PARTNERSHIPS AND PUBLIC SERVICE VALUES

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ABSTRACT

In the early 1990's, Canada's federal and provincial governments entered into the largest public service renewal and reform in forty years. A major approach to reform used by these governments was Alternative Service Delivery (ASD) mechanisms. An especially successful form of ASD mechanism is partnerships. At the same time as the public service reforms were being carried out, there was unprecedented emphasis on the importance of public service values.

The purpose of this thesis is to examine the effects of partnerships on public service values. The central research question is: What are the implications for public service values of governments' initiatives to deliver public services through the use of partnerships?

This thesis responds to a concern that public service reform, including partnerships, has not taken adequate account of its impact on traditional values, and that reforms give rise to new values which may conflict with or complement traditional values.

The thesis describes partnerships in general and examines four types of partnerships - collaborative, operational, consultative and contributory. The methodology used for the thesis is qualitative in nature. Description and analysis are based not only on information obtained
through the relevant literature but also on data collected from interviews. The interviews were conducted with selected public, private and third sector organizations. Actual case studies were examined for each of the four types of partnerships.

Partnerships do impact public service values and can be assessed in relation to them. The use of partnerships has important implications for a number of public service values. Among the categories of values most affected are traditional and new professional values, ethical values and democratic values. A list of thirteen values was established in this thesis as a framework for assessing partnerships. Seven of these values proved to be especially important to the creation and implementation of successful partnerships. Thus, reformers should take account of at least these seven main values when establishing and operating partnerships.

Six recommendations are put forth for consideration when partnerships are established and formalized. Generally these address the need for a values framework; public service values used to assess partnerships; training programs; and formalizing partnerships in writing.
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CHAPTER 1

Introduction

In 1992, the Canadian government entered into the largest public service renewal and reform in forty years. The public service approach during the past twenty years of "doing more with less" is being replaced by a new public service challenge which is to "get government right" by determining "what government should do and the best way to get it done." To achieve public service renewal, substantial public service reform is essential. One of the current major approaches to public service reform is the use of Alternative Service Delivery (ASD) mechanisms. These mechanisms require that significant changes be made to the structures and processes of government in general and the public service in particular. As federal, provincial, and municipal governments move into the 21st century, they can no longer afford to support rigid, bureaucratic, reactive, rules-driven organizations. Rather, today's public service must be flexible, consultative, outcome focused and proactive...As governments continue to rethink the way they do business, they are looking more and more towards innovative solutions to respond to an increasing number of complex pressures and problems.
It is important to examine the implications of public service reform for such values as responsiveness, accountability and innovation. As government begins to allow public servants to be more innovative, it must also ask what type of innovation works well, where and why.

Statement of Research Purpose

The major purpose of this thesis is to examine the effects of the use of one of the most widely used forms of ASD mechanisms, namely partnerships, on public service values. The central research question is: What are the implications for public service values of the federal and provincial governments’ initiatives to deliver public services through the use of partnerships? Other specific research questions to be addressed are:

1. Which public services can be delivered successfully by partnerships? Is client satisfaction improved by the use of partnerships?
2. What are the public service values against which partnerships should be assessed? Are these values old or new values? Are they ethical, democratic or professional values?

These questions and the thesis itself are, in large part, an attempt to respond to the concern that reform in the public service, especially in the form of partnerships, has not taken adequate account of its impact on "old" or traditional values. The thesis also examines the concern that recent public service reforms have given rise to new values which may conflict with,
as well as complement, old values.

**Impetus for Reform**

Because of the need for public service renewal and reform, the public service is exploring different approaches to its service and regulatory functions. One of these approaches is the use of ASD mechanisms which is intended to help all levels of government in Canada meet three new challenges, namely

1. modernizing service delivery;
2. strengthening policy capacity; and
3. building a national institution which is responsive to future needs.

This introductory chapter examines the major current factors influencing the public service, namely the development of New Public Management (NPM), partnerships as a type of ASD mechanism, and public service values. The focus of the thesis is on partnerships which will be more fully examined in Chapter 2. In order to understand the environment in which public service reform is occurring, it is necessary to determine the factors that stimulate and drive change and the need for reform.

**The Response**

Several environmental factors are driving public service reform. The first and most dominant factor is the need to reduce deficits at the federal and provincial levels of government. To do so, the government of the day works towards reducing government expenditures. Although there is a need for governments to reallocate resources and reduce expenditures, they must still strive to deliver quality services to the
public. To facilitate the process of reform required to meet this need, the government is identifying core responsibilities and deciding how best to deliver services, such as health care, with less money. As governments reallocate resources, they cannot isolate themselves from the increasing demands of the public for services which they think are essential.

A second factor that drives public sector reform is the public's perception of the role of government. Government often finds itself in a "Catch 22" position as the public demands quality services without increased taxes while the government is in the process of cutting expenditures. Some people suggest that, at a time like this, "government should be run like a business." It is important to remember that although "there is a degree of convergence between the two, both are striving to effect organizational change to a service culture focused on clients"; yet there are differences between them as well. The public service is not the same as a private business. If the public service is to be operated as a business, then more emphasis must be put on business values, such as efficiency and profitability to the probable detriment of public service values such as accountability, effectiveness and fairness. The consequence might be that some public services may not be delivered because they are too expensive. Therefore, the current demand for an accountable and transparent government would not be met; rather the public's mistrust of the government and public service might be heightened.

The third factor that influences public service reform is
globalization. The movement towards a more global society and economy limits the government's ability to act alone and unilaterally. Instead, government is obliged to think about bilateral and international interests when making national decisions. As well, the rapid increase in information technology characterizes globalization. Therefore, as a result of globalization, the public service faces the challenge of responding to and organizing for the advances in information technology.

Thus the fourth factor driving public service reform is information technology which creates both opportunities and problems for the public service. Some of the opportunities created by technology for the public service are improved communication, a public that is better informed and educated about the government, and enhanced efficiency and productivity. In addition, information technology is effective in supporting such public service values as transparency, probity, accountability, fairness and consistency. For example, computers have made information regarding government more accessible for public viewing and scrutiny. A more informed and knowledgeable public is not only likely to understand values but also to expect government to deliver services which reflect such values as efficiency and responsiveness.

In spite of these advantages of information technology, there are notable disadvantages. One of the disadvantages is "changing the nature of work" in a direction which decreases the number of job positions. At the same time, ethical questions
arise about confidentiality and privacy of information.\textsuperscript{14}

The dramatic changes in technology are supplemented by socio-demographic changes which include an aging population, different levels of education amongst the public, and changing patterns of employment. As government responds to such changes, it finds that increased demands are placed upon its resources.\textsuperscript{15} As well, the national unity issue causes government to consider carefully policy development and program delivery.\textsuperscript{16}

In addition to the preceding environmental factors which are driving public service reform there is the influence of an important government report published in 1990. The report, entitled Public Service 2000 (PS2000), initiated a major thrust for change and reform in the federal public service. The then Prime Minister, Brian Mulroney, announced that the public service needed to "create a new consultative and client-oriented culture."\textsuperscript{17} It became necessary for the public service to rethink how it 'was doing business' not only at the federal level, but also at the provincial and municipal levels at a time when there was a concerted move towards improved service, innovation, and deregulation.\textsuperscript{18} As part of its response to the demands created by change, the federal government clearly enunciated the mission for the public service of Canada in the following statement:

The mission of the Public Service of Canada is
- to serve Canadians by delivering to them...
- programs... and ...;
- to do so efficiently, and with due regard for
probity and the prudent stewardship of the taxpayer's money,
-commitment to the quality of services provided to Canadians,
-loyalty and excellence in the support provided to Ministers,...
-through members who are...
-representative of the public and the regions of Canada,...
-committed to openness and consultation in providing services to the people of Canada,...
[and]
-responsible and accountable for the exercise of the authority vested in them.¹⁹

The federal government's initiative for change opened up a slow process which encouraged the pursuit of certain public service values through the expanded use of ASD mechanisms. The values reflected in the preceding mission statement are efficiency, quality, loyalty, excellence, representativeness, openness, consultation, responsibility and accountability.

As public service reform is occurring to meet the demands of the environmental factors that are driving change, the public service continues to uphold parliamentary democracy and the public interest. Jocelyne Bourgon, the former Secretary to the Federal Cabinet, in her 1997 Fourth Annual Report to the Prime Minister on The Public Service of Canada, indicated that public servants need to "renew their commitment to serving Canada and Canadians" by making the public interest, not government departments, their main concern in policy development.²⁰ In addition, the public service needs to deliver integrated rather
than individual services to clients.\textsuperscript{21}

There are four major emphases in the movement towards public service reform. The first is a focus on client service, which involves serving Canada and Canadians by focusing on such professional values as quality service, efficiency, excellence, responsiveness and professional competence.\textsuperscript{22} A second related reform emphasis is on loyally serving the public interest as represented by the decisions of the government of the day.\textsuperscript{23} By so doing, the public service loyally helps ministers to form, implement and evaluate policy; to understand and respect democratic values, including accountability to ministers, and, through ministers, to citizens; and to respect the rule of law and democratic principles.\textsuperscript{24} The third reform emphasis is on the initiative to renew ethical values such as honesty, integrity and probity by serving the public interest rather than any private or self interest.\textsuperscript{25} The final emphasis is on the need for the public service to become innovative in decision-making, policy development and the delivery of services by devising different ways of doing things. It may be that the movement towards the use of ASD mechanisms helps to fulfill Bourgon's four reform challenges. But, before any significant reform is possible, the public service must reinforce its commitment to remove the "red tape" associated with bureaucracy and to create
a more horizontally structured public service.\textsuperscript{26}

Plumptre and Hall provide a summary of the response to current factors influencing change and reform in the public service. They write that the public service can create a climate conducive to implementing a service improvement policy by building an organizational culture that encourages initiative and innovation, has a network of strong internal communications, encourages consultation with clients..., capitalizes on innovative ways..., and constantly supports service excellence.\textsuperscript{27}

The New Public Management (NPM) movement includes a large part of such reform.

NPM supports public service reform by focusing on the public service from a bottom up perspective rather than a top down organizational perspective.\textsuperscript{28} NPM relies more on input from specialists in management and business administration than in political science and government.\textsuperscript{29} NPM, therefore, concentrates on life and work in the organization/public service rather than only on the structure of the organization and its political milieu.\textsuperscript{30} Thus, the NPM movement "seeks to understand or improve features of organizational life such as leadership, strategic management, organizational climate, service quality, innovation...and 'client satisfaction'."\textsuperscript{31} Broadly, one can argue that a major factor contributing to the implementation of ASD mechanisms is the movement towards NPM. NPM is closely related to ASD in that many of the proponents of NPM look to ASD mechanisms as a means of achieving their objectives for bureaucratic reform.
In order to define NPM and assess its impact on the changing environment in government and in business-government relations, it is useful to review the ideas of three authors, namely, Savoie, Borins, and Kernaghan. Savoie, who is a critic of NPM, contends that the NPM "philosophy is rooted in the conviction that private sector management is superior to public administration. The solution, therefore, seems to be to transfer government activities to the private sector through privatization and contracting out [and to] transfer business management to government operations."³²

Borins, who is an advocate of NPM, presents a multifaceted definition of it which can be directly applied to the reform occurring in the public service through the use of ASD mechanisms. He describes NPM as

a normative re-conceptualization of public administration consisting of several interrelated components: high quality services, ... increasing autonomy of public managers; ...measuring and rewarding ...[on] reaching performance targets; making available human and technological resources..., and [appreciation] of the virtues of competition, maintaining an open-minded attitude about which public purposes should be performed by the private sector, rather than the public sector.³³

The main objective of NPM is to reduce the role of government through reliance on the private sector. A further definition of NPM emphasizes the need for government to pursue new ventures with business through such approaches as ASD mechanisms. Kernaghan states that NPM involves the "application of business principles and market mechanisms to public organizations."³⁴
However, NPM can also apply to other sectors in order to reduce the role of government in service delivery. Kernaghan notes further that NPM refers to "a wide range of approaches to public service governance." The approaches are grouped in three categories - those which reduce the role of the state [privatization, contracting out]; those which reform the machinery of government [restructuring, deregulation, special operating agencies, re-regulation]; and those concerned with improving management [empowerment, collaboration, partnership]. The implementation of NPM principles helps government to meet the demands for structural and process change and reform. The NPM model, together with ASD mechanisms, can guide and help governments to meet the current need to provide efficient, effective and responsive programs. I now turn to an examination of ASD mechanisms, followed by an explanation of the meaning of values.

**ASD Defined**

ASD is defined as an "appropriate means of providing programs, activities, services, and functions to achieve government objectives." More specifically, ASD is "a creative and dynamic process of public sector restructuring that improves the delivery of services to clients by sharing governance functions with ... other government entities" such as the private or third (voluntary) sector. Although questions remain as to what and how government programs and services will be assessed, designed, implemented and evaluated, ASD, as a viable option for the delivery of non-core government services, is an
accepted way of achieving government goals and objectives. \(^{39}\)

ASD is both a consequence and a dynamic process. \(^{40}\) The use of ASD mechanisms is a consequence of the need for organizational change in the public service resulting from environmental changes. The decision of the government to employ such mechanisms as partnerships is a consequence of environmental changes affecting the public service. Hikel writes that the aim of ASD mechanisms "is to find new structures and processes that are more appropriate to... smaller financial resources, and to see whether increased efficiency can be achieved, thereby replacing some of the service capacity jeopardized by fewer dollars." \(^{41}\)

ASD is a dynamic process involving the redesigning and restructuring of program delivery through mechanisms such as partnerships. Governments are smaller and are delivering programs with less money and staff. While doing so, they must continue to deliver quality services to the public. Governments must look for new ways to deliver these quality services. Thus, ASD mechanisms present a "governance challenge" to a public service that is having difficulty with direction, management and accountability of traditional bureaucratic structures. \(^{42}\)

**Types of ASD Mechanisms**

There is a wide range of ASD mechanisms available to governments as they reform service delivery. Among the ASD mechanisms which governments may choose to employ are: \(^{43}\)
This thesis focuses on one of these mechanisms, namely, partnerships. The mechanism of partnerships was chosen as an example of ASD mechanisms for several reasons:

a) an adequate volume of scholarly literature is available on partnerships;
b) the mechanism has been widely adopted and there is, therefore, a number of organizations which can be studied;
c) compared to such mechanisms as tax incentives and Crown corporations, partnerships are relatively new, at least in the extent of their use;
d) partnerships focus on service delivery to the public;
e) the use of partnerships helps the government of the day to maintain quality service delivery in times of reform, financial restraint and downsizing; and
f) the use of partnerships has significant implications for public service values.

It is important to briefly define a partnership.
A partnership exists when two or more organizations have common goals to achieve or receive mutual benefits through the sharing of information, work and power. More specifically, a partnership occurs when government enters into service delivery with another party such that each partner provides resources, while, at the same time, "shares in the risks and rewards." Usually, the public service is the dominant partner because it has more financial resources and can enact and use legislation.

It is important to recognize that governments are beginning to "row less and steer more" as they utilize ASD mechanisms to deliver services. Also, as ASD mechanisms are used increasingly by governments to deliver non-core government services, there is increased demand for reference to public service values or a framework of public service values (See Appendix A). The federal Deputy Minister's Task Force Report on Public Service Values and Ethics indicates that values "pull" the public service forward and command improvement.

The Importance of Values in the Public Service

In order for public service to prosper and build on its traditions, it must understand the values which underlie service delivery. In order to do so, government needs to build a "cohesion of values" so as to provide an infrastructure or framework that supports the ASD process. Support for such an approach to public service values is found in administrative theory. The normative dimension of public administration theory is described as including "the 'value goals' of the field, that is, what public administrators [and public servants] (the
practitioners) ought to do given their realm of decision alternatives." The first level of delivery, Level A, includes "overall role, policies, priorities and structure of government (including legislation)" in which the "focus is on overall responsiveness to public needs." The second level, Level B, indicates that the government ought to design "programs to deliver the policies and the selection of the method of delivery" with a "focus on the effectiveness with which the needs are met." Third, Level C, focuses on the "design and operation of the program delivery system" and stresses "the economy and efficiency of delivery and the quality of service provided." As a result, if reform in government is to occur through the use of ASD mechanisms, values such as responsiveness, effectiveness, efficiency and quality, among others, must serve as a framework within which policies are established, programs are designed and implemented, and outcomes are evaluated by the public, private and voluntary sectors. The Task Force on Values and Ethics writes eloquently that

public service renewal cannot come through new techniques or approaches to public management alone. These are important, even crucial, but they are the icing on the cake, the superstructure, the outward manifestation of an inward reality. They will not succeed- or worse, they will lead the public service into the wrong paths- unless they are animated from within by sound public service values.

Public servants are uneasy about the status of public service values because there is an emergence of "new" values which have not yet been reconciled with "old" values. As
values, both old and new, gain new life and strength, public servants, or deliverers of public services, must balance conflicting values, such as effectiveness and efficiency, in order to deliver quality services to the client.

As the public service continues to classify, reaffirm or express values in new ways in times of renewal and reform, the core public service values continue to be drawn from democratic, ethical and professional values. In times of policy and service delivery reform, core public service values should remain constant and enduring because they serve three main purposes.

First, values provide a framework which serves as an analytical tool for the study of public administration and public servants. Values can be used to explain and evaluate "past, current and emerging" patterns in the public service, including the use of ASD mechanisms. Second, values can be employed as a management tool to motivate people to work, especially during a time of reform. Reform creates anxiety, uncertainty and resistance to change while values continue to be the "bedrock" and provide both structure and direction. Values guide those persons who live and work in the public service and who are expected to deliver quality services. The top twenty current major public service values are identified by Kenneth Kernaghan in his article, "The Emerging Public Service Culture: Values, Ethics and Reforms" (See Appendix B). Third, values can be used to complement, replace or reduce the need for rules and regulations. Values, therefore, unlike rules and regulations, become a dynamic, flexible, yet disciplined system which allows
the public servant to place "greater reliance on personal responsibility [innovation] and less reliance on overhead [bureaucratic] controls" to meet the demands of public service reform.

