such processes vary in detail, in essence the same key principles apply to ensure that quality, advice and the full range of issues are available to government for consideration.

(vi) Designing Improved Consultative Processes

As evident from the examples cited in this paper, consultation is fundamental to the practice of Community Services Development.

The skills, experience and knowledge of the non-government sector, and its diverse values are vital to the planning and development of funding programs administered by the Division.

Consultation offers the community an opportunity to influence the development of policies and programs, as well as to voice concerns and identify gaps in service provision.

Community Services Development undertakes consultations both regionally and centrally. These are carried out on an ongoing and issue specific basis. Consultations may occur through public meetings, meetings of services and community groups, and other forms of contact with consumers and reference groups.

The following basic, but sometimes neglected principles have been developed to guide the Division's consultative practice:

- the purpose of the consultation will be clearly spelt out;
- the Division will provide agendas, discussion papers, timetables and other written material necessary for effective consultations. The Division will provide feedback on the outcomes of consultations; and
- in designing consultative processes, consideration will be given to:
 - accessibility;
 - the need for local input;
 - cultural and language differences; and
 - the needs of people with disabilities and their carers.

Consultation principles have been published to familiarise participants with the standards they can expect (Consultation Principles Community Services Development, Department of Family Services and Aboriginal and Islander Affairs, Brisbane, 1991).

The design of consultative arrangements are informed by an understanding of the different constituencies that may be involved in consultation. In essence, the main constituencies of Community Services Development are:

- consumers and consumer advocates;
- the management bodies of services, and programs;
- staff working in community services, and unions;
- regional bodies and other statewide peak organisations and networks;
- other State government departments and agencies;
- other spheres of government including local authorities; and
- independent research authorities and training institutions.

Input from some or all of these perspectives can be appropriate depending on the aims of any particular consultative process.

It has proven very helpful to examine consultative processes undertaken by Community Services Development in terms of these constituencies. Strategic questions and resource capacity can then inform the nature and extent of any consultative process.

More specifically, within some regions progress is being made towards the development of regional advisory forums. These forums, which have a cross program focus, bring together representatives of community organisations, localities and interagency groups operating within a particular region. The brief of the forum is flexible, and includes the provision of advice on planning needs and priorities.

There are also a number of program based regional networks developed by agencies in relation to particular funding programs such as child care, disability services and family support services. Regional officers consult with these bodies on specific issues.

The advice provided from regional consultations is published in Regional Profiles along with service data and statistical summary information on specific populations.

(vii) Innovative Funding Strategies

One of the principle core activities of Community Services Development is the development of funding strategies that enable appropriate services and preventative programs to be effectively and efficiently provided by funded organisations.

There has been considerable innovation in this regard since the Division was established. Firstly, this is reflected in simple measures such as the rationalisation of funding programs. A large and complicated array of overlapping programs had grown over the years. Broadbanding simplified this structure making it more accessible and coherent for non-government services.

Secondly, a strategic approach was adopted to program design. For example, a three tiered domestic violence strategy was established. It linked existing funds with growth funds to provide a more comprehensive approach. The first tier comprises the Domestic Violence 008 Line which is a funded Statewide 24 hour telephone service for women experiencing domestic violence. The second tier comprises funded regional services which provide community education, face-to-face counselling and co-ordination of effort in each region. The third tier comprises supported accommodation services and other specialised activities such as projects aimed at prevention, and services for children caught up in domestic violence. The strategy complements the legislative reference of the courts and the police service. Through the Domestic Violence Policy Unit, the Division plays a significant lead agency role in ensuring that this new funding strategy is located within a co-ordinated cross government approach to domestic violence.

Thirdly, new services which have been separately funded for a common purpose, such as responding to people with gambling problems, have been actively brought together to maximise development opportunities, minimize overlap and ensure that a statewide overview is achieved.

Finally, within established funding programs, re-development and restructuring has occurred with the active participation and support of all stakeholders. This is illustrated by the Alternative Care and Intervention Services Program for children in care, previously called The Licensed Residential Care Program.

The transformation included not only a change in name but also a broadening of the target group under the program, extension of eligible services, and greater scope for innovative management and development of services. As a result, the last two years has seen an unprecedented level of cost neutral remodelling of existing services by non-government sector organisations, a concentration on high need target groups and localities, and more effective service delivery strategies.