Defining Values

ASD mechanisms are designed to achieve certain service goals and objectives such as efficiency and cost-effectiveness which can be aligned with or expressed as values. Values are a complex phenomenon because of several factors. One of these factors is that it is the nature of values to conflict. A second factor is that values are perceived and defined in different ways by different people. For the purpose of this thesis, values are defined as "enduring beliefs that influence the choices made by individuals, groups or organizations from among available means or ends." It is important to explain the categories into which public service values are grouped.

Core values are those which are most central to the public service as a whole or to a particular public organization. These values ought to be shared and experienced by all. The articulation and diffusion of these core values help a public servant or public service delivery provider to internalize and practice the values espoused by the organization over his/her own values. This is done partly by developing "a sense of belonging to a community" with a commitment to shared values.

Shared values are those values which are "deeply supported and...endorsed...about what [is] important" to the organization. Therefore, they are values which move beyond the
written word on a page, they become 'lived'. They become "more than [mere] advertising slogans." In order for shared values to be utilized and effective, public servants and service providers must interpret the meanings of the values from a common perspective. Values must be shared if they are to be integrated into the public service as a whole, into individual organizational levels/departments, and into service delivery agencies outside of government.

Values are classified here in two major and related ways. The first classification compares old (traditional) values and new (emerging) public service values. Examples of old values are accountability, integrity, efficiency, responsiveness, effectiveness and equity. These values may not always be the focus of public service attention as new values emerge and take precedence, thereby challenging, complementing or supplanting traditional values. New values are often a different way of achieving traditional ends or expressing old values. For example new values such as service and quality are closely aligned to old values such as responsiveness and effectiveness. The new values include quality, innovation, initiative, creativity, resourcefulness, service, horizontality, and teamwork. The waxing and waning of old and new values are dependent on the political, economic and social conditions of a society at any given time and circumstance. Thus, "a synthesis of old and new values is both possible and necessary, and ... together they will help to create an even stronger culture of public service, and not necessarily a new culture but one which
has rediscovered itself and gained thereby new life and strength." As old values are challenged by the presence of new values, the public service, as a profession, is responsible for enunciating its values, both old and new, and for trying to find a balance between them.

One possible way of balancing old and new values is for the public service to delineate the professional characteristics of the individual public servant, provide a code of ethics and statement of values, and determine criteria for quality service. These old and new values are usually familiar to the public service and to the private sector and individuals in society. Therefore, professional values, such as excellence, quality, competence, effectiveness and impartiality, chosen by the government and reflected in its objectives, are able to be shared by, transferred to and implemented in the private and third sectors through ASD mechanisms such as partnerships.

The second classification of values includes ethical, democratic, professional and people values which may, like old and new values, conflict, harmonize and overlap with each other. Ethical values pertain to what is right or wrong or good or bad. It is through the use of ethical values that principles and rules of ethics are drafted. Included among the most prominent ethical values are integrity, honesty, impartiality, responsibility, accountability, probity, prudence, equity, objectivity, disinterestedness, discretion and public trust (See Appendix B). Ethical values are important because these are the ones to which individuals often adhere when resolving a

*Note: For purposes of this thesis, people values are acknowledged but not examined as part of a classification of values.
value conflict. Values based on ethics alone are not comprehensive enough for a public service which operates in a democratic system because they "take their distinctive coloration from their intersection with democratic and professional values." It is, therefore, important to examine ethical values in concert with democratic and professional values.

Democratic values are important to the public service because they form the basis upon which all other values are built. They involve the public servant pursuing public interest by "helping ministers, under law and the Constitution, to serve the common good," while at the same time being loyal to the government of the day and supporting democratic accountability. Additional democratic values such as neutrality, responsiveness, representativeness, openness and public interest shape the role of the public service (See Appendix B). As change, reform and renewal occur in the public service, especially through such mechanisms as ASD, it is vital to protect and enhance democratic values. Also included in the classification of values are professional values. Professional values include such values as excellence, competence, objectivity, impartiality, truth, quality, innovation, service, teamwork and initiative (See Appendix A).

Since values and service delivery are aligned with each other, one wonders whether public service values can be transferred to the private, third and international sectors through ASD mechanisms, specifically partnerships. In answering
the question, it is important to understand that the use of only one category of values, such as the ethical one, is insufficient as a basis for assessing public service reform and renewal through the use of ASD mechanisms.

**Research Methodology and Structure of the Thesis**

The methodology of this thesis is qualitative in nature. Description and analysis are based not only on information obtained through a search of the relevant literature, but also on data collected from interviews. These were conducted with selected public, private and third sector agencies who were preparing to deliver, have delivered, or are in the process of delivering programs/services through the use of partnerships. Actual case studies are examined from each of four types of partnerships - collaborative, operational, consultative and contributory.

The case studies are based on information collected during scheduled interviews with selected interviewees either in person or by telephone. During the interview, several focuses were identified --- how the ASD mechanism, partnership, was chosen and implemented; which public service values support and direct the partnership and the effects of the partnerships on the quality of service delivered (outcomes). Conclusions and recommendations based on the findings are drawn.

**Structure of Thesis**

This first chapter of the thesis includes an explanation of the origin and meaning of such key terms as ASD mechanisms and values. This chapter also explains the methodology used to
conduct the research. Chapter 2 focuses on partnerships. Included in the chapter are the components of partnerships, the types of partnerships, why partnerships are used as an ASD mechanism, and the relationships between partnerships and empowerment. Chapters 3-5 will focus on each of the major types of partnerships (collaborative, operational and consultative/contributory). Each of these will be discussed in detail on the basis of appropriate case studies and interviews (see Appendix C). These chapters will also include a description of each type of partnership examined and government strategies for preserving public service values. The partnerships will be analyzed with respect to different public service values. The public service values chosen can be applied to examine the four types of partnerships noted above. The values listed by Kenneth Kernaghan in his article "Shaking the Foundation: New versus Traditional Public Service Values" will be used as the basis upon which to analyze the effects of partnerships on public service values. The values are categorized as old (traditional) or new (emerging) values. The old values are accountability/responsibility, neutrality, integrity, efficiency, effectiveness, representativeness, responsiveness and fairness. The new values are innovation, service, quality, teamwork and horizontality. A review of the literature suggests that the above values seem to be more important than others. There are, of course, additional values to which this study will be sensitive. Chapter 6 will analyze and report findings from the research. Research already
reported concerning the relationship between ASD partnerships and public service values will be included. Chapter 6 will also include conclusions and recommendations. References, Bibliography, and Appendices will be provided at the end of the thesis.

**Conclusion**

As new ways of delivering services are considered, it is important to assess their impact on public service values. Public service values are the essence of the organizational culture in which individual organizations/departments and service delivery agencies work. The development of a values framework can serve to promote and support the use of ASD mechanisms. The challenge in this thesis is to demonstrate that the use of ASD mechanisms, especially partnerships, enhances the ability of the public service not only to be creative and innovative in reforming its services, but also to deliver affordable and effective programs/services within a values framework. It will be argued that ASD mechanisms assist government to change and respond to its mandate requirements to: reduce deficits and accumulated debts; to compete with other jurisdictions and sectors; and to deliver services and provide contexts within which business may grow and invest and citizens may express satisfaction with the quality of the programs and services they are receiving.
Endnotes


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46. Ekos, Perceptions, p. 62.

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83. Ibid, “Shaking the Foundation".
CHAPTER 2
Partnerships Described

The "Report on the 1996 IPAC Deputy Ministers Issues Survey: The Public Service Renewal Agenda" indicates a need to restructure or redefine service delivery in government. One response to this challenge is an increased awareness and implementation of partnerships as a tool to "rightsize" government. Because there is a trend in the public service to use partnerships, it is important to examine the general effects of their use on public service values as well as their specific effects within a value framework. Before an examination of the impact of partnerships on public service values is made it is useful to define and describe several selected terms in order to begin the examination with some measure of clarity regarding key concepts.

The term partnership has become widely used in different areas of organizational life. A reading of the literature available on partnerships leads one to make the assumption that "partnership" has not only become a "buzzword" in organizational life, but that it is also a reality and a necessity. Currently, the public, private, not-for-profit (third sector) sectors, on both a domestic and international level, are partnering with each other to achieve common objectives and, in particular,
improve service delivery. ASD, in the form of partnerships, is an integral ingredient in the delivery of improved, quality services by the public service. In order to understand the process of building partnerships, it is necessary first to examine their development. Many authors write that the term partnership is not a new one and that the idea has some history attached to it.

**Partnerships- An Evolution or Revolution?**

The evolution of partnerships has been gradual. The private sector has been employing partnerships for many years and the public sector has used partnerships, although sparingly, since the 1940's. Unfortunately, until recently, the public service has been reluctant to enter into partnerships with other public service departments, other levels of government, and the private and third sectors. It is notable, however, that the degree of reluctance of the public service to enter into partnerships is gradually diminishing.

The change in the public service attitude toward partnerships is supported by the government report emerging from the federal Public Service 2000 (PS 2000) initiative. The report, titled *PS-2000-The Renewal of the Public Service*, indicates that public service partnerships are "becoming more common" in dealing with public service financial restraints, limited resources and limited capacities. As PS 2000 was
published and reviewed by the federal government, the Ontario government developed and implemented an Ontario Public Service Partnership Network. Also, in 1992, 103 submissions were received for the Institute of Public Administration of Canada's (IPAC) award for Innovative Management for which the theme was partnerships. More recently, the Harris government in Ontario established partnerships as one of its priority ASD mechanisms as outlined in the Alternative Service Delivery Framework (1996). Partnerships are being employed at all levels of government at a time of considerable change and fiscal restraint.

Thus, since the early 1990's, there has been a continuous progression towards the increased use of partnerships in the delivery of government services. As with any other progression, partnerships will continue to evolve. Therefore, it is safe to forecast that partnerships will become an integral part of the organizational life of the public service. Because partnerships are evolving in a variety of contexts and are being viewed from a variety of perspectives, it is important to describe what is meant by partnerships as an ASD mechanism.

**Partnership Defined**

In order to define the term partnerships, it is helpful to consult government documents. In the federal government document, entitled *A Framework for Alternative Program Delivery*,...
partnership is defined as a "collaborative arrangement between two or more parties based on mutual interest and a clear understanding, arrangement or contract that sets out the objectives and terms of the agreement." However, this definition is incomplete. Because each partner is not liable for the other's actions, it does not represent a "true legal partnership." This lack of completeness in definition is not evident in the document used by the Ontario government in its Alternative Service Delivery Framework which defines partnerships as a delivery of government services with another party in which each party contributes resources and shares in the risks and rewards of the partnership. Although the two above-mentioned definitions include the main components of partnerships, the working definition of partnership used by Rodal and Mulder is used in this thesis. Rodal and Mulder write:

- [a] partnership is an arrangement between two or more parties [in the public, private or third sector] who have agreed to work co-operatively toward shared and/or compatible objectives; and in which there is
- shared authority and responsibility (for the delivery of programs and services, in carrying out a given action, or in policy development);
- joint investment of resources (time, work, funding, material, expertise, information);
- shared liability, or risk-taking; and
- ideally, mutual benefits.

But, Wright and Rodal point out that another author, Poerksen,
describes partnerships as a "plastic word" which is abstract and value free. However, by examining definitions, one recognizes that partnerships are not abstract or value free. The principles and components of partnerships imply and support a values base.

**Principles/Components/Elements of Partnerships**

Rodal and Mulder’s definition of partnerships and the components included in their definition further an understanding of this ASD mechanism. The first component in the definition is that the partners or interested "parties" must be compatible. Such compatibility is linked closely to a commitment to shared visions, goals, objectives, interests and values.

The second component in the definition is that partners must share authority and responsibility. This principle introduces the concept of power into partnerships. But different types of partnerships carry different forms of power. For the purposes of this thesis, power, in the form of authority and influence, is important. Authority is involved when partners "obey commands" because the source of the command is respected. In contrast, influence includes such forms of power as persuasion, suggestion and the exchange of information used to reach a compromise, consensus or to achieve common objectives. Further, the sharing of power, especially in the form of authority and influence, is not value neutral. The values that accompany such forms of power are responsibility, accountability, trust and respect. Responsibilities and lines of accountability need to be clearly defined, communicated and
The building of trust and respect promotes the chance that partnerships will succeed in achieving their goals, objectives and improving service delivery.

The third component of Rodal and Mulder's definition is that partners need to have a joint investment of resources. The value of equity, therefore, underlies partnerships. Because partners share resources such as information and expertise and because each partner works to fulfill mutual goals, each partner must have fair access to all available resources.

The fourth and final component identified by Rodal and Mulder is that if partners pursue mutual benefits they must also share in the liability and risks. As each partner works towards the achievement of common goals through service delivery, each partner must also share commitment, benefits and risks. If one is to share the benefits and risks in a partnership, integrity becomes an important value because it, along with accountability, sustains the viability of the partnership and the delivery of the service. The preceding set of principles and values is reflected in the traditional classifications of partnerships into four categories.

**Types of Partnerships**

Although partnerships have been divided into four types, a partnership arrangement may include a combination of elements from one or more of the different types. Just as there is a hesitancy to define partnerships because they are evolving, there is also a hesitancy to categorize partnerships according to different types of arrangements. However, it is necessary to
do so for points of reference throughout the thesis and to recognize that different values may be more applicable to one type of partnership than to another.

One type of partnership is referred to as **collaborative**. Collaborative partnerships may be entered into for many reasons and can range from working together in order to co-locate offices to co-managing policy, programs and resources. A collaborative partnership is most often one that is representative of a true, real, genuine or powersharing partnership. This type of partnership involves levels of government and organizations in the private and voluntary sectors in which they agree to share power and authority in the decision making process on programs and the delivery of services. A partnership such as this is rare because it involves risk-taking whereby each partner is expected to be involved in and to exercise power in the decision-making process. This type of power-sharing partnership is not only real, but it also requires each partner to give up some autonomy in order to achieve shared and compatible objectives by pooling such resources as money, information, technology and labour. Although, in some instances, the government "hands over" some of its power to an outside organization, the resulting partnership is still considered to be collaborative in nature. Partners in such a relationship remain mutually dependent as each partner provides a number of resources, and is involved in the decision-making process. Examples of federal collaborative partnerships are the Canadian Tourism Commission (CTC) and the Canadian
Network for the Advancement of Research, Industry and Education (CANARIE).

The CTC includes partners from the federal, provincial and territorial government as well as from businesses and associations involved in tourism in Canada.\(^1\) CTC’s published overall purpose is “to design and manage collaborative marketing, research and industry enhancement programs to generate and promote tourism in Canada.”\(^2\) In addition, CANARIE which was established in 1993, consists of over 120 fee-paying members of Canadian firms, universities, research and industry organizations.\(^3\) It is “an industry-led non-profit consortium...which provides funding on a cost-shared basis for projects that lead to new working technologies, applications and services for the Information Highway.”\(^4\) These two partnerships are collaborative because they involve a sharing of power, the partners are mutually dependent, and they strive to achieve accepted and common goals.

A second type of partnership is the consultative type. A consultative partnership is one in which the government (public service) "solicits advice" from members of the private and third sectors, various public departments, and groups of individuals outside the government.\(^5\) Consultative partnerships are usually established in the form of advisory councils and committees which advise the government on certain policy issues and service delivery. Although the government seeks advice from such structured councils and committees, it retains power in the decision-making process. In this arrangement, the government...
may accept and even use the information and ideas provided through the partnership, but ultimately reserves the right to decide whether to act on the advice given.

Consultative partners can influence the government by the quality and type of advice conveyed to the government, but they do not become empowered. The government remains independent in the decision-making process while seeking information to help in the making of the final decision about a policy issue or delivery of a service. An example of a consultative partnership is the British Columbia Ministry of Health-Office of Health Promotion-Healthy Communities. In this partnership the ministry established a healthy community group which functioned as the voice of residents in community health matters. Local governments, business people, community groups and social service agencies advise the ministry representatives on the needs and concerns of their community in health-related matters.24

Yet another type of partnership is a contributory one. A contributory partnership involves a public, private, third sector or international organization which provides sponsorship or support for a policy, program or service delivery usually, but not always, in a monetary form. In this type of partnership, the government partner has minimal or no operational involvement at all.25 Unlike the collaborative partnership, the contributory partnership is not a "true" partnership. There is no sharing of power even though money is contributed. There is, however, a sense of collaboration
because the sponsoring organization may choose to be involved in the establishment of the objectives of the partnership but not in further decision making.26

Each partner in the contributory partnership is not on "equal footing" because the contributor has no real role in the decision making related to policy or service delivery beyond that of proposing or supporting government objectives.27 Because all other partners are dependent on the contributory partner for financial support in order to deliver a service, the partner, in a sense, can exert influence on other partners. Thus, some ultimate control is retained. However, in practice, the partner receiving the support can be empowered because persons outside the contributing organization can enable the partner being supported to carry out an activity, thereby expressing faith in the partner’s ability to do so successfully.28

An example of such a partnership is the federal government’s Canada Millennium Partnership Program. This partnership involves the Millennium Bureau of Canada contributing up to one-third of the cost of an approved millennium project at a municipal and regional level. The remaining two-thirds of the cost of the project is funded by local municipalities, private and third sector organizations.

The final type of partnership is an operational one. In an operational partnership, the partners share work rather than decision-making power, information or money.29 Partners work together at the operational level to achieve common goals and service delivery while, at the same time, sharing resources as
necessary. In most instances, the government (public service) retains power, especially if the government is providing most of the resources.\(^{30}\) Operational partnerships are established to promote more efficient and responsive operations within an organization rather than to empower the partners. Many operational partnerships occur between two levels of government, especially between the federal and provincial levels of government. An example is the Employment and Immigration Canada-Department of Employment and Labour Relations, Canada/Newfoundland Youth Strategy. In this partnership, the federal and provincial governments, the private sector, professionals and youth joined together to "foste[r] innovative programming and establish networks," in order to "respond to the employment dilemma[s] faced by 16-24 year old[s]."\(^{31}\)

Now, it is necessary to examine the degree to which partnerships are being used and the contexts in which partnerships are occurring. To begin such an examination, several questions need to be asked while recognizing that change and its demands on society in general and the public service specifically are ever present. The basic questions raised here are: what factors influence partnership formation? and why is the use of partnerships so vital in the delivery of services at all levels of government?

**SO WHAT? - Why the Emphasis on Partnerships in Public Service?**

Lindquist offers two suggestions to help explain why partnerships are being so widely employed. First, the context in which partnerships were entered before 1992 differs from the
current context. As mentioned in Chapter 1, since the mid-1980’s, the public service in Canada, at all levels of government, has had restraints on its resources. This has affected the delivery of services in that governments can no longer design, finance, implement, deliver and evaluate policies and services in the same way as they did before 1992.

Second, partnerships currently involve a broader range of potential partners with whom government can choose to deliver services. The increase in potential partners is important to this thesis because, traditionally, government has chosen to partner with the private sector and other levels of government to deliver services. This thesis focuses on additional, more recent, partnership arrangements which the government is establishing such as SuperBuild.

Third, the government’s role in partnerships is changing. In the 1980s, the role of government was that of a “rower” rather than a steerer. Currently, government is becoming more of a “steerer” than a “rower”. Wright and Rodal support this change in the role of government. They write that, in partnerships, the role of government “is evolving from that of [a] primary resource provider to that of an enabler, information broker and catalyst.” Rather than the government being responsible for policy implementation and the control and delivery of services, it is looking to partners to implement policy and deliver services.

An underlying goal of this thesis is to demonstrate that the number of public partnerships is increasing, and that, more
than ever, it is important that partners have common goals and objectives. In addition, partners need to hold common values such as accountability, respect and trust, to name only a few. It is important for partners to hold common values because, just as in any "marriage" or partnership, common values support and provide a strong foundation. Although the context of partnerships is changing, and there is a broad range of potential partners and an increased awareness of values, there are additional factors that affect the need to partner.

So What's New About "Not So New" Partnerships?

Environmental factors are changing the context within which partnerships occur. One environmental factor that is "not so new" and that drives government to pursue partnerships is financial restraint. Governments are now expected to reduce spending, yet at the same time, to deliver quality services. Wright and Rodal write that there is a need in government to enter into partnerships, especially those which "tap into" the private sector infrastructure, in order to deliver policies and quality services to the public. To this, one can add the need for government to "tap into" not only the private sector, but also into the third and international sectors. This is in addition to the use of partnerships between different levels of government.

In addition to fiscal restraint, the government is delivering services in a time of increased globalization and global competition. The old adage of government working in isolation and delivering its own services is no longer
applicable or realistic as a result of globalization. Rather than government forming policy, implementing (delivering) and evaluating services unilaterally, the public service is moving towards an increased reliance on outside sources through its use of partnerships, both on a domestic and international basis. Public policy is now, more than ever, set within a global and "interconnected framework." Governments are not the only sector working within the context of globalization. So too are the private and third sectors. Because of the vast span of the effects of globalization on policy and services, the public service is dependent on other sectors for specialized expertise, flexibility and support necessary to deal with complex and rapid change. At the same time, the private [international and third] sector(s) [are] looking to governments to provide the connecting framework...[and to deal with intergovernmental issues] in a manner that is enabling rather than restrictive.\(^{36}\)

In order to achieve an interdependent relationship, the government is required to partner to maintain and deliver quality services. The end goal of partnering, within the context of globalization, is to reduce costs, share resources, and enhance service delivery and client satisfaction.\(^ {38}\) With globalization has come the need for partners to confront the issue of technology.

Clearly related to globalization is the advancement of technology. The government works within the context of an evolving technology which increases the access to information
not only for the public service but also for its partners and the public at large. Fax machines, computers, e-mail and the internet have helped people from all sectors to acquire a vast amount of information and knowledge about issues related to government policy that could not otherwise be obtained on a domestic and/or international level. No one government can now have a monopoly on information. Technology is a tool to make information about public service policy and services readily available. Because of the use of expanded technology the government is beginning to become "more open" to the idea of consultation with others outside of the government in order to have them play an active role in service delivery and decision making. As a result, the increased use of technology, especially in relation to partnerships, allows information, expertise and power to be shared between government and other sectors. Not only is technology driving the need to partner, but the need is also being driven by the changing demographics in Canada.

Governments are faced with a challenge because, as demographics are changing, the government has decreasing resources. For example, there is an increase in the aging population, while at the same time, there is a limited number of resources available to the government for the promotion of healthy living for seniors. It is in situations such as this that the government can enter into partnerships with all sectors in order to deliver services. Partnerships help to reduce duplication and to promote the sharing of resources within the
context of changing demographics.

Environmental factors such as fiscal restraint, globalization, increased use of technology, the availability of information, and changing demographics challenge the government to consider innovative avenues to deliver services within a changing context. One such innovative avenue is the establishment of partnerships. However, there are other environmental forces that prompt governments to partner.

**Beyond Environmental Factors - Why Partner?**

Different types of partnerships are formed to achieve different results and objectives. Partnerships, in part or in their entirety, are formed to achieve any combination of the following objectives:
- to continue to deliver a service to the public at the same or enhanced level of service which they are used to;\(^\text{40}\)
- to get government right;
- to meet client needs by delivering responsive services to clients\(^\text{41}\) and to uphold the public service's commitment to service responsiveness;
- to allow government and their partners to achieve objectives or service delivery that they could not achieve on their own;\(^\text{42}\)
- to enhance the support for regulatory requirements;\(^\text{43}\)
- to reduce or save costs;
- to share costs and infrastructures in order to reduce duplication of services;\(^\text{44}\)
- to allow for improved operational flexibility;
- to improve government credibility with the public;
to improve the amount and quality of information, resources and expertise the government exchanges and consults;\textsuperscript{45} and

- to seek information and expertise from different sectors in order to improve service delivery and coordination.\textsuperscript{46}

It is true that partnership arrangements allow the government to deliver quality services by offering them a way to do more and better with less. However, partnerships now offer governments the opportunity to do things right or to do the "right things" in delivering services by providing responsive and quality services, and empowering clients, employers and stakeholders to meet objectives in a better and more effective manner during a time of fewer resources.\textsuperscript{47} In addition to the above mentioned reasons, it is stated throughout the literature that some public service departments enter into partnerships in order to empower their workers. Is it reasonable to enter into partnerships to empower those working in the public service?

**Partnerships and Empowerment - Are they Compatible?**

Before examining this question, it is necessary to define and describe selected characteristics of empowerment. By so doing, one may also gain some insights into the question of what empowerment is and whether there are different types. The word empowerment is defined as "a process of enhancing feelings of personal effectiveness by removing barriers that create a sense of powerlessness."\textsuperscript{48} Partnerships allow public servants the opportunity to become more involved in decisions as they work together with their partners. In fact, empowerment of partners may be a goal to be achieved in a partnership. In order to
determine whether partnerships and empowerment are compatible it is important to review the two types of empowerment.

The first type of empowerment that partnerships can foster is **internal empowerment**. Internal empowerment occurs when an organization is committed to promoting job ownership among the employees by giving them the opportunity to be a part of the decision making process.\(^4\) If such is the case, employees strive and work towards maintaining close contact with their partners. At the same time, clients are encouraged to be innovative in service delivery and policy development. It is important to note that in a situation of internal empowerment, employers are held accountable for the results they achieve in providing the service rather than the way in which they deliver the service.\(^5\)

The second type of empowerment that partnerships help to foster is **external empowerment**. External empowerment enables employers to make a "genuine contribution to decisions" which affect them\(^6\) and to "develop 'self-efficacy' among individuals, groups, and organizations."\(^7\) Power is shared with clients and partners. Partnerships encourage and enhance external empowerment because individuals, groups and organizations outside of the government have an opportunity to contribute and share in the process of service delivery and in government decisions which affect them individually and collectively.\(^8\) The idea of linking empowerment with partnerships causes one to examine the defining characteristics of partnerships as these have been traditionally described.
Partnerships - A Revisited Classification

Rodal and Wright indicated in the early 1990s that the need and desire to partner will become more pronounced throughout the 1990s.\textsuperscript{54} Indeed, there is a movement in present day public service to redefine and expand the different types of existing partnerships. The public service is ready "to experiment with a variety of new types of partnerships that are more bold and complex than past arrangements."\textsuperscript{55} This is not to say that the collaborative, operational, consultative, and contributory categories are no longer being employed. The first type of partnership classification - collaborative, operational, consultative and contributory cuts across a second classification of public-private, public-public, and public-third (See Appendix C). Because partnerships are evolving, a search of the literature reveals that it is in the area of the government's choice of partners that the major component of the redefinition is found.

One type of partnership is the public-private partnership. Although not new to the public service, a public-private partnership requires the public service to "turn to" the private sector for the delivery of non-core government services, often in a more efficient and cost-effective manner than normally achieved by the public service. The service can be delivered more efficiently by the private sector because there is much less red tape and, as a result, the service can be delivered quickly. In addition, when a government service is delivered by the private sector, the service can be more cost-effective
because of the competitive edge which is characteristic of the private sector. A public-private partnership involves the public service which is the shareholder, policy developer and regulator, and the private sector (business) which also acts as a shareholder, subcontractor or delivery agent. A public-private partnership allows the public service to improve its credibility with the public as the delivery of a quality service is achieved.

In 1991, the Ontario government entered into a public-private partnership to form the Teranet Land Information Services Inc (TERANET). Power in this type of partnership is shared because the public sector is dependent upon the private sector for the delivery of the service, and the private sector is dependent on the public for profit and reputation. Hence, each partner relies upon the other.

The second type of partnership is often referred to as a public-public partnership. One form of public-public partnership is intergovernmental in which two different levels of government (a provincial department and a federal department) share the delivery of a common service. Resources are pooled to achieve similar goals and to deliver a service within a geographical area. The government may enter into this type of partnership in order to deliver a service that is delivered at both levels of government in order to reduce duplication and provide a more efficient, cost effective quality service. A government may also choose to enter into a partnership of this type in order to work towards getting government right by
acknowledging that one level of government is more suited to deliver a particular service than another.

At this time of provincial downloading of services in Ontario by the Progressive Conservative government, regional and municipal governments may be expected to form partnerships to deliver services, especially those which are delivered by both levels of government. Although intergovernmental partnerships are only one form of public-public partnership, partners are interdependent because each must work with the other to deliver the service. However, one level of government may become dependent upon the other. For example, one level of government may be in charge of the policy development and financial resources while the other level of government is the service deliverer and receiver of funds and policy. Thus, the level of government which delivers the service is dependent upon the other for policy and money. An example of one such arrangement is Medicare in which the federal and provincial governments agree on the outlines of the program and normally one government, the federal government, will provide part of the funding while the other government designs and delivers the program. Armstrong and Lenihan indicate that intergovernmental partnerships are close to genuine or real partnerships because there is shared gain and risk as well as shared decision-making.

Closely related to a public/public partnership is an interdepartmental partnership. Although this type of partnership, which involves partners who share resources between
departments at the same level of government or in a department is not common, it may gain popularity as the public service enters into the 21st century. This type of partnership provides for teamwork between different departments within the government as each works to achieve identified common goals.

A fourth and increasingly popular type of partnership is the public-third sector partnership. Osborne and Gaebler write that it is best to describe the third sector as those organizations which are community related, voluntary and not for profit. In addition, they are "organizations that are privately owned and controlled, but that exist to meet public or social needs, ... [rather than] ... to accumulate private wealth." As with any other partnership, a public-third sector partnership exists to share resources for the delivery of a non-core government service. Leslie Seidle refers to this type of partnership as a "social partnership" in which an arrangement is made between a public service organization and non-commercial organizations outside of government which include non-profit organizations and community groups. Therefore, a third sector partnership can be employed in the areas of social services in order to help to enhance the credibility of government.

**Partnerships and Public Service Values**

Following the above examination of the types of partnerships, it is possible to identify values that are implied, openly or covertly. Although it may be assumed that some of the values that drive partnership formation may be common, it is also assumed that some may underlie one or more
specific types of partnerships.

In chapter one values were classified in two ways. The first of these is old and new values. The second classification is ethical, democratic and professional. The major values which emerge from the literature on partnerships are: old ethical values such as integrity and accountability; old democratic values such as neutrality and representativeness; and old professional values such as excellence, effectiveness, efficiency and economy. In addition new professional values such as quality, service, innovation, resourcefulness and creativity are noted. The scholarly literature indicates that partnerships tend to build on and revolve around professional values.

The literature on partnerships does not correlate values with the types of partnerships possible within the public service. It is through the research reported in this thesis, which will examine the effects of partnerships on public service values and how the values drive the type of partnership, that the connection between partnerships and public service values will be made.
Chapter 2 - Endnotes


4. Kenneth Kernaghan, "Partnerships and public administration: conceptual and practical considerations" (Canadian Public Administration 36, Spring 1993), p.58


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23. Kernaghan, "Partnerships and public administration", p. 64.
26. Ibid, p. 64.
27. Ibid, p. 64.
28. Ibid, p. 64.
33. Ibid, p.23.
35. Ibid, p.269.
36. Ibid, p.269.
37. Ibid, p.269.
38. Ibid, p.269.
42. Kernaghan, "Partnerships and public administration", p.66.
44. Ibid, p.31.
45. Ibid, p.31.
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50. Ibid, p.60.
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CHAPTER 3
Collaborative Partnerships

The Report of the Auditor General of Canada titled, Collaborative Arrangements: Issues for the Federal Government, indicates that collaborative arrangements in general and partnerships in particular are being used to deliver services, to serve as a management tool and to allow government partners to have a role in making decisions. Collaborative partnerships "have the potential to be an innovative, cost-effective and efficient way of delivering programs and services." ¹

Collaborative partnerships are defined here as:

real or powersharing partnerships...in which each partner exercises power in the decision-making process. Partnerships of this type go beyond consultation to collaboration: that is they involve the pooling of resources such as money, information, and labour to meet shared or compatible objectives. Ideally, decisions are made by building a consensus. Often...the partners face a problem that they cannot solve on their own: they are therefore mutually dependent.²

A reading of the scholarly literature on collaborative partnerships indicates that collaborative partnerships impact on several categories of values.
As shown in Figure 3.1, the values categories affected are the traditional professional values of efficiency, effectiveness and responsiveness, and the new professional values of innovation, quality, service to clients and teamwork. Some of these values (e.g. effectiveness and innovation) complement one another. Other values (e.g. accountability and efficiency) are in tension with one another.

The rest of this chapter explains the implications for ethical, democratic and professional values of adopting collaborative partnerships.

**Ethical Values**

**Trust** - Trust is the foundation upon which relationships are built. Because trust takes time to build and the stakeholders may not know each other at the beginning of the partnership, the need for each partner to accept risk must be acknowledged. The importance of trust was reinforced by a representative from Teranet who stated that it is important for
partners to establish trust and understanding at the beginning of the partnership, even before the business case is made. Most business people know the procurement process which they use when working in partnership with government ("give me a price and we will bicker"). However, Teranet partners established trust first because the partnership was not based upon a procurement process. If trust had not been established, then a partner might have asked, "how do I win?" rather than "how do we win?"^4

In Ontario's Integrated Justice Project a private sector partner expressed a different perception about trust. He stated that:

trust, is generally, from the beginning a huge problem...government procurement has essentially been trying to squeeze benefits...the quality of service that government receives from its suppliers is not clear because they do not like to pay top rate. On the other hand, suppliers are pretty jaded because generally they are being squeezed, that is the thrust of government's procurement, to get the lowest bid. So, from the "get go" you have problems to work out and before you enter into an arrangement, you must be fully cognizant of that and put in place provisions that could endanger a spirit of trust and that's not easy.5

The implication of this statement is that a tension exists between trust, accountability (procurement process) and economy.

For the private sector, there is a business overlay to the idea of partnership - a concern with structural issues such as money, budget and how to avoid being taken advantage of by public sector initiatives. Finance and economy are
considerations in public sector initiatives as well, but the primary focus for government is on people and on how to improve services for them. Thus, the public and private service sectors approach partnerships from different perspectives. Common to both is trust: how it is built and where it fits as a priority in establishing partnerships may be different for the private sector partners who work from the "outside in" and the public sector partners who work from the "inside out."

**Fairness** - It became evident in the interviews conducted for this thesis that procedural fairness is important when a system of Requests for Proposals (RFPs) is used. This was true for Ontario's Integrated Justice project in which the government partner went through an extensive RFP phase. Before sending out the RFP, the government ensured that the "marketplace" was prepared by discussing the needs of the project with potential partners. After the government received proposals from the private sector, a proposal was chosen.

The Integrated Justice partnership was initiated under the Common Purpose Procurement Plan (CPP), the principles of which were used for choosing a partner, and by seeking approval from the Management Board. In order to promote fairness, potential private sector partners completed an oral examination which gave the government the opportunity "to look the private sector representatives right in the eye and say, Are you really up to
Use of an interview based on case scenarios allowed the government to assess whether the private sector principles supported the government's objectives. Once a match was found, the private sector representative, was given 90 days to reach a business/financial agreement through a memorandum of agreement.