Many other new funding strategies are currently being trialled to see how unmet needs can be serviced. Special strategies are being developed for example that are appropriate to rural communities. Particular attention has also been given to the development of services that are culturally appropriate across all sub-program areas. There has been a significant increase in the level of funds provided for Aboriginal and Islander communities who previously had limited access to funding programs. Cross program funding is becoming more common, and may in the future be applied to the establishment of training infrastructure. In this context, the Division commits the equivalent of 1.5% of grants provided for salaries to training for the non-government sector.

In summary then, the changes and achievements of Community Services Development have quite broad ramifications in terms of policy, planning, and the design of funding strategies and for the support of community services. These changes have been achieved within a collaborative context. In each case a critical factor has been the development of a shared agreement or compromise about the desirable end state.

7. FUTURE DIRECTIONS

The future presents many complex social issues, challenges and questions.

What new policies will be required to respond to an ageing population, to increased

workforce participation by women, to emerging economic trends and to the impact of rapid social and technological change. How will the partnership between the government and non-government sectors be shaped to address statewide concerns and local needs particularly in areas as different as high growth urban corridors and rural and remote areas.

It is certain that evaluation will be critical in determining future directions. At heart, evaluation is about being able to readily and coherently articulate what we do, and what benefits we provide. Evaluation becomes particularly important in the context of increasingly scarce resources, and increasing competition for these resources. It is critical that the community services industry meets this challenge.

There are however some obvious pitfalls which must be avoided. Principle among these is the important observation that social justice objectives are not readily reducible to simple quantification. The challenge is to devise data systems and qualitative analyses that together demonstrate both achievements and the real extent of social problems that community services grapple with on a daily basis. The current evaluation of the Supported Accommodation Assistance Program (a joint Commonwealth/State program administered by Community Services Development) illustrates the potential of the evaluative process to involve service providers in making such an analysis. Through a process involving discussion papers, consultation and feedback, the non-government sector has achieved significant ownership and control of this evaluation process. This has resulted in heightened awareness of the usefulness and relevance of the outcomes of this evaluation. The process has jointly involved the government and non-government sectors.

In conclusion, it seems that the time is ripe for a re-examination of the relationship between the government and non-government sectors that moves beyond the old, outdated stereotypes I mentioned earlier in this paper. There is a strong sense of urgency to rethink purpose. What after all do we want to achieve. Efficiency for its own sake? Glossy brochures to rival travel agencies?

If the goal is a fair and just society, where there are safety nets; where people do not have to live on the streets; where women and children do not have to silently bear the burden of being criminally assaulted and beaten into submission; where older people and people with disabilities can live with dignity in our society; where rights are protected regardless of a

person's ethnic and cultural background - then this should be said. These are not, after all, difficult notions to convey and are ambitions broadly shared by both the government and non-government sectors involved in community services.

In re-examining the purpose of community services, we should also carefully consider whether outdated stereotypes and mystifying language in fact still obscure the values and the strong sense of mission that underlies community service effort.

It is at the peril of the community service industry to focus inwardly - to remove itself from mainstream debates about where our society is going by operating within its own ideological comfort zone. Consideration must be given to competing paradigms replete with alternative sets of values, including those paradigms which give little prominence to the value of individuals, families and communities. This is not to say that these paradigms should be adopted. Nevertheless, when new insights and knowledge become available, their relevance and potential impact needs to be openly considered and debated. New ideas can not belong to one domain - neither the government or non-government sector, nor universities, nor particular industries.

In a similar way, large profit making bodies may find that they can learn from the client focus of community and welfare organisations and from the demonstrated capacity of non-profit organisations to manage effectively with minimal resource wastage.

There is an urgent need for effective cross fertilisation of ideas and interaction across all sectors be they private, government or third sector organisations. Community Services Development can be regarded as an experiment in that direction, interfacing across non-government, government and private sectors concerned with the provision of human services relevant and geared towards current and future needs.

The rich practice experience of Community Services Development, bordering as it does the terrain of government and non-government sectors suggests the future potential of a good working partnership.

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GOALS OF COMMUNITY SERVICES DEVELOPMENT

The main activities of CSD focus on the following specific goals:

DISABILITY:

To improve services for people with disabilities which promote and support their inclusion in the community and to ensure that they enjoy the same rights as other Queenslanders.

AGEING:

To promote a climate which ensures a broad understanding of ageing as a positive process and to ensure that the later years are a time of independence, opportunity and security for Queensland seniors in their chosen life pursuits.