Problems arose during the process of negotiating the contract. Although the lawyers for the private sector organization agreed with the 90 day limit and the language concerning risk management and termination of the partnership, the private sector organization realized that they were not able to meet the contract requirements in the allotted time. In "the light" of fairness, government granted the private sector organization another 90 days to consider the terms of the contract. At the end of the second extension, the private sector organization failed to meet contract requirements so government terminated the "memorandum of agreement." Upon its termination, the second bid, submitted by the consortium EDS Systemhouse, signed a contract within 30 days. Although time was lost, it was important to use a process that allowed partners to demonstrate their values. The government partner invited bids, wrote the criteria, and assessed the bids against the criteria.

Fairness with respect to process was also addressed by the interviewee from Teranet who stated that:
there was less than a 3% attrition rate since Teranet’s inception. I attribute this to our organizational culture. We believe in treating our employees fairly. For example, if staff raise issues or concerns, we actively listen to these and respond to the issues raised. It is the people who raise issues and who are respected that make you innovative because you need to think creatively to respond to the issues raised. 11

The desire for fairness, especially procedural fairness, may conflict with efficiency and economy.

Democratic Values

Accountability - One value mentioned by all interviewees, especially by government representatives, was accountability. Accountability is important because it “involves concern for the legal, institutional and procedural means by which public servants can be obliged to answer for their actions.” 12 Clear lines of accountability are important in a collaborative partnership because government and non-government partners share equally in the decision-making process. As government moves away from answering for process to answering for results, it is important that external partners are involved in answering for both process and results.

Accountability mechanisms that may be used are: (1) formal agreements; (2) a statement outlining clear roles and responsibilities involved in the partnership; (3) a well-defined structure which manages the partnership; (4) a system of monitoring to measure whether what is expected is being
achieved; (5) an evaluation system to determine the success of the partnership; and (6) a mechanism for resolving disputes. Each of these mechanisms is discussed below.

**Formal Agreements** - A representative from Price Waterhouse Coopers, in speaking of the Ontario Integrated Justice partnership, indicated that it is not possible to have a partnership if it is not formalized. This thought is supported by a statement in "Ontario's Integrated Justice Project: profile of a complex partnership agreement" which indicates "that efforts to synchronize work flow should not impair the independence or unique accountabilities that characterize the different actors in the justice system."

A representative from the Ministry of the Attorney General stated that the Integrated Justice partnership needed to be formalized because the private and public sectors have different accountabilities and each needs to be clear on its responsibilities. Therefore, an integral part of the formalized agreement should be a clear statement of the roles and responsibilities of each partner.

**Setting Clear Objectives and Responsibilities** - Although the government's objectives may be different from those of the private sector, they can be compatible when partners jointly determine goals, objectives and responsibilities. Even though the private sector's goal is to make a profit while the public
sector's goal is to deliver a quality service, it is possible to establish a partnership when these are mutually considered and stated as shared objectives. For example, in the Integrated Justice partnership, the shared objective is to improve and restore public confidence in the justice system. A shared objective places a different set of responsibilities and accountabilities on each partner. The government, responsible for the policy and end result of the Integrated Justice Project, was also responsible for negotiating the agreement, choosing the partner(s), setting commitments, defining the scope of the partnership, identifying resources and setting a process for dispute resolution. EDS Systemhouse was responsible, as a prime vendor, for meeting the requirements of the contract, once the guiding principles and objectives for the partnership were established. The government stays accountable to the public for the outcomes even though the partner is responsible for the implementation of the program.

Partnership accountability is further demonstrated in the Council of the Canadian Industry Program for Energy Conservation (CIPEC). In 1986, W. Couling, former Chairman of CIPEC stated to the then Minister of Energy, Mines and Resources, Marcel Masse, that although each partner had different responsibilities, the partners had been "rewarded by the improved efficiency of our industries as a result of greater
energy conservation, but we have also found it very satisfying that one industry can work with another in the achievement of a common goal." In the CIPEC partnership, Natural Resources Canada placed responsibility for promoting the efficient use of energy on the private energy industry. The stated purpose of the partnership was to reduce Canada's dependence on imported oil and to make the Canadian industry more competitive. The objective is to promote the efficient use of energy within the Canadian manufacturing and mining industries. Accountability is reflected in annual reports which describe how and to what extent the objectives of the partnership are met.

A well defined structure to manage the arrangement - A formal structure is required to manage a partnership. For example, the Canadian Tourism Commission (CTC), a public-private partnership, identified two strategic objectives:

- To provide timely and accurate information to the tourism industry to assist in their decision making; and
- To market Canada as a desirable travel destination.

The CTC plans, directs, manages and implements programs to generate and promote tourism. The provincial, federal, territorial and regional governments, along with the private sector (tourism associations and businesses), collaborate to achieve the partnership's objectives. In order to achieve
collaboration, the CTC partners use a structure which manages the partnership's arrangement and accountability.

Within the CTC, eight marketing programs promote Canada as a travel destination. A coordination structure is needed to successfully promote Canada in the United States, European and Asian markets. This structure is comprised of a board of directors, eight executive committees and the CTC staff. Each group has its own set of roles and responsibilities, for which accountability is expected.

The board of directors, comprised of seventeen private sector members, seven members from the provincial and territorial governments and two members from the federal government, is entrusted with

- approving resource allocations from federal and partner contributions;
- deciding on business and marketing plans; and
- selecting Chairs for the executive committees from the private sector.24

The board of directors receives information on the industry's performance, reviews issues related to the industry, and monitors the overall direction and mission of the CTC.25

The executive committees develop programs by identifying "tactics" and implementing plans, preparing operational plans, generating partners and resources and arbitrating issues that partners have on behalf of the CTC. The executive committees
also approve resource allocation and identify key tourism issues.\textsuperscript{26}

The CTC staff, who are tourism professionals, provide support and carry out the programs approved by the Board of Directors and Committees. The staff work in the field to meet project-specific needs, provide partner co-delivery and develop and implement research projects, marketing and product enhancement.\textsuperscript{27}

Measurement of what is expected is being accomplished - In their 1997/1998 annual report, CIPEC described whether program expectations were achieved when members from the industry were involved in the partnership. The report indicates that Ford Canada was continuing to find ways to reduce consumption thereby making the use of energy more efficient. In order to reduce the use of energy, Ford (Oakville) installed "a comprehensive, computerized power monitoring and management system...that provides end-to-end monitoring" of the plant's power usage.\textsuperscript{28}

Since 1992, Ford has also introduced automated lighting controls and more energy-efficient fixtures. As a result, Ford’s energy efficiency efforts, along with others in the industry, has decreased "energy intensity by more than 20%."\textsuperscript{29} By having the industry partners report back on their energy use and efforts to reduce its use, CIPEC is able to measure whether the objectives of the partnership are being met.
Although collaborative partners make an effort to provide reports on their performance, consistency in reporting is needed. For example, the partnership, Employability Assistance for People with Disabilities, has an annual reporting system, but no specific format, or designated time for issuance of the annual report. Agreement on such aspects of a partnership would improve the quality of reporting and the measure of accountability attached to the reporting mechanism.

Evaluation System to Determine the Success of Partnerships - During the establishment of a collaborative partnership, there is a need to describe an evaluation process. The CTC provides evaluation measures to monitor the overall performance of the partners. Each of the eight CTC programs has performance indicators "that enabl[e] the CTC and its partners to review the achievements against initial targets and determine what changes are required." The program, designed to attract more visitors from the United States to Canada, increased tourism by 3.07% in 1995 (an increase of 330,000 trips). The success of the program is demonstrated and, in terms of dollars spent per trip, the program’s success has a positive impact on Canada’s economy.

Mechanism for Resolving Disputes - Dispute resolution mechanisms help to manage partnerships and to resolve issues before the partnership is damaged. For example, the Loan Investment Fund Program has, in its formal agreement, steps to
be used to terminate a partnership, which is one form of resolving a dispute between partners.

Of the four partnerships with which interviews were conducted, only one, Integrated Justice, indicated that they and Price Waterhouse Coopers had internal manuals to help with resolving issues. The partner from Price Waterhouse Coopers stated that if an impasse occurs, their set of manuals may be used to define strategies for the resolution of conflicts at all stages of the partnership process (planning, negotiation, implementation and evaluation). In addition, the interviewee, while referring to negotiation and the general approach to resolving disputes, indicated that when the "going gets tough" and tempers flare, the process tells us what to do next. Having a process in place to handle conflict "calms things down immensely." The representative interviewed at EDS Systemhouse (Integrated Justice Project) stated that "the persons involved in the partnership needed to be cognizant that we are working in the public sphere thus needing to be aware of accountability, openness and transparency." He continued:

So if we went and used a private sector process to 'cure' something, it may be faster, but we may be subject to some issues down the road when three people put their hand up and say 'that wasn't fair' and call their local MP and the world falls apart. So we use the Ontario government's Common Purpose Procurement Plan, which certainly took us more time, but it saved us a lot of issues down the road.
These comments from private sector representatives support the importance of accountability and a tendency for conflict between such values as efficiency and fairness. It was emphasized that accountability is the foundation of the partnership.

During a subsequent interview, a representative from Andersen Consulting, now known as Accenture, was open in stating that people in the private sector are often encouraged to act quickly and to make decisions quickly. This runs contrary to the public service where care and attention are equated with good client service and takes its time to make sure it's right...sometimes you fall behind because it's tough to get decisions in government. Decision-making is very complex because there are so many people involved and it all comes down to the need for extraordinary accountability on the part of the government. And then add the provincial auditor...this increases the sensitivity of all the players to their stated goals. It's like having big brother watching over you.38

These comments clarify that accountability in a collaborative partnership must be broader in scope than simply accountability for efficiency and economy.

The foregoing discussion of the mechanisms which promote accountability in partnerships, as indicated in the Auditor General's Report (1999), describes not only the importance of accountability but also the process used by partners to maintain it during the life of a partnership.
Openness - Openness is important, but to different degrees depending on the partners involved. Examples of openness are seen in the British Columbia Financial Institutions Commission. In 1989, a new body, the Financial Institutions Commission (FICOM), was introduced in British Columbia. The partners indicated that "A partnership between Government and the Private sector, represented by two central bodies [BCCCU and SCCU] and 110 credit unions" was developed in order to create a shared data base. This data base "provided information necessary for the day-to-day decision-making of all partners by harnessing the capabilities of new technology." FICOM's vision and subsequent creation of a collaborative partnership reinforced the importance of teamwork, equity and cost-effectiveness. Partners indicated that

♦ it was possible for these three organizations to work together in a partnership in support of the long term goals of their financial stakeholders, that is, the credit unions...; and

♦ by working as partners, it can be seen that the three organizations are working in harmony rather than in opposition to provide the necessary regulation, support and services; and

♦ an effective information system could be introduced to benefit all parties...at significantly less expense than for individual information systems.

The importance of openness was inherent in the partnership's objective to share accurate information at a minimum cost to Government and the Credit Union System in a
timely manner. As partners encountered problems and set-backs, openness helped to resolve these and to make the partnership a success. In FICOM’s 1992 IPAC submission for Innovative Management, strategies were identified for success which allowed partners to freely raise issues and ask questions. Everyone’s point of view was discussed and written communications or presentations to the credit unions were done jointly with input from all partners. Open and equal communication and sharing of information were especially important because the British Columbia Financial Institutions Commission “ha[d] not used ‘regulatory power’ to obtain results, but rather active negotiation and appropriate compromise.”

Toronto Goodwill’s partnership, Youth Center Project, a tri-partite partnership involving the public, private and third sectors, also considered openness to be important. First, Goodwill shared with its partners its vision statement, to “place ‘at risk’ youth into a market...and employer driven program that would ensure youth entry into the jobs that exist within the call centre industry.” Because Goodwill’s clients are high-risk youth, there is a sharing of Goodwill’s method of training and expectations. Youth who are willing to commit to full-time study and the writing of a Canadian Adult Achievement Test are considered for the program. All who pass a subsequent interview are deemed to be applicants by an open forum between the Project
Team and Manager of Business Training. The training process requires youth to undergo two eight week intense training sessions. The first phase includes computer and interpersonal/communication skills. The second phase is an internship with the partners who eventually employ the youth.  

Since Goodwill is a third sector organization which requires financial assistance from HRDC, Goodwill's financial books and students' progress are open for review. HRDC "monitors" the program closely for compliance "with the highest nationally applied standards." Goodwill believes in an open door policy for its clients and partners.

During an interview with the government, with respect to Partners in Goodwill, it was stated that the "private sector has commercial viability and does not have to be open. The non-profit sector books are always open." The implication is that the private sector has to be commercially viable and, as such, must be sensitive and competitive. In order for the private sector to keep its competitive edge, it makes choices about what it will expose about its organization. Thus, the private sector chooses where it will or will not be open.

A representative from Anderson Consulting indicated that "one cannot have a partnership without open communication and information. When one works with the public sector, to have any notion that one will keep something hidden is naive because even
if one tries to keep information private there are ways that information can be retrieved." For example, Andersen Consulting had numerous freedom of information requests filed against it. When there is a conflict between the public and private sector’s views on openness, government is more apt to be open with budget, objectives, and process whereas the private sector is less apt to be so. However, both sectors agree that "open communication" is vital.

Interviewees from Integrated Justice described Partners in Goodwill in terms of openness. The representative from Price Waterhouse Coopers indicated that an equal and open sharing of information will only be possible if one party does not obtain windfalls at the cost of harm to another. Both of these cause a break in openness because people will hide information for economic interests. The public sector representative supported the notion that openness and full disclosure of information with partners is important, especially in a collaborative partnership where there is the expectation of equal sharing of information and resources.

It was also noted that openness impacts on honesty. For example, in the Integrated Justice project, dollars were allocated for planning strategies to reduce overtime hours worked by police. The reduction was based on the use of integrated computer systems. Instead of planning strategies
"behind closed doors," the partners presented the facts by taking the business plan with proposed solutions to the police community. The government and its partners received feedback from police representatives who agreed that money could be saved.\(^57\) The business plan was reworked based on the honest and open comments of the police officers.

Issues of confidentiality were noted by representatives from the Integrated Justice project. One stated that a person "can be open with information, but some information in a digital world needs to be protected. In the case of Integrated Justice, because they were dealing with confidential, legal information, additional safeguards or policies were put into place."\(^58\)

Representativeness - Representativeness refers to a public sector workforce that includes employees from the major ethnic, religious and socio-economic groups in society.\(^59\) A stereotypical reaction to this value is that the most qualified person will not be hired. Therefore, quality, efficiency and effectiveness will be jeopardized. When considering collaborative partnerships, one does not usually think about achieving representativeness because the focus is on the equal sharing of resources and decision making. However, it is reflected in NORTEP, a program created to "raise the formal education level of people living in the north, the majority of whom [were] of aboriginal ancestry."\(^60\)
In 1997, NORTEP established, as one of its objectives, to "increase aboriginal participation in the salaried employment base provided by the teaching profession in northern communities," by offering a Bachelor of Education program. This affirmative action program promoted an education system taught by aboriginal teachers and representatives of the aboriginal people living in the northern part of Saskatchewan. While this program made aboriginals more visible by representation, the Partners in the Goodwill program did the same for the disadvantaged sector of society.

The Ministry of Consumer and Commercial Relations collaborated with Goodwill Toronto to transfer documents from paper to electronic imaging. The "Ministry did not choose the path of least resistance when entering into this venture." Eighty-six disadvantaged persons were chosen by Goodwill to perform the transfer of documents. Of these, 50% faced a cultural or physical barrier or lack of work experience in Canada. Some of the employees were physically, developmentally or mentally challenged. Others had an illness or economic, political or educational difficulty. Goodwill was striving to make the public service more representative of society by allowing the government the opportunity to use employment equity initiatives. The hirees developed computer skills which helped them to leave the social support network.
This vision of workers employed in a collaborative, tripartite relationship preceded the current Ontario government workfare initiative. Although the Goodwill initiative creates only production jobs, it does empower people.\(^{65}\) To empower people and to promote commitment to a job decreases the rate of employee turnover. As of November 1999, all but three of the original 86 employees were still employed.

**Traditional Professional Values**

**Efficiency** - Kernaghan and Siegel write that most of the 20\(^{th}\) century discussion of accountability was centered on efficiency.\(^{66}\) Efficiency can be expressed "as a ratio between input and output."\(^{67}\) Efficiency in the delivery of a service requires that measurement of performance is part of the negotiation process. Although efficiency is an important value, the Auditor General’s Report on Collaborative Arrangements: Issues for the Federal Government cautions that

> [t]he emphasis in setting up the arrangement should not be solely on greater efficiency or on meeting accountability requirements. Through agreement with its partners, the federal government needs to keep these factors in balance, and transparently so, while giving priority to achieving the results of the arrangement.\(^{68}\)

This caution was heeded by the partners in the Canadian Business Service Centres (CBSC) initiative, a public (federal, provincial and territorial private partnership) which identified efficiency as an important value.
partnership with twenty-eight federal departments and agencies, provincial and territorial governments, Chambers of Commerce, private sector firms, industry associations and the academic and research communities in Canada, set out to "improv[e] and simplify the delivery of business related services and programs." In this partnership, Industry Canada provides general and technical support, disseminates information, plays an advocacy role, solves problems and co-ordinates the federal components of the database for the Business Information System (BIS). The CBSCs allow business people to access the centres by phone, fax, e-mail or in person.

Twelve CBSCs, a "common window" for obtaining information in each province and territory, are networked across Canada. The centres contain information and the names of people to contact in order to access accurate, timely and relevant information on government programs, services and regulations which may affect their business. These centres also provide a tracking, analysis and feedback service on business inquiries. Thus, the "CBSCs reduce...the complexity of dealing with various levels of government by serving as a central resource for Canadian business information," and also serve as "single window services delivered by multiple governments or departments in partnership through service integration." This seamless service allows for "access to related information, referral and
services across jurisdictional lines." CBSCs provide shared delivery of services largely because they enhance accessibility as well as efficiency. Thus, two values complement rather than clash with each other.

The Business Link Service Centre in Edmonton, Alberta, another common window service, established objectives to:

- improve client service by service clustering and single window delivery and
- maximize efficiency and rationalize public sector resources for a common purpose.