CHILD CARE:

To enhance the number, range and quality of child care services provided in Queensland and increase the capacity of child care services to respond to a variety of needs, including those of Aboriginal and Torres Strait Islander families, families from diverse cultural backgrounds and children with disabilities.

COMMUNITY AND YOUTH:

Supported Accommodation Assistance: To ensure that homeless people in crisis, women, and women with children escaping domestic violence, have access to adequate and appropriate transitional supported accommodation and related support services.

Youth Initiatives: To increase the number and range of accommodation and related support options for young people under eighteen years of age who are chronically homeless and/or in crisis.

Family and Individual Support: To promote the capacity of families and individuals within their communities to achieve and sustain self reliance.

Alternative Care and Intervention Services for children and families: To protect children from abuse within their families and enable those children to develop to their maximum potential.

Child Abuse Prevention: To enhance the capacity of the family and the community to value and care for children and young people.

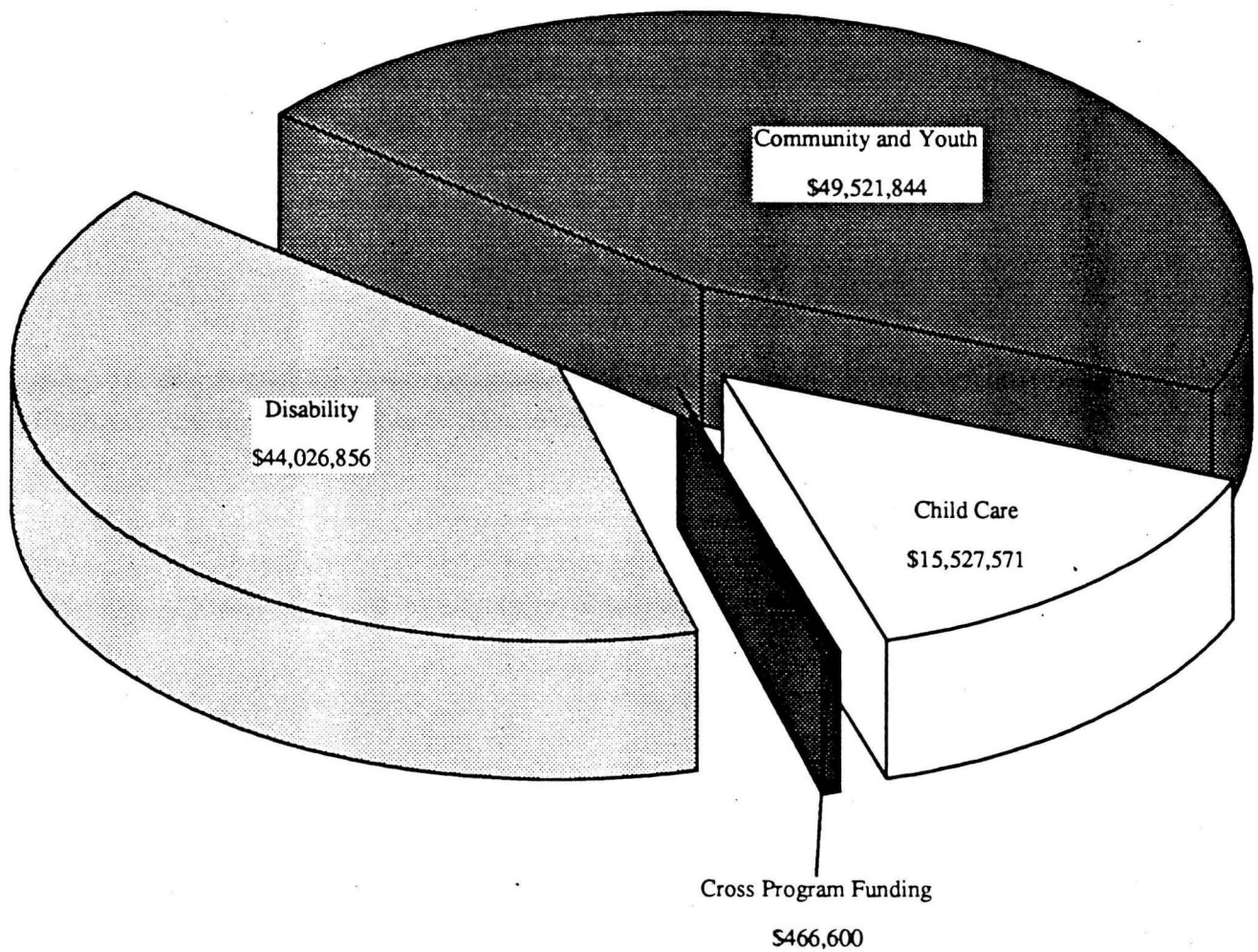
Domestic Violence Initiatives: To assist women experiencing domestic violence to establish a safe, non-violent domestic environment for themselves and their children.