Seven partners made up the membership for the first of twelve such centres to be developed. In the report, "Citizen-Centred Service and the Partnership Option" (1998), published by the Treasury Board of Canada Secretariat, the Edmonton Business Link Centre was credited with delivering a beneficial service and being cost effective for the government departments involved in the partnership.

As well, interviews with representatives from Goodwill and Integrated Justice provided support for the importance of efficiency in partnerships. The tri-partite partnership of Partners in Goodwill was formalized to automate paper records contained in the office of the Registrar General. Partners in Goodwill were asked to "conver[t] approximately 10.4 million hard copy documents to optical image in a 10 month period, at minimal cost" by moving 10.4 million paper documents onto 200
optical platters which could then be moved easily from Toronto to Thunder Bay.\textsuperscript{77} The process, which prompted more efficient retrieval of information about births, deaths, adoptions, and marriages, demonstrated efficiency when the partners converted documents to optical disk two months ahead of schedule.\textsuperscript{78} The partnership was also cost efficient because the conversion cost was reduced by $1.7 million.\textsuperscript{79} Thus, the partnership was successful in achieving efficiency even though this value was not a stated objective.

The partners in Ontario's Integrated Justice Program set out to "reduc[e] the time associated with generating, transmitting, filing, retrieving, duplicating, tracking and updating documents" amongst the justice service providers.\textsuperscript{80} For example, the name of a person charged with an offence was often "re-keyed and re-entered up to thirteen separate times in its flow from police forms to prosecutors' forms to court forms to corrections' forms to parole forms - through the system."\textsuperscript{81} Gaps in the transmission of information impacted negatively on quality, accuracy, reliability and accessibility to information.\textsuperscript{82} As a result, court cases were backlogged. A centralized, electronic network of information which linked the justice systems helped to improve work flow, reduce overhead costs, and serve the public more efficiently. A private
sector partner in the Integrated Justice Project was asked about fairness, efficiency and equity. He stated

basically we consider whether it is balanced; does it put one party in a different position than the other? Are we using the best skill sets from both parties and are we leveraging?\(^3\)

As well, an interviewee from Price Waterhouse Coopers shared the following comments:

If you apply the values and process of government in the private sector you will have a bankrupt company...Fundamentally, equity and fairness are the objective of government and shareholder profit is the objective of the private sector. If I apply the private sector culture to the public sector I would have a morally bankrupt government. I don’t want to deal with an efficient police officer, I want to deal with a police officer who deals in fairness and equity regardless of cost.\(^4\)

Both partners suggest, like the Auditor General, that efficiency cannot be the main goal or driver of the partnership. For some partnerships, however, there is a conscious choice to make efficiency a measurable outcome on a stand alone basis. Efficiency, which requires the measurement of performance between input and output, is achieved at the least cost. This may create a conflict between efficiency and effectiveness.

Effectiveness - Goodwill's Toronto Community Youth Call Centre Project for the promotion of employment for at-risk youth is an example of an effective tri-partite partnership. Goodwill "owes its success to the shared vision of [its] partners in the private, public and not-for-profit sectors."\(^5\) The effectiveness
of this program is measured, in part, against the project’s objective “to place ‘at risk’ youth into a market and employee-driven program that would ensure entry into the jobs that exist within the call centre industry.” Since the program’s establishment, in 1997, graduates of the program have found employment, been promoted from entry-level positions, have had salary increases and have demonstrated job sustainability. At the intake for each of the programs, HRDC set a benchmark of 70% graduation success. This benchmark has been exceeded as demonstrated in the figures below:

Figure 3.2
Deployment of Program Graduates from Intake 5

<table>
<thead>
<tr>
<th>Employer</th>
<th>Job Title</th>
<th>Number of Hires</th>
<th>Salary Range</th>
</tr>
</thead>
<tbody>
<tr>
<td>RCI Canada</td>
<td>Vacation Counselor</td>
<td>3</td>
<td>10.48$/hr</td>
</tr>
<tr>
<td>Royal Direct</td>
<td>Universal Rep.</td>
<td>2</td>
<td>12.30-17.57$/hr</td>
</tr>
<tr>
<td>Air Touch Paging</td>
<td>Customer Service Rep.</td>
<td>1</td>
<td>20,800$/year</td>
</tr>
<tr>
<td>CTSI</td>
<td>Faxing Agent</td>
<td>1</td>
<td>10.00$/hr</td>
</tr>
<tr>
<td>Phonettix Intelex</td>
<td>Customer Service Rep.</td>
<td>5</td>
<td>8.75-10.75$/hr</td>
</tr>
</tbody>
</table>

* Note: Started with 15 individuals, graduated 12 customer service representatives with guaranteed positions at the workplace.

Figure 3.3
Deployment of Program Graduates from Intake 6

<table>
<thead>
<tr>
<th>Employer</th>
<th>Job Title</th>
<th>Number of Hires</th>
<th>Salary Range</th>
</tr>
</thead>
<tbody>
<tr>
<td>RCI Canada</td>
<td>Vacation Counselor</td>
<td>3</td>
<td>10.48$/hr</td>
</tr>
<tr>
<td>Cantel AT&amp;T</td>
<td>Telemessengers</td>
<td>3</td>
<td>9.28$/hr</td>
</tr>
<tr>
<td>Royal Direct</td>
<td>Universal Rep.</td>
<td>3</td>
<td>12.30-17.57$/hr</td>
</tr>
<tr>
<td>YMCA</td>
<td>Customer Service Rep.</td>
<td>2</td>
<td>8.50$/hr</td>
</tr>
<tr>
<td>Phonettix Intelex</td>
<td>Customer Service Rep.</td>
<td>3</td>
<td>8.75-10.75$/hr</td>
</tr>
<tr>
<td>World Travel</td>
<td>Customer Service Rep.</td>
<td>3</td>
<td>12.82$/hr</td>
</tr>
</tbody>
</table>

* Started with 15 individuals, graduated 15 customer service representatives with guaranteed positions at the workplace.

Figure 3.4
Deployment of Program Graduates from Intake 7

<table>
<thead>
<tr>
<th>Employer</th>
<th>Job Title</th>
<th>Number of Hires</th>
<th>Salary Range</th>
</tr>
</thead>
<tbody>
<tr>
<td>Interactive Media Group</td>
<td>Client Sales</td>
<td>4</td>
<td>26,000$/year</td>
</tr>
<tr>
<td>Bank of Montreal</td>
<td>Telebanker</td>
<td>4</td>
<td>15.30$/hr</td>
</tr>
<tr>
<td>Royal Direct</td>
<td>Universal Rep.</td>
<td>2</td>
<td>12.30-17.57$/hr</td>
</tr>
<tr>
<td>World Travel</td>
<td>Customer Service Rep.</td>
<td>1</td>
<td>12.82$/hr</td>
</tr>
<tr>
<td>Protection</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Phonettix Intelex</td>
<td>Customer Service Rep.</td>
<td>1</td>
<td>8.75-10.75$/hr</td>
</tr>
</tbody>
</table>

*Started with 12 individuals, graduated 12 customer service representatives with guaranteed positions at the workplace.
The employers of the program’s graduates have indicated that the employees are loyal and have a positive work ethic and image.\textsuperscript{89}

Feedback from employers is analyzed and used to update the curriculum in order to keep Goodwill’s training relevant to the call centre industry.\textsuperscript{90} The call centre project is effective in management, youth development and the preparation of youth for careers. These program strengths have moved the organization to a national A1 rating for a youth program in Canada.\textsuperscript{91} In the fall of 1999, Goodwill received an award from the National Youth Employment Coalition, a non-profit organization that sponsors the Promising and Effective Practices Network,\textsuperscript{92} in recognition of its effective practice. Goodwill’s effectiveness stimulated the U.S. Department of Labour to invest nearly $25 million in programs based upon Goodwill’s model.\textsuperscript{93}

Another effective partnership is Teranet. In 1991, the Government needed to convert and automate the land registration system in Ontario. The Ministry of Consumer and Commercial Relations had difficulty meeting user demands for land related information because of the available volume of land registry and mapping information. The information needed to be organized, stored and made easily accessible to the public and government.\textsuperscript{94} In response, the Government and Teranet formed a partnership to:

\begin{itemize}
  \item automate and operate the Ontario Land Registration System based on the POLARIS technology developed by the provincial government;
\end{itemize}
develop an information utility to manage the land registration databases, other information and databases, and serve as a remote access gateway; and

market [Teranet’s] expertise, systems and applications within Canada and internationally.95

Teranet remains a partner in the automation of the Ontario Land Registration System by meeting the objectives of the POLARIS Conversion and Automation Project.

By the year 2000, Teranet had automated 2.5 million land parcels in 21 sites out of 4 million land parcels in 56 Land Registry Offices and scanned over 100 million documents.96 In addition, the land parcels had been converted from the Registry Act to qualified Land Titles. More recently, Teranet:

(1) created the Teraview gateway which is a personal computer gateway "providing clients with on-line remote access to a variety of land information products and services, making electronic access to land ownership records accessible at home or at the office"97

(2) completed the "roll out" of writs services in forty-nine Ministry of Attorney General enforcement offices across the province, and

(3) provided Enterprise Management Services to other organizations.98

It has expanded internationally to deliver projects in Mexico, Puerto Rico, Brazil, the Czech Republic, Lebanon, Shanghai and
Korea. In an interview, a representative from Teranet stated that:

Sixty percent of the municipalities of Ontario are using Teranet for land registry purposes. Over time, all municipalities will be using Teranet services for land registry. At the beginning of the partnership, it was not difficult to achieve some common objectives because Teranet's system would benefit the people of the province by providing efficiency, effectiveness and quality. You cannot argue with objectives that are built on these values.

Responsiveness - In December of 1996, Human Resources Development Canada (HRDC) devolved responsibilities which required Alberta to undertake National Employment Service functions. Employment services remained the sole responsibility of the province, but the acquisition of labour market information was a shared responsibility between the federal, provincial and territorial governments and the private sector. The Labour Market Development Agreement (LMDA) was signed with Human Resources Development Canada and Alberta Advanced Education and Career Development. "Canada and Alberta agree[d] to the joint preparation of a strategy that sets out how each party will collaborate in the gathering, production and dissemination of local and provincial labour market information."

The LMDA partnership thus (1) improved and expanded available resources needed for the gathering and dissemination of information pertaining to labour markets; (2) allowed the
government to respond to labour market conditions, and to ensure coherence and quality of the service delivered to the public; and (3) "responded to the recognized need to clarify federal and provincial responsibilities in the labour market sector and, at the same time, find long-lasting and measurable ways to increase program efficiency and effectiveness." The partnership's proven effectiveness helped other provinces to decide to establish Labour Market Agreements. Currently, all provinces and territories assume responsibility for Labour Market information.

New Professional Values

Innovation - Innovative partnerships require not only risk-taking, but also an environment that supports creativity and continuous improvement of service delivery. Innovation is evident in British Columbia's 1989 collaborative "At-Home" Project initiated by the Ministry of Social Services and the Ministry of Health in the government of British Columbia. The partnership, which includes government, charitable organizations, community representatives and parents of handicapped children was initiated only after parents of handicapped children lobbied government to assist with child care at home. Parents "argued that government had a responsibility to assist in preserving families and could exercise that responsibility by reducing some of the
extraordinary financial burden they faced" in caring for handicapped children.\textsuperscript{106}

At the time of the public lobby, the government of British Columbia was reducing expenditures and downsizing the public service. However, the government listened to the parents and initiated "a program to assist families to care for their severely disabled children at home."\textsuperscript{107} The government allocated 15 million dollars to support the program.\textsuperscript{108} The criteria for the establishment of the program were that (1) the program was in place within three months; (2) the Ministry of Social Services and the Ministry of Health jointly run the program; and (3) "the entire $15 million be paid directly to the parents with no allocation for staffing or administration cost."\textsuperscript{109}

Parents, hospitals and institutions, charitable organizations and advocacy groups established a framework within three months and became innovative in terms of who would administer the program. "The bureaucracy, in essence, gave up control of the gateway," allowing the program to be administered by:

\begin{itemize}
  \item an unpaid committee made up of professionals, community representatives and parents of handicapped children to determine who would be eligible to be admitted to the program;
  \item parents who would be guided by a policy manual to administer the program;
\end{itemize}
access to a toll free number throughout the province so that parents had a number to contact between working hours (7 AM - 5 PM) and;

access by phone to a 24 hour professional pharmacist.110

What makes this partnership innovative is the decision to have parents administer the program and "actively asses[s] and redefin[e] the program."111 The "At-Home" partnership "is an example of a creative arrangement intended to respond to a need that was not being met by social services."112

Although innovation involves risk taking, the "At Home" partnership is an example of a risk well taken. The benefits derived far outweighed the risk of doing nothing or maintaining the status quo. The 15 million dollars invested in empowering families enabled them to administer a program which met objectives defined by the government as well as by the health care needs of their disabled children. The program helped the ministry and associated groups to learn that the skills of informed consumers should never be underestimated, especially when innovation impacts on the ideas, power and trust that are shared in a partnership.

Another example of innovation is Partners in Goodwill. The Ministry of Consumer and Commercial Relations (MCCR) "used the occasion of a Branch relocation as an opportunity to forge a unique tripartite partnership between government, business and a
non-profit agency." The ministry took a risk and hired 86 disadvantaged persons to scan paper files onto optical platters. Andersen Consulting was responsible for "the information plan, technical architecture design, hardware selection and acquisition, custom software installation and communications network," and provided training and support for the staff. Goodwill Toronto provided the human resources needed to convert the Ministry files to computer images. One government representative said it best when he stated:

within the context, I have to get rid of paper...I’ve got 10 million paper files stored in this basement...I’m not going to move them to Thunder Bay. I want to use this empowering thing. I got the idea of imaging to prove anyone could work and that’s why I went to Goodwill who did xeroxing and photocopying and the old style microfilm laboratory. I went to the President of Goodwill and said there is a new technology coming out called imaging and I’m going to give you guys a chance to learn and create jobs out in the community because Goodwill tries to get people their first job. The employees from a large work force can help me to meet my productivity and can prove their work force can meet the challenge. I went to Andersen and said you are going to work with a work force of challenged people...they got nervous but they were OK with it.115

Besides being integrated "into a single, highly functional team," the partnership’s clear objectives and strong commitment achieved results to benefit all.116

Goodwill Toronto fulfilled its mission statement which is "to provide effective vocational programs and services to people
who face employment barriers, with a view to enabling them to become as self-reliant as possible."\textsuperscript{117} Andersen Consulting became more open and human,\textsuperscript{118} and the Ministry "benefited from the expertise of Goodwill Industries in conducting outreach recruitment, training, supervising and administrating pay and benefits for the project's duration."\textsuperscript{119} As disadvantaged persons developed self esteem and confidence through employment, the quality of their lives was enhanced.

**Quality** - When different sectors form a partnership to achieve quality, they also strive to achieve excellence by exceeding minimum standards. CIPEC and the Livestock Genetic Improvement Program are examples of partnerships which have surpassed minimum performance standards.

Natural Resources Canada formed a partnership with CIPEC to co-ordinate "the development of energy efficiency goals, action plans and services for each industrial sector through a network of task forces."\textsuperscript{120} Quality achievement is one focus of the annual reports which are sent to the Minister of Natural Resources to provide information about the industry's progress towards improving energy efficiency. CIPEC set targets with industries for voluntary programs resulting in energy efficiency.

In CIPEC's *A Decade of Achievement, 1975-1985*, there is evidence that standards were surpassed. Planned energy
efficiency resulted in a 24.1% reduction in energy usage. The original target figure, 23%, converted to $2.4 million dollars in savings.\textsuperscript{121} The 1997/1998 annual report indicated that CIPEC’s continuing annual average improvement in energy intensity of 0.9 percent from the 1990 base year to 1997 is on track with [the] target of 1.0 percent per year. [The] average annual energy intensity improvement of 2.0 percent from 1991 to 1997 is significantly better.\textsuperscript{122}

As a result of CIPEC’s efforts, energy consumption by industries such as Ford Canada decreased, competitiveness in a global economy increased, and carbon dioxide emissions decreased thus resulting in a safer environment.\textsuperscript{123} The improvement in air quality alone is a benefit to which a dollar figure cannot be readily assigned.

The partnership, Livestock Genetic Improvement Program (LGIP), was comprised of partners from Agriculture and Agri-Food Canada (AAFC) as well as industry-founded not-for-profit organizations representing the dairy cattle, sheep and swine livestock industries who set standards in order to maintain quality. The partnership’s purpose was to prepare for private sector delivery of the LGIP by such members as Canadian Beef Improvement Inc; the Canadian Dairy Network, the Canadian Centre for Service Improvement Inc., and the Canadian Sheep Information Centre. The mandate was to “assis[t] farmers in maintaining and improving the quality of their herds and suppor(t) the Canadian livestock industry in maintaining and enhancing export
opportunities" through computer-based genetic evaluation and analysis for the livestock industry.\textsuperscript{124} Such a mandate improved the quality of livestock used for dairy (milk) and meat production. The quality achieved through this partnership is significant to the industry, the world market, and the health of Canadians.

Service to Clients - From its inception, in 1991, as an equal partner with the Ministry of Consumer and Commercial Relations (MCCR), Teranet was established to deliver a public service by being "committed to achieving leadership in domestic and international markets in the areas of data products and services, electronic commerce service delivery and related business operations services."\textsuperscript{125} Teranet, which creates and manages geographic information systems, prides itself on providing high standards of customer service and satisfaction as a "services company."\textsuperscript{126} Its objectives have a service focus linked to efficiency and accessibility:

- automating and enhancing Ontario's land registration system;

- developing an information utility to manage the land registration databases...and serve as the communications hub for remote access to the system; and

- marketing its expertise, systems, applications and information within Canada and internationally.\textsuperscript{127}

Teranet's achievements and awards support its success as a leader in service delivery. In 1998 and 1999 Teranet received
the Canada Council for Public Private Partnerships' Award for Service Delivery and was included in the 1998 Gold Award for Innovative Service Delivery.\textsuperscript{128} During an interview, a representative from Teranet stated that:

awards are an important way to tell us how we measure up in comparison to other people in the area who are going for the same award. It is important to measure ourselves against other partnerships with productivity tools such as e-commerce and the Global awards. Such awards give us feedback from external sources which is often a better measurement to have than only an internal measure.\textsuperscript{129}

He clarified that productivity was linked to service and the quality of that service.