Juvenile Crime Prevention: To enhance the capacity of communities to engage young people in community life.

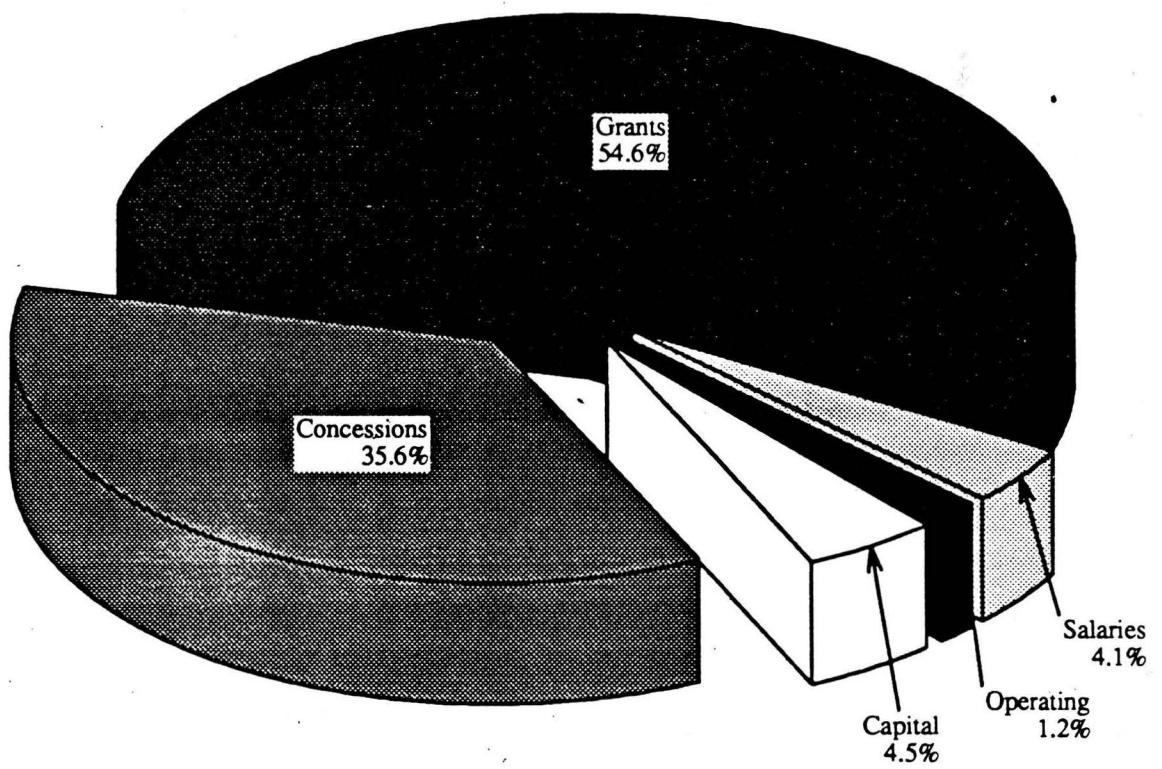
SOCIAL IMPACT ASSESSMENT UNIT:

To enhance the assessment of the social impacts of development, and to promote the consideration of social factors in land use planning.