The partnership formed by Health Canada and provincial, territorial and third sector parties in the Community Action Program for Children (CAPC) is also service-oriented. The CAPC funds community groups to deliver services which address the developmental needs of at risk children from the ages of 0-6 years.

The partnership has unique arrangements and mechanisms for delivering services for children living in: (1) low income families; (2) teenage parent families; (3) situations of abuse or neglect; and (4) situations of developmental delays, and social/emotional/behavioural problems. Although services are delivered by community groups, the partnership is jointly managed by the federal and provincial/territorial governments.\textsuperscript{130}

The governments (1) provide resources and administrative
protocols which outline the terms and conditions under which the program is managed in each province/territory; and (2) assure that the quality of services delivered and measured across all jurisdictions through Regional Centres meets common objectives. Assurance of quality is supported by the following guiding principles:

- children are the primary consideration;
- families are strengthened and supported in assuming the responsibility for raising their children;
- equity and accessibility are assured for all children so that opportunities to develop their potential are available;
- partnerships and collaboration are used to achieve holistic support for children and their families;
- decision-making and action are community based; and
- flexibility allows for response mechanisms which address the diversity of Canadian communities.\(^{131}\)

Thus, the federal government funds a program which advocates prevention and "strengthening families and communities by encouraging the development, evaluation and delivery of community based and culturally appropriate services to support the healthy birth and development of young children."\(^{132}\)

Health Canada, through six regional and district offices, has initiated 600 service projects focussed on parenting, family resource centres, home visiting programs, intervention, infant stimulation and community kitchens. In an average week, CAPC provides service to 56,000 parents and their children in programs across 300 Canadian communities.\(^{133}\)
Teamwork - As partners share resources and decision making equally they also work as a team to achieve compatible objectives. The international "partnership in management", the North American Waterfowl Management Plan (NAWMP), restored waterfowl population in Canada, United States and Mexico to the levels of the mid 1970s through habitat protection, enhancement and restoration. The goal of the partnership was "to protect and enhance high quality wetland habitat in North America which supports a variety of wetland-dependent wildlife and recreational uses."\(^{134}\)

The NAWMP partnership became international when Mexico became a partner.\(^{136}\) The signed agreement required government and non-government organizations to combine resources in order to protect the waterfowl habitat. Each partner interacted with the United States Fish and Wildlife Services, the Canadian Wildlife Services and the International NAWMP Committee to accomplish the defined goals. Teamwork and the need to share resources were noted in the following statement: "[a] sign of its successful implementation is the fact that what were in some cases competing interests are now being used in cooperation. Therefore, the energy and resources once used in competition are now being used in co-operation."\(^{137}\) At the end of 1996, 28% of the Plan's habitat objectives were met. Over half a million
hectares of uplands and wetlands habitat were secured and/or 
enhanced and 2 million hectares of lands were modified.138

In the Integrated Justice partnership, partners supported
"the principle of respecting the cultures of both partners while 
leveraging the best practices of the respective partners."139

The level of co-ordination and team effort exercised was 
described in the vision of Ontario's Integrated Justice Project 
"to transform the separate paper-based information silos into a 
seamless network of information that links the justice system 
electronically end to end."140 The reliance on teamwork was 
reinforced with findings gathered during an interview with a
representative from EDS Systemhouse who stated that:

♦ success for both parties is that each party insisted that the 
project be successful and the initiative of the project is 
complete because then outcomes are achieved; and

♦ risks are absolutely critical to understand...it is important to 
recognize that there are specific risks to be dealt with and 
looked at; and

♦ balance of control and power of the arrangement is that one 
party wants to be in control to manage the political risks and 
one party wants to be in control to manage the financial risk. 
The solution we found is that both parties are in control and 
nothing happens without the other party agreeing to it.141

The representative also stated that Integrated Justice partners 
exhibited teamwork by "hashing out" the roles and 
responsibilities and having clients and shareholders on steering 
and project committees involved in negotiation. This strategy
was also described during an interview with a representative from Teranet who stated that:

the committee/advisory group treated the partnership like a marriage from day one. Flexibility, in order to deal with the unknown was built into the contract in order to balance the risks with the rewards. Stability of the group (board) is crucial because they made a commitment to share the benefits and the risks – a two way street. He cautioned that in partnerships one can overteam, therefore, leadership is important to move the project along – out of the committee level to living what you say you are going to do – present recommendations and respond quickly.\(^{142}\)

Teamwork was needed to define roles and responsibilities and to promote and establish a vision for the partnership.

The Integrated Justice interviewee stated that in order to achieve a vision for a project, cooperation is necessary.\(^{143}\)

Cooperation was promoted through respect for each other’s differences and competencies in an environment of teamwork. Partners agreed not to change each other’s culture because it works for them.\(^{144}\) Instead, a partner’s problem became a team problem which required mutual solutions. This was “an easy thing to say, but hard to do.”\(^{145}\)

EDS Systemhouse learned that, if teamwork existed, then even a government representative could be brought into the private sector operation to answer questions.\(^{146}\) Although teamwork was not named as a value by the interviewees, the behaviours discussed, when taken collectively, described teamwork.
Conclusion

The foregoing discussion focuses on the values impacted by collaborative partnerships. Interviews with key stakeholders in a variety of collaborative partnerships yielded data which support the values identified and describe the tension which arises when a values framework is used to establish a partnership. The examination of values and data collected from related interviews supports the interrelatedness of the effects and implications which values have on partnerships. Partners in Goodwill, Teranet and Integrated Justice have "lived the experience" and are witness to the power that a values framework brings to the negotiation, formation and formalization of collaborative partnerships.

Values such as trust, fairness, accountability, openness, representativeness, efficiency, effectiveness, responsiveness, innovation, quality, service and teamwork are impacted by collaborative partnerships. Those which may create tension for the partners are efficiency and effectiveness, and accountability and openness.
Chapter 3 - Endnotes


3. Interview with Vic Ford, Vice President, Strategic Alliances and Business Partnerships, Teranet, February 21, 2000.


13. Auditor General - Chapter 5 - Collaborative Arrangements, p. 5-10.


18. Ibid, p. 34.


24. Ibid, p. 3.

25. Ibid, p. 3.

26. Ibid, p. 3.

27. Ibid, p. 3.


32. Ibid, p. 4.

33. Auditor General - Chapter 5 - Collaborative Arrangements, p. 5-11.

34. Interview with Tudor E. Negrea, January 5, 2000.

36. Interview with Brian Plumb, Client Director, Ontario Government Services, EDS Systemhouse, November 18, 1999.


38. Interview with Tony Grant, Anderson Consulting (now Accenture), November 18, 1999.

39. British Columbia, Financial Institutions Commission IPAC - Innovative Management Competition, Partnership Management (British Columbia: Ministry of Finance and Corporate Relations, 1991), p.1. FICOM was created when the Superintendent of Financial Institutions (SOFI) as regulator of credit unions, merged with the Credit Union Deposit Insurance Corporation of British Columbia, (CUDIC) the deposit insurer. The B.C. Central Credit Union (BCCCU), the money market manager and cheque clearer, and the Stabilization Central Credit Union of British Columbia (SCCU), responsible for enhancing the stability of the credit union system via a self-regulatory program, provide support for the 110 credit unions.


42. Ibid, p. 2.

43. Ibid, p. 2.

44. Ibid, p. 4.

45. Ibid, p. 5.

46. Goodwill Toronto, Goodwill Toronto's Community Youth Call Center Project, PEPNet Application and Answers (Toronto Goodwill: 1998), p 2.

47. Ibid, p. 3.


49. Ibid, p. 11.
50. Interview with Art Daniels, Assistant Deputy Minister, Ontario Public Service, Restructuring Secretariat, October 21, 1999.

51. Interview with Art Daniels, October 21, 1999.

52. Interview with Tony Grant, November 18, 1999.


54. Interview with Tudor E. Negrea, January 5, 2000.


56. Interview with Michael Jordan, November 2, 1999.

57. Ibid, November 2, 1999.


60. Saskatchewan, The Northern Teacher Education Program (NORTEP) and The Northern Professional Access College (NORPAC), IPAC - Innovative Management Competition, Partnership Management (Saskatchewan: Saskatchewan Education - the University Affairs Branch and the Northern Office, 1992), p. 1.

61. Ibid, p. 3. The partners in this initiative were the federal government (Indian and Northern Affairs Canada), the provincial government (Saskatchewan Education, University Affairs Branch), educational institutions (Universities of Saskatchewan and Regina and Northern Lights Division), and community bodies (Tribal Councils and Teachers' Federations and Associations).


63. Ibid, p. 3.

64. Ibid, "Questionnaire on Public Sector Innovation in Canada", Appendix, p. 2.
65. Interview with Art Daniels, October 21, 1999.


68. Auditor General – Chapter 5 – Collaborative Arrangements p. 5-12.


72. Canada, Alternative Service Delivery – Citizen Centred Service and the Partnership Option (Ottawa: Treasury Board of Canada Secretariat, 1999, www.tbs-sct.gc.ca), p. 41 of 53. Partners included the Western Economic Diversification (WD), Department of Alberta Economic Development (AED), City of Edmonton; Alberta Women’s Enterprise Initiative Association (AWEIA); Community Futures Development Corporations (CFDCs), National CBSC network (BIS); and the Western Canada Business Service Network.


75. Ibid, p. 43 of 53.


77. Ibid, p. 7.

78. Ibid, Questionnaire on Public Sector Innovation in Canada, p. 18.
79. Ibid, p. 18.


81. Ibid, p. 28.

82. Ibid, p. 28.

83. Interview with Brian Plumb, November 18, 1999.

84. Interview with Tudor Negrea, January 5, 2000.


88. Ibid, p. 20.

89. Ibid, p. 21.

90. Ibid, p. 23.


93. Goodwill Toronto, Goodwill Toronto's Community Youth, p. 18.

95. Teranet, The Partnership That Works (Toronto: Teranet, no date available), p.3.

96. Ibid, p. 4.


103. Ibid, p. 38.


105. Ibid, p. 3 of 10.


107. Ibid, Executive Summary.


111. Seidle, "Responsiveness and Accountability", p. 97.

112. Ibid, p. 98.


115. Interview with Art Daniels, October 21, 1999.


118. Interview with Art Daniels, October 21, 1999.


120. Auditor General - Chapter 5 - Collaborative Arrangements, p. 5-19.


123. Ibid, p. 4-5.


126. Ibid, p. 11.


135. Ibid, p. 4.

136. Ibid, p. 3.

137. Ibid, p. 7.


139. Tudor Negrea, Brain Plumb and Michael Jordan, Key Elements of a Good Partnering Deal Between the Public and Private Sectors (Ontario’s Integrated Justice Project) (Presentation material given to me by Brian Plumb, November 18, 1999), p. 14.


141. Interview with Brian Plumb, November 18, 1999.


143. Interview with Michael Jordan, November 2, 1999.

145. Ibid, p. 41.

146. Interview with Brian Plumb, November 18, 1999.
CHAPTER 4

Operational Partnerships

Operational partnerships are used to deliver government services for many of the same reasons as collaborative ones. Thus it becomes difficult, at times, to distinguish between them. Operational partnerships are established to share work and resources, such as money and/or human resources, rather than decision-making power.¹ Partners are less likely to be empowered.² On occasion, one partner, usually the government, can retain control.³ However, at an operational level, both partners set out to achieve similar or compatible goals through the sharing of work and resources. It is the lack of shared decision-making, and power that essentially distinguishes operational from collaborative partnerships. However, both types of partnerships have a strong element of collaboration and coordination.⁴ In order to determine the values that underlie operational partnerships, it is necessary to examine its key parts.

A review of the scholarly literature about partnerships and the data collected during interviews with representatives of operational partnerships suggest that certain values are important in operational partnerships (see Figure 4.1).
Some of these values (e.g. service and responsiveness) complement one another, while other values (e.g. accountability and responsiveness) are in tension with one another. These are now discussed in light of the cases consulted and examined.

**Ethical Values**

*Integrity* - Representatives from DART (Drug and Alcohol Registry of Treatment) did not directly address integrity, but their information refers to integrity by way of standards/guiding principles or codes of conduct which allow partners to meet ethical standards. By so doing, they uphold public trust and confidence in the government. Administrative or public service ethics can be defined as "principles and standards of right conduct." These principles and standards maintain integrity in an operational partnership.

In the tri-partite partnership, DART, two of the partners, the government (Ministry of Health) and Addiction Research Foundation (ARF), assured that the five principles of Medicare, as stated in the Canada Health Act (1984), were upheld, especially those relating to accessibility and quality of care.

### Figure 4.1

<table>
<thead>
<tr>
<th>Category of Value</th>
<th>Name of Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ethical</td>
<td>Integrity, Trust, Fairness</td>
</tr>
<tr>
<td>Democratic</td>
<td>Accountability</td>
</tr>
<tr>
<td>Traditional Professional</td>
<td>Efficiency, Effectiveness, Responsiveness</td>
</tr>
<tr>
<td>New Professional</td>
<td>Innovation, Service, Quality, Teamwork</td>
</tr>
</tbody>
</table>
The representative from ARF stated that "if we here in Canada cannot provide you with services, in this case substance abuse programs, we will make it accessible to you anywhere in the world. However, the problem is that there were virtually no checks and balances in the system." He reinforced, therefore, that the assurance of the principle of universal health care supported integrity within the service offered. In order to access the service, the person needed to be treated for substance abuse, and approval had to be given before receiving treatment in the United States. A guarantee that the quality of care given during the treatment process would meet the standards and principles used within Canadian treatment centres had to be assured.

Before DART, the Ontario Ministry of Health (MOH) questioned the amount of money being spent through OHIP for treatment programs offered in the United States. Thus, the MOH established its own prior approval system for treatment so that out of country service met standards guiding health care in Ontario.

In an effort to meet the MOH mandate and to uphold integrity, DART developed a statement of purpose and guiding principles. These were to:

- operate as a resource to service providers to help ensure that all individuals with alcohol and other drug problems receive timely and appropriate care;
- act as an information broker providing information about the availability of various types of treatment services;
- share summaries of treatment availability with all participating agencies;
- supplement the existing local services which assess client needs and/or provide information on available treatment options; and
- monitor user satisfaction with DART services as well as the treatment options subsequently obtained for their clients.9

Principles can help to guide the partners to "do the right thing for the system thus upholding trust and integrity."10

It was also noted that DART's employees work to uphold integrity on a day-to-day basis by respecting their "front-line" caregivers in the field.11 This is substantiated by a frontline worker at the Niagara Drug and Drug Assessment Service Centre in St. Catharines who stated that "there is an effort to involve us even at the front line level" to work toward achieving the principles and to provide feedback about the process on a regular basis.12 Thus, by setting out principles, partners encourage personnel to use them as the framework for the organization and as criteria for measuring performance. The sharing of work by partners is strengthened when integrity is upheld by guiding principles which help the partners to keep focussed on performance, behaviour and outcomes.
Trust - In 1990, the Management Policy Division of the Management Board Secretariat, Government of Ontario, established an Analytical Laboratories Council. This public-public, inter-ministerial operational council was formed after an operational review of the government laboratories. This partnership examined and described best practices.

The mission of the council was "to promote partnerships within the analytical laboratory community; to foster scientific innovation, technical excellence, quality management practices; and to continuously enhance public confidence in the province-wide testing system." The work of developing a provincial wide testing system able to deliver high quality laboratory results and consulting services was thus entrusted to the Council. The expectation was that the Council would act as a catalyst to bring together scientific, professional, technical and support staff. In order to fulfill the mandate of the council, partnerships amongst staff, at all levels, were promoted. A high level of trust was nurtured amongst all staff who became involved in the quality improvement process. Innovation, technical excellence and quality management were instrumental in producing a best-practice, system-wide testing program which promoted public confidence and trust. The Analytical
Laboratories Council, like DART, set out to achieve quality service delivery by seeking trust.

DART strongly supported the need for trust in a partnership. A representative stated that, although there was risk involved, the project team which consisted of groups from different alcohol and drug treatment centres representing a variety of treatment methods, ministries, physicians and community representatives, had credibility from which trust evolved. She elaborated by stating that:

trust is credited to the project team because they were credible individuals known in the treatment field. Their credibility enabled DART to happen. As trust built up over time, the effects that trust brought to the project were seen in some of the effects of the team’s efforts. These included pulling the treatment system together; gaining a better understanding of what is beyond your own door; and as reports were filed back to the field, this helped individual agencies develop policies for their own agencies and similar agencies in the system. For example, in respect to the Assessment Referral Centres.17

Trust also promotes efficiency and teamwork as the people in the partnership strive to meet common objectives. A front line worker from the Niagara Drug and Drug Assessment Services indicated that:

trust is built by meeting personalities. I’ve met the lead researcher from ARF a few times. Just by him coming to visit the program and listening to us...has a lot to do with it. Speaking from our perspective, we’ve been involved in a couple of studies with him, as well, so he’d use our agency and he’s requested that our agency be involved and being able to give our feedback...it’s kind of nice that we would see that we do have some input.18
Yet another representative from ARF (Addiction Research Foundation) explained that:

I live what I believe. One gets trust as a person...in terms of who you are and how you talk and the language and what’s in your eyes when you intersect with people one to one. You develop trust as a person...Some of that rubs off for the organization as a whole, but if you’re just one of how many different parts of your organization...can be undone real quick by somebody else...But I think real trust is more the interpersonal level and what’s happening between individuals and the establishment of a real kind of relationship but it is founded in trust.²⁹

Once trust is established the value of accountability can be openly discussed and made a cornerstone of the partnership.

**Democratic Values**

**Fairness** - The Southwestern Regional Centre of the Ministry of Community and Social Services in the High School Co-operative Education Program, in partnership with the Kent County Secondary Schools, demonstrates fairness. The Centre is committed to educating professionals in the field of caring for physically challenged persons. The philosophy of the Centre’s personnel focussed on the importance of providing "[high school] students with education, training and experience that will assist in preparing them for the world of work and future career choices and pursuits."²⁰ The program was designed to give the physically challenged student the opportunity to receive workplace experiences which could not be duplicated in the classroom.

In order to achieve integration of the physically
challenged into the workplace, the Centre found hands-on training for students by working with many partners such as principals, teachers and students, Kent Roman Catholic Separate School Board, the Kent County Board of Education and the administrative and front line staff of the Southwestern Regional Centre. These partners assisted the Centre in achieving the objectives of the program which supported fairness for the physically challenged student:

a) To provide students with an opportunity to discover and develop their interests, aptitudes and abilities in an experimental learning environment;

b) To obtain, develop and expand marketable job skills; and

c) To develop realistic expectations and attitudes towards work.

Although the program no longer exists, it proved to be successful. Between 1986 and 1992, 33,644 placement hours were completed by students. In 1989, the Centre was presented with "The Training Organization of the Year Award." As of 1992, 189 students were placed in nursing, psychology, trades, accounting, staff development and dental offices, something which may not have been possible without a "fair opportunity" for the students to be a part of the program.

The teachers and support staff at the centre agreed that the program achieved its objectives and fairness for students who were "having difficulty in the school system... [it] changed
their attitude and improved their placement and school work...The students develop[ed] more self-confidence and [felt] appreciated for their contributions."\(^{26}\) Success in this program is driven not only by fairness but also by efficiency.

**Accountability** - Because operational partnerships involve the sharing of work and co-ordination between partners, accountability "is a major issue for government funded services that are provided by other delivery agents."\(^{27}\) Each partner must have a clear understanding of the lines of accountability. As mentioned in Chapter 3, different accountability mechanisms may be employed.

**Figure 4.2**

<table>
<thead>
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<th>Accountability Mechanism</th>
<th>Example</th>
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<td>2. A well defined structure to manage the partnership.</td>
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</table>

Each mechanism is now examined within the context of operational partnerships.

*Formal Agreements/Roles and Responsibilities* - A formal agreement outlining clear roles and responsibilities promotes a high level of co-ordination. For example, The Eagle Lake Partnership, Ministry of Natural Resources (MNR) - Dryden
District Office, declared that its mandate was "to enhance the fisheries and environment of Eagle Lake." Once the mandate was stated, the MNR drafted a Fisheries Management Plan and formed the Eagle Lake Conservation Group whose members were tourist operators, supporting business people, cottage owners, local residents and other interested parties.

In response to the need for a definition of a clear set of roles and responsibilities, a steering committee was formed which included four government partners (Environment Youth Corps, Ministry of Tourism and Recreation, Ministry of Northern Development and Mines and Ministry of Natural Resources). The role of the MNR was to provide necessary direction, technical support and funding for the project. The community group's role was to implement the project and raise funds. The partnership was successful, in part, due to clearly stated roles and responsibilities and the work initiated and completed by the group.

The mandate of another operational partnership involving the Ontario Ministry of Energy - Energy Programs and Technology Division- Energy Efficiency Sections along with private and community partners, was "to foster community driven energy conservation activities." Because the program was to be operated at the community level, the ministry needed to establish clear roles, goals and objectives to provide
organizational and technical support on an "as needed" basis. Like the Eagle Lake partnership, there was a need to form a steering committee to develop goals and objectives based on criteria determined by the Ministry. Thus, the Ministry retained control of the program's mandate and its existence relied on partners to implement the program.

Representatives from municipalities, local utilities, businesses, and other groups that were significant players in the community, such as industry, formed the steering committee. The Ministry entered into formal agreements with interested municipalities/regions, such as Toronto, in order to ensure accountability. There was no standard agreement because each agreement was tailored to meet the community's energy needs keeping in mind the objectives identified by the government.

Although the partnership was successful, a change in government in the early 1990s resulted in a decision to transfer the program to a Peterborough organization, the Green Communities Association (GCA), later renamed the Green Community Program. GCA is a not-for-profit, community-based, multi-partner organization that offers to bring environmental solutions to homes, businesses, institutions and governments. As of 2001, the program continues to exist with little or no Ministry involvement at the operational level. The success of this program was enhanced by the formal agreement which became
its framework, and by the delegation of the operational elements of the program to a group of partners. Success is also driven by well defined structures which manage the arrangement of partners. This aspect of operational partnerships is now described by way of examples.

Well Defined Structure to Manage the Arrangement - The Tree Canada Foundation (TCF), a not-for-profit organization, carries out certain elements of the National Tree-Planting Program. TCF, in partnership with the public, private and third sectors, set out to "creat[e] opportunities for individuals and groups interested in planting and caring for trees and facilitat[e] the development of productive relationships between corporate interests and community groups that share the same vision." TCF carries out its responsibility to encourage "synerg[y] among[st] its stakeholders to facilitate the development and execution of tree-planting initiatives." TCF was entrusted with the implementation of the mandate. A well defined structure for the implementation of the partnership was established as follows: the community individuals and associations would act as volunteers to plant the trees; corporations would sponsor planting projects; and government would contribute financial and/or in kind resources by providing the trees or technical assistance.
Before trees could be planted, TCF required interested organizations to develop and implement action plans together with the foundation. Once the action plan was approved, those providing the resources (trees or funding) were notified to proceed with the work. A set structure for approval to plant trees helped to make the initiative a success.

This partnership is unique because it was driven by TCF, which approached the government as a partner. TCF is proving to be an accountable and valuable partner in promoting environmental health through the planting of trees. Such accountability is demonstrated in operational partnerships, in part, by measurement of outcomes.

Measurement of what is expected is being accomplished - The operational partnership between the Ontario Ministry of Agriculture, Food and Rural Affairs (OMAFRA) and the University of Guelph is built on accountability, especially in the form of measuring outcomes. Outcome measures are important because the partnership is being funded by the government and carried out by a delivery agent. On April 1, 1997, the government transferred the delivery of education, research, and laboratory services to the University of Guelph together with $51 million in transfer payments. The mission established by government indicates that the partners will work together to develop the long-term global competitiveness and sustainability of Ontario's food and
agricultural system through excellence in education and research.\textsuperscript{40} In order to be responsible for "living" the mission, partners focussed on results, performance measurement and ongoing monitoring. Performance measures, put into place from the beginning of the partnership and used for the research program, included program costs, quality, responsiveness and output.\textsuperscript{41} Program costs related to cost per project. Quality related to economic impact of technological, environmental and social impacts. Program responsiveness was described as adherence to priorities, direct industry participation and industry satisfaction. Program output was defined in terms of publications, reports and presentations.\textsuperscript{42}

The decision making power is held by the government (OMAFRA). In order to ensure accountability, the Ministry provides a list of what it expects and the University decides how to meet these expectations. The partnership agreement requires the University to be responsible for delivering research programs in the areas of animals, plants, food, environment and rural communities.\textsuperscript{43} In order to achieve accountability by measuring outcomes, the priorities established by the Ontario Agricultural Service Coordinating Committee and the Agricultural Research Initiative of Ontario must be addressed by the University which then presents a program plan and its accomplishments to the Ministry.\textsuperscript{44} Performance measures
are one way to achieve accountability. Another measure is to use an evaluation system.

_Evaluation System to Determine Success - The Auditor General’s 1999 report indicates that evaluation mechanisms can be expected when there is a financial gain to be made or when partners have made large financial contributions to the partnership._45 This statement is substantiated in "The Final Evaluation Report for the Drug and Alcohol Registry of Treatment" (DART). It is noted that "[i]n 1990, thousands of Ontario residents were seeking treatment for substance abuse in American facilities, at an annual cost to OHIP approaching $50 million."46 Because of the need to reverse this exodus of monies from the provincial health care fund and to offer Ontarians the service required, DART was established as a three year demonstration project. When the evaluation marks were in, DART had performed so well that it now functions under the Ontario Substance Abuse Bureau of the Ministry of Health with support from Addiction Research Foundation (ARF). A large part of DART's success relates directly to its submission of Interim and Final Evaluation Reports which describe the evaluation process in achieving project goals.

Although the evaluation process is integral to accountability and seems like a logical thing to do, the process
is difficult and undefined in some partnerships. A representative from ARF stated that

we are pilot testing an outcome monitoring system...I don't know what form but it's not easy to do, by the way. In trying to establish our commitment to measure change we guessed that evaluation kinds of questions are not easy to answer. However, the motivation is gradually coming within the province. At this provincial level we will have an accountability monitoring process. At the individual agency level there are programs that are miles ahead. It depends very much on the administration of the program and the extent to which they really believe in the need to push for outcome.47

In this representative's opinion the evaluation process links not only to accountability but also to leadership. He cautions that

as a transfer payment agency, it is easy to monitor money because government provides the money and establishes accountability mechanisms to monitor the use of the money. What is difficult to monitor is whether programs, such as DART, are actually functioning to do what they were supposed to do and doing it well...Those accountability mechanisms are often lost and then the other part that is not only to be accountable to do what you said you were going to do but to actually make a difference in people's lives. The actual outcome you achieve and the level of accountability for the program at the local level, a community level, to really embrace it, depends very much on the Executive Director and that particular board.48

Traditional Professional Values

Efficiency - The Ontario Ministry of Government Services Computer and Telecommunication Services (CTS) and the Ontario Systems Council (OSC) worked together to develop an Electronic Post Office. This post office provided electronic mail
services, initially for 17,000 Ontario government users on disparate mail systems. At the time of the partnership, CTS was responsible for the supply and promotion of information technology products and services to Ministries and agencies funded by the Ontario government. CTS's partner, the OSC, was represented by each of the Ontario government Ministries.

CTS's objectives were (1) to increase executive awareness of information technology issues; (2) to improve the efficiency and effectiveness of system functions by sharing information and identifying areas of improvement; and (3) to participate in activities with central agencies. CTS has now been renamed IServ of Ontario. The Ontario Ministry of Government Services Computer and Telecommunications Services (CTS) achieved efficiency in communication even though this value was not included in the partnership's written objectives.

The Electronic Post Office made improvements in serving clients because of a faster turnaround time of information; easier access to ministries, committees and executives; and reduction in the number of hard copy documents requiring storage. Efficiency, attained because output of information was greater than input, became a measurable outcome.

However, for some partnerships, there is a conscious choice to make efficiency a measurable outcome on a stand alone basis. For example, DART set out to make more efficient use of
substance abuse treatment services in Ontario. In the document, "An Overview of The Drug and Alcohol Registry of Treatment," the long-term mission for DART is identified as improving "the efficiency of Ontario's treatment network." Efficiency is achieved by "inform[ing] staff of alcohol and drug treatment programs, and other health, social and correctional service professionals, of the availability of assessment, detoxification, treatment and case management for their clients within Ontario's treatment network." If clinicians are better informed about resources available for the treatment of substance abuse, then the quality of the service can be improved. Clinician awareness is only one aspect of efficiency. Another is accessibility to information.

DART improved access to information in their database so that the "telephone consultant" could be informed of all available treatment options when a call for information was placed. If the telephone consultant is to respond efficiently to inquiries, the system must be able to quickly scan the database and provide information on type of service offered and availability of beds and their location on a regional basis. DART's initiative has expanded to include the Ontario Problem Gambling Hotline. This expansion speaks not only to efficiency, but also to effectiveness.
DART fulfills the Auditor General's directive that "...meeting this objective of greater efficiency should not compromise the objective of achieving the intended results." Achieving greater efficiency through more accessible, and current information through a database helped DART to decrease the number of people seeking treatment in the United States. It also afforded the public a more responsive, accessible and quality service.

When the users of DART's service were surveyed, 56% indicated they were "much better informed" about the availability of substance abuse treatment programs in Ontario, and 36% were "somewhat better informed" with the information received from DART. Almost three quarters of the callers receiving information were "very satisfied" and 19% were "somewhat satisfied." "Callers most frequently cited availability, information about existing agencies, and program information matching clients with services as the most useful information." The callers reaffirmed that DART efficiently informed staff and other health, social and correctional workers of the availability of treatment programs and initiatives for Ontarians. As well, the representative of DART stated, in an interview, that not only was the objective met, but in comparison with the earlier years, when thousands of Ontarians sought treatment in the United States, only 9 persons did so in the fiscal
year 1998-1999. It really has made a difference (MOH)...in terms of costs and quality of service provided. The budget of DART is really significant to the taxpayer...very very significant. Over in the States we spent multiple millions with beds available here.58

The focus of efficiency is usually on finance. The question often asked is: Does the cost of a program at least equal the benefits provided for those who are served? Once benefits become a focus, there is a natural tendency to examine effectiveness.

Effectiveness - One way to determine whether a partnership is effective is to examine how closely it has met goals and objectives. A partnership, known as the Ministry of Natural Resources (MNR) - Community Fisheries and Wildlife Program (CFWIP), initiated in 1982, continues to be effective. The MNR began the program after realizing that anglers, cottagers and tourists wanted to help government biologists in the management of Ontario's fisheries resources. The program was designed to encourage the public to voluntarily work, hands-on, in fisheries management projects.59 The voluntary partners include landowners, sportmen's groups, naturalists' groups, 4H clubs, trail clubs, trappers' councils, seniors and youth groups.60

The partnership is effective in achieving its goals and objectives because it is structured to actively involve volunteers who have the responsibility of designing projects that will help to improve fish and wildlife, as well as outdoor
recreation. Government controls which projects receive funding. Volunteers submit proposals for projects in order to receive funding for equipment and materials. Proposals must meet three CFWIP objectives which are to: benefit the resource; involve the public; and benefit the general public.\(^6\)

Proposed projects can include a range of activities such as spawning bed creation; habitat restoration; wildlife census; streambank fencing and stabilization; building nesting platforms; and developing educational traits or reintroduction of lost species.\(^6\) The CFWIP continues to be successful and effective as projects are approved and completed. In 1982, the Ministry approved 24 projects. In 1990 about 250 projects had been approved.\(^6\)

Another partnership that has been effective is the Ontario Ministry of Agriculture, Food and Rural Affairs (OMAFRA) program at the University of Guelph. The implementation of the Enhanced Partnership Agreement has been effective in helping to achieve the partnership’s objectives from 1996-2000. OMAFRA invested nearly $6.8 million in the Food Research Program.\(^6\) One of the objectives was to find new ways to do business in order to generate revenue and enhance research.\(^6\) The program’s objective was to match OMAFRA’s investment of $6.8 million with external funding. From the years 1996-2000, the program was awarded $7.5 million from outside sources and the University of Guelph
received infrastructure funding from the Canadian Foundation for Innovation and the Ontario Innovation Trust. The program achieved and surpassed the matching of its original funding figure. Success in operational partnerships is further promoted when efficiency and effectiveness are coupled with responsiveness.

**Responsiveness** - After learning about toxins being dumped into the St. Lawrence River and the negative effects this practice was having on the ecosystem, habitat and people's health, the federal government initiated the St. Lawrence River Cleanup in 1988. This initiative began with the St. Lawrence River Action Plan the objective of which was "to reduce by 90% the liquid toxic waste being discharged into the St. Lawrence and Saguenay by the 50 industrial plants considered to be the biggest polluters." Substances such as metals, oil, grease and suspended and organic substances were being dumped into the river on a daily basis. The government needed to respond quickly to the situation because there was fear that the toxins were not only contaminating all levels of the food chain but also altering ecosystems. Of greater concern was the real fear that toxins emitted into the water posed a potential risk to health. Once the action plan was put into place, the federal government, along with the Quebec government, signed a
memorandum of understanding to work together to protect and restore the River.\textsuperscript{69}

The fifty industrial plants that were targeted for cleanup were chosen by Environment Canada and Quebec's Environment Ministry. The criteria, set by the federal government, and used to assess the industries were:

\begin{itemize}
  \item[a)] the type and amount of toxic substance in the wastewater; and
  \item[b)] the location of the plants in relation to the St. Lawrence River and Saguenay.\textsuperscript{70}
\end{itemize}

Because government views environmental clean-up as a high priority, it responded quickly, keeping in mind factors such as the socio-economic importance of the industries which employed people, making drinking water safe, the protection of fish and habitat, and the popularity of water sports. To date, the clean-up and monitoring of the industries continues and the work rests with non-profit groups such as the St. Lawrence Restoration Council at Cornwall. The group continues to oversee the implementation of the Remedial Action Plan. Together with the federal, provincial and municipal governments, the Mohawk Council of Akwesasne, other environmental groups, businesses and the general public, continue to keep the River clean. The St. Lawrence Restoration Council thus

\begin{itemize}
  \item[a)] encourage[s] the protection, restoration and sustainability of the environmental quality of the upper St. Lawrence River ecosystem;
\end{itemize}
b) use[s] the Remedial Action Plan for the St. Lawrence River, Great Lakes, Great River, released in November 1997, as the starting point for the remediation of the St Lawrence River; and

c) restore(s) and enhances the environmental quality of the St. Lawrence River for children.\textsuperscript{71}

What at first was a government driven operational partnership is now not-for-profit. Government remains involved with funding and consultation.