COMMUNITY SERVICES DEVELOPMENT
1992-93 GRANTS AND CAPITAL BUDGETS BY SUB-PROGRAM

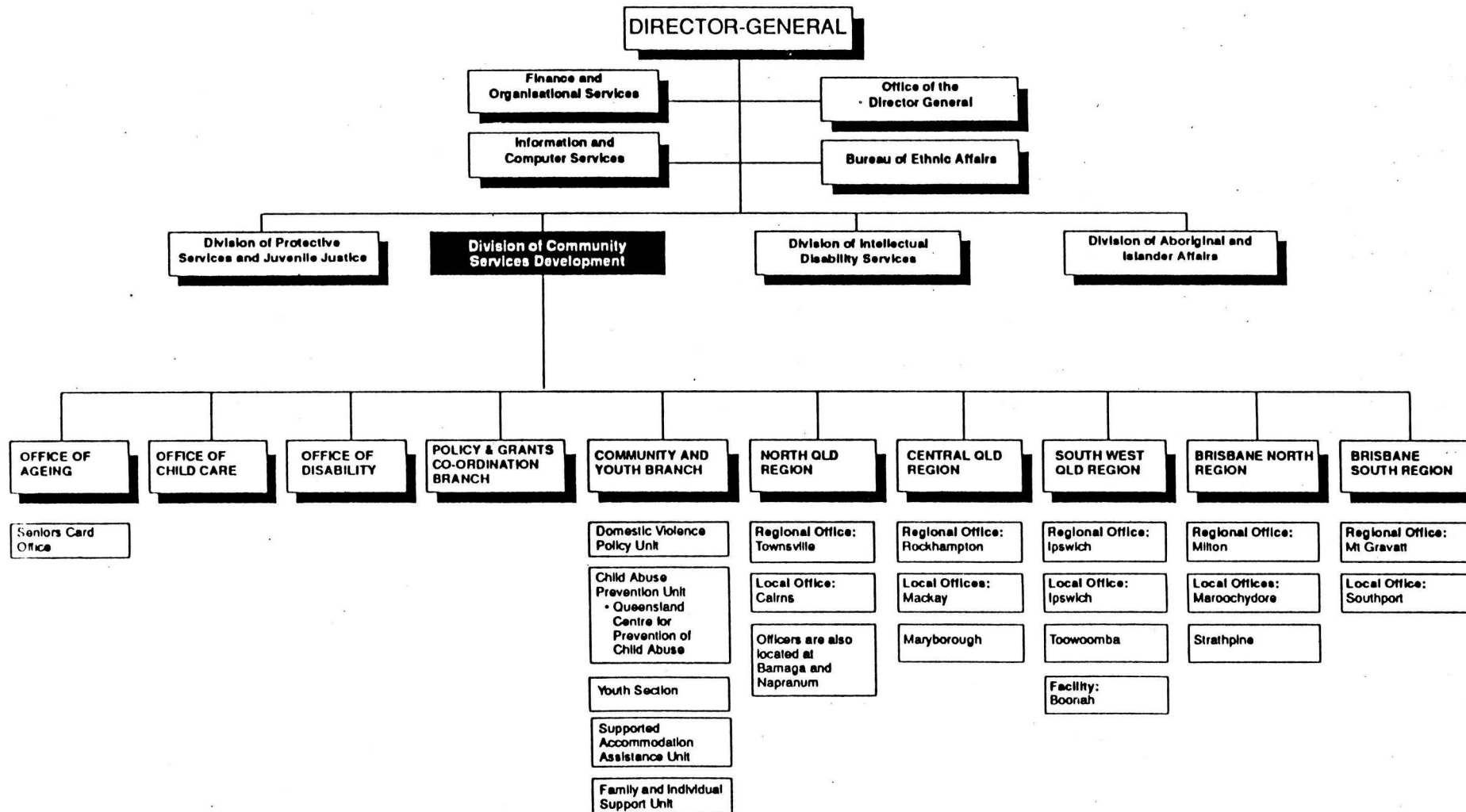


DIVISION OF COMMUNITY SERVICES DEVELOPMENT BUDGET 1992-93



**DIVISION OF COMMUNITY SERVICES DEVELOPMENT
DEPARTMENT OF FAMILY SERVICES AND ABORIGINAL AND ISLANDER AFFAIRS**

Structure Diagram



**REGULATORY INSTRUMENTS -
COMMUNITY SERVICES DEVELOPMENT**

INSTRUMENT	PURPOSE	EXAMPLE
Legislative provision	Provides legislative basis for provision of grants	Family Services Act Queensland Disability Services Act
Legislative regulation	Regulates standards of commercial and not-for-profit activity	Child Care Regulations
Funding program guidelines	Provides administrative conditions and requirements on use of grants throughout Queensland	Annual audited statements, quarterly returns
Service agreements	Reflects negotiated conditions and performance information on use of a grant by a specific organisation in a specific locality	Agreement between the Department and a funded organisation
Standards documents	Reflect sectional/departmental consensus as to desirable standards in not-for-profit services	Minimum Standards for Women's Refuges in Queensland

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