DART is another example of a partnership established to respond to both a government and a public need. The Ministry of Health, in 1991, was concerned about the number of people leaving Ontario to receive treatment for Alcohol and Drug Abuse in the United States. Large amounts of money were being paid, through OHIP, to cover the costs of those treatment programs. At the same time, Ontario residents seeking treatment were not exploring the options that the Ontario treatment network had to offer. Ontarians needed to receive inclusive information about treatment services. The review of the addiction treatment system by ARF stressed the problems that members of the general public and service/treatment providers had in accessing treatment programs.

In response to these problems several professionals expressed the need for accurate, up-to-date, and accessible information about the availability of alcohol and drug treatment in Ontario. The need was so urgent that DART was mandated to
become operational in four months. The Ministry of Health and ARF responded by developing a centralized information system about treatment and bed availability.

In May 1991, ARF began the process of establishing DART. While a committee developed a structure and direction for DART and consulted treatment agencies, ARF provided a province-wide public consultation process and received input and feedback from about 1,000 people. In October 1991, ARF and the Advisory Committee established workable objectives, after which DART became a partnership.

So successful was DART's initial program that its database has expanded to meet the needs of people with gambling problems through Ontario's Problem Gambling Help Hotline. In 1995, DART became a free standing agency governed by a provincial Board of Directors. DART remains the resource and database for agency information required by professionals, while the DATIS database, developed in 1994, provides information to clients requiring treatment. DART is a current and timely example of a partnership that continues to respond to the needs of the government and the people. Not only was DART's initiative responsive, it was innovative in both its structure and in the rapidity of its creation. Because DART's success is linked to innovation, this value is now examined.
New Professional Values

Innovation - The National Heritage partnership, led by the Canadian Parks Service, is a "national alliance of non-profit, co-operating associations working in partnership with the Canadian Parks Service to support and enhance environmental protection, education, research and heritage conservation." The Canadian Parks Service (CPS), Parks Canada, looks to other partners outside government to help build Canada's national identity through the preservation and protection of national parks, national historic sites and heritage canals. CPS knows that, alone, it does not have the knowledge and resources to complete the job of preservation and protection. Thus it relies on co-operating associations such as local, volunteer and community based groups to support individual parks, sites and canals. The 1992 IPAC submission by CPS indicates that 4000+ members contributed over 60,000 hours of volunteer effort yearly. Volunteers operate fifty sales outlets and organize special events at parks, sites and canals to generate revenue.

Why is this partnership innovative in nature? In November 1990, the CPS entered into an agreement with the Canadian Parks Partnership (CPP) in order to develop, promote and distribute national products, services and joint promotions. The licensing program needed for the agreement is innovative because the program supports and encourages government agencies, private
and not-for-profit sectors to work towards achieving a common goal - a healthy environment. The licensing program allows the producer to display Environment Canada’s, Parks Service signature and logo on its products. In return, the Canadian Parks Partnership receives a royalty fee from the sale of the product which is used to enhance Canada’s environment.\textsuperscript{80}

Through a variety of marketing mechanisms the CPS and CPP are guaranteed that the business community participants are chosen on the basis of their areas of expertise.\textsuperscript{81} As well, a Joint National Standards Committee was established to ensure that national product standards and processes were upheld.\textsuperscript{82} The private and not-for-profit sector design, make and sell merchandise in the parks, while the public sector allows them to use the government logo in fundraising initiatives.

The Pregnancy Outreach Program is another partnership which demonstrates innovation. In 1988, British Columbia’s Ministry of Health began a Pregnancy Outreach Program. The program was designed to educate women who were at the greatest risk of having low birth weight infants or other poor pregnancy outcomes. The goal of the program was “to promote positive health practices that contribute to the health of newborns and mothers.”\textsuperscript{83} The Ministry of Health set the objectives and standards and the sponsoring agency, together with an advisory committee, designed and implemented services to meet the
standards. The Ministry of Health contracted community agencies through RFPs to provide the service. After being selected, community agencies established advisory committees in order to obtain expert direction on clinical issues. In this way, the health of mothers and newborns was promoted, preventative measures were available to address disease mortality rates, and costs of health care were scrutinized. This partnership was not only innovative but also provided service to an important and substantial segment of Canada's population. Thus, service is impacted by operational partnerships.

Service - The Parks Canada Volunteer Program was struck in order to deliver a service. Parks Canada realized that, if it was to keep Canadian parks and sites open during a time of government fiscal restraint, it would have to solicit increased involvement of volunteers. Canadians would need to contribute their time and commitment in order to continue making the parks and sites a success.

Currently, volunteers continue to work at Canadian parks and are a major contributor to the delivery of service to visitors. Volunteers are managed by Parks Canada staff but are treated as government employees. The volunteers or volunteer associations help to generate revenue which is needed to support the site. This is done by collecting money by offering programs and projects. In addition, the use of volunteers helps Parks
Canada to fulfill their service delivery requirements and meet accountabilities stated in the Parks Canada Accountability Framework. The accountabilities are to:

- contribute to ecological and commemorative integrity through using volunteers for monitoring and research;
- provide a client service by catering to get more involved in conservation initiatives in 'hands on' activities: and
- expedite use of public funds by virtue of the minimal investment required for the program.86

A more recent example of the success of the Canada Volunteer Program is the Friends of Bar U Historic Ranch Association. This is a volunteer organization that works with Parks Canada to promote western style ranching and heritage awareness.87 The Friends of Bar U assist Parks Canada with the volunteer program, run the gift shop, manage the restaurant and head up fundraising initiatives. In 1997, volunteers contributed over 4,900 hours in handling livestock and hosting special events and digging for artifacts and gardening.88 Parks Canada could not deliver heritage services or fulfill its mandate to "protect and present nationally significant examples of Canada's natural and cultural heritage and foster public understanding, appreciation and enjoyment in ways that ensure their ecological and commemorative integrity for present and future generations"89 without the work of volunteers. Once a
service is extended to the public, there is a natural tendency to ask "how good" the service is, that is, what is its quality?

Quality - When partners set out to achieve quality they also have the goal of achieving excellence. Partnerships which are established and which do not necessarily target quality as a major objective sometimes find that quality is an outcome achieved by the meeting of originally defined objectives.

Quality was not a main driving force behind the partnership established with DART. The main reason for the initiation was to decrease OHIP costs for people leaving Ontario to undergo treatment for substance abuse in the United States. However, as DART evolved, the achievement of quality was reflected in the process and demonstrated in several ways. DART, which provides information to professional health agencies, recognized the need to improve referral systems, bed availability, response and timeliness of treatment and, while reducing risk to the patient and minimizing the number of people seeking treatment in the United States. In 1994, DART's activities expanded to include DATIS (Drug and Alcohol Treatment Information System) which provides clients with information about the services and resources available as well as how to access these in a timely manner. The quality of the DART and DATIS initiatives is supported by service delivery strategies such as daily updating of information to make it current, providing clients with access
to people rather than voice messages, and providing a menu for quick response treatment programs administered by qualified professionals who form part of the network which supports DART's purposes. A representative stated that:

treatment centres feed us the information, for example on the availability of beds. The centres have signed agreements for reporting frequency, thus they call DART. A doctor today can call DART and indicated he has a 24 year old patient addicted to heroin who needs immediate treatment. The DART telephone consultant can then type in the information and proposals for treatment, or the database will show that a bed is available on Tuesday - other assessment centres cannot do that. We pride ourselves in live answering of the phone.

Thus, DART and DATIS achieve quality through responsiveness, accessibility, economy, efficiency, accountability and client-centered focus. The more recent expansion of DART to include a Gambling Information Help Hotline speaks not only of its success, but also of the quality of service being delivered.

In the St. Lawrence River Cleanup partnership there was a direct link between quality and service because the purpose was to improve the quality of water and ecosystems. In 1987, a springboard for the River cleanup was the Great Lakes Water Quality Agreement signed by the United States and Canadian governments to commit to carrying out Remedial Action Plans (RAPs) to clean up areas of the Great Lakes which were polluted and to monitor quality. For example, the RAP for the St. Lawrence River (Cornwall) was initiated in 1986 and undergoes
continuous updating. The RAP, jointly developed by Environment Canada, Ontario Ministry of Environment and Energy, Ontario Ministry of Natural Resources, the Mohawk Governments of Akwesasne and the St. Lawrence River (Cornwall) Public Advisory Committee, continues to involve partners who work together to research and review options for the restoration of the River.

In November 1997, the RAP was prepared by the St. Lawrence River (Cornwall) Remedial Action Plan Team and the St. Lawrence River (Cornwall) Remedial Action Plan Public Advisory Committee for the joint governments Canada-Ontario Agreement Respecting Great Lakes Water Quality signed in 1994. Since Remedial Action Plans were implemented, sixty four recommended actions, thirteen education and ten research recommendations were implemented, completed, and reported. The St. Lawrence River Institute for Environmental Sciences continues to implement the RAP, monitors the work, carries out research, along with the Raisin Region Conservation Authority and the City of Cornwall.

One of the major areas of concern had been the clean up of PCB contamination. As of 1997, PCB contaminating equipment in the area of Cornwall has been removed to storage facilities. The work of the partners has prevented the discharge of PCBs on the Canadian side of the River thus improving the quality of water and the St. Lawrence River ecosystem. Through the ongoing measurement and development of goals and objectives provided
through RAPs and the St. Lawrence River Restoration Council, water quality has been improved. Operational partnerships are strengthened and their work made more appropriate when values, such as quality, support the foundation for the partnership. The achievement of quality implies that teamwork is also necessary.

**Teamwork** - Although teamwork is not as evident in operational partnerships as it is with collaborative ones, it is still an important value. Teamwork is evident in the partnership developed by the Team New Brunswick Trade Assistance in 1995 when the government needed to fully integrate its trade strategy. The partners involved in designing an integrated trade model were the Atlantic Canada Opportunities Agency, Industry Canada, Foreign Affairs, International Trade Canada, Agriculture Canada, along with New Brunswick’s Economic Development and Tourism, Fisheries and Aquaculture and Agriculture. The partners cooperated to streamline the process for seeking export support for small to medium sized enterprises. The partners shared the work of “setting up” a one stop service for clients to reduce duplication between the federal and provincial departments by introducing a standardized application form and process.96

Teamwork promoted this project as the “[r]elationships between managers in the departments helped speed development of
the project" and "[o]perations [were] boosted by the positive relations that exist[ed] between departments as a result of earlier co-operative successes." When public servants across governments and departments share work, to set up a one-stop service delivery system, duplication is reduced, service is increased, and knowledge and trust are generated.

**Conclusions**

In this chapter, operational partnerships are described, by way of example, as one of the alternative delivery mechanisms. Considerable attention is given to values which are impacted by partnerships and which frame and drive them to successful achievement of their mandates. During the examination and description of partnerships which were tried and expanded as a result of their contributions to public service, several observations and inferences were made.

First, the differentiation between operational and collaborative partnerships is evident when three elements are able to be identified: (1) sharing of work rather than decision making; (2) sharing of resources; and (3) achieving similar or compatible goals at an operational level.

Second, it is possible to isolate and link traditional and new values to the partnerships examined. The values that are most affected by the creation of operational partnerships are integrity, trust, accountability, fairness, efficiency,
effectiveness, responsiveness, innovation, service, quality, and teamwork.
Chapter 4 - Endnotes


2. Ibid, p. 63.


9. P 2-3 - DART handout.


11. Interview with Wendy Rush, Office Manager, Drug and Alcohol Registry of Treatment, September 8, 1999.


15. Ibid, p. 2.

16. Ibid, p. 3.


23. Ibid, p. 3.

24. Ibid, p. 3.

25. Ibid, p. 3.

26. Ibid, p. 3.


32. Ibid, p. 2.

33. Interview with Andrico D'Amico, Green Communities Association, October 2, 2000.


37. Ibid, p. 50 of 53.

38. Ibid, p. 45 of 53.


42. Ibid, p. 15.


47. Interview with Brian Rush, September 20, 1999.


51. Ibid, p. 3.

52. Vijaya Chevendra, Brian Rush and Susan Vincent, *An Overview of The Drug and Alcohol Registry of Treatment (DART)* (Ontario: Drug and Alcohol Registry of Treatment, Addiction Research Foundation,), p. 4.


54. Ibid, p. 3.


57. Ibid, p. 21.


64. University of Guelph Food Research Program - *Key Accomplishments (1996-2000)* (Ontario: University of Guelph


68. Ibid, p. 2.


70. Ibid, p. 2.

71. St. Lawrence River Institute of Environmental Sciences, The St. Lawrence River Institute of Environmental Sciences - Communities for Rivers, Rivers for Communities (Cornwall, Ontario: St. Lawrence River Institute of Environmental Studies, 2000), pamphlet.


74. Ibid, p. 6. By turning to members of government ministries and departments, alcohol and drug treatment agencies, youth services, labour organizations, First Nations people, Alcoholics Anonymous and advocacy groups for the disabled to form the external advisory committee.

75. Ibid, p. 6.

76. Interview with Wendy Rush, September 8, 1999.


78. Ibid, p. 2.


80. Ibid, p. 3.
81. Ibid, p. 4.
82. Ibid, p. 4.
90. Interview with Wendy Rush, September 8, 1999.
93. Ibid, Executive Summary.
94. Ibid, Executive Summary.
95. Ibid, p. 7.
96. "Team New Brunswick Trade Assistance" in Partnerships and Arrangements with the Private Sector, p. 123.
CHAPTER 5

Consultative and Contributory Partnerships

Two of the four main types of partnerships - consultative and contributory ones - remain to be examined. Each type is discussed in a separate section of this chapter.

CONSULTATIVE PARTNERSHIPS

The renewed emphasis on consultation in the late 1980s resulted from two factors: an increased focus on participation in Canada's political culture and the rise of the service quality movement. "By the early 1990's, service had become a central value in many public organizations and consultation [was] often a precondition to satisfactory service."^1

It is sometimes difficult to distinguish consultative from operational partnerships. Consultative partnerships are those in which public organizations seek policy advice from groups and individuals outside the government organization who are organized into advisory committees, task forces and councils.^2 Compared to collaborative partnerships, consultative partnerships do little to empower partners because government ultimately decides what information gathered from the consultations will be used. Consultative partnerships do, however, contribute information, ideas and expertise to the public policy process and can have significant influence if the consultation process is genuine. Environment Canada describes a
genuine consultation as one that is "an interactive and iterative process that seriously elicits and considers the ideas of citizens and encourages their involvement in decision-making in the tasks of vision setting, policy development, issues resolution and in the design and delivery of government programs."  

Figure 5.1  
Values Impacted by Consultative Partnerships  

<table>
<thead>
<tr>
<th>Category of Values</th>
<th>Name of Values</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ethical</td>
<td>None</td>
</tr>
<tr>
<td>Democratic</td>
<td>Accountability</td>
</tr>
<tr>
<td>Traditional Professional</td>
<td>Responsiveness, Effectiveness, Efficiency</td>
</tr>
<tr>
<td>New Professional</td>
<td>Quality, Service, Innovation</td>
</tr>
</tbody>
</table>

As with collaborative and operational partnerships, consultative partnerships have important implications for certain public service values, including democratic and professional ones. Some of the values discussed in this section complement one another (e.g. service and responsiveness) whereas others (e.g. efficiency and effectiveness) are in tension with one another.

**Democratic Values**

**Accountability** - Consultative partnerships require mechanisms to ensure accountability. Among possible mechanisms are (1) a formalized statement outlining clear roles and responsibilities; (2) a well-defined structure; and (3) an evaluation system used to determine the success of the
partnership. Each of these three mechanisms is discussed in turn.

*Formal Agreements and Clear Roles and Responsibilities* - In 1989, the Arts Branch of the New Brunswick government, in partnership with the Arts Community and the Department of Municipalities, Culture and Housing, established an Arts Board. The mandate of the Board was to:

a) provide advice to the government on policy for the arts;

b) unify and speak for the arts community;

c) improve community involvement and participation in the arts; and

d) consult with, assist and cooperate with any individual organization in relation to the purpose set out.7

In 1999, the structure and mandate of the partnership were formalized by inclusion in the fine arts policy of the New Brunswick Arts Board Act8 so that the Board remained an arm’s length funding agency working towards the implementation of a strategic plan.9 The current legislated mandate is to:

* facilitate and promote the creation of art;

* facilitate the enjoyment, awareness, and understanding of the arts;

* advise the government on arts policy;

* unify and speak for the arts community; and

* administer funding programs for professional artists.10
A significant responsibility of the Arts Board is to advise the government while it appoints individuals to give the Board balanced representation. It is just as important in consultative partnerships as it is in collaborative and operational ones to have a formalized structure.

A well defined structure to manage the arrangement - the organizational structure, terms of reference and guiding principles need to be defined in consultative partnerships. In the SCAN North partnership, as government sought advice from external parties, a wide variety of interest groups shared their insight, skills and experience with government to identify and meet the needs of Northern Ontario residents. Through citizen participation, government developed a "talent bank" of representatives from business, labour, education, environment and community development upon whom the minister called for advice on issues and projects. The SCAN North partnership was structured into six types of consultation models.
Figure 5.2
Models of Participation for Consultation

1) Task team with own secretariat;
2) Task team, with MNDM staff resources;
3) Project Steering Committee chaired by MNDM;
4) Project Review/Advisory Committee;
5) One day forum of experts; and
6) Request for written comments.⁶

Team structure and preset objectives determined the scope and targets of SCAN North’s partnership. All appointments to SCAN North were made by the minister after nominations were submitted by ministry staff, interest groups and other ministries.¹⁵

A ministry staff person administered the consultation process and acted as a liaison with the minister’s office and ministry staff; administered the budget; and looked after the talent bank.¹⁴ Accountability was enhanced by a well defined organizational structure, clear terms of reference, and guiding principles.

The Ignace Co-Management partnership also established very clear terms of reference and guiding principles. The Ministry of Natural Resources, with the cooperation of other ministries, Ignace residents and private sector persons, established a consultative committee which it used to develop an action plan
"to enhance the Ignace area['s] economic benefits while sustaining natural resources," in order to provide a balance between over-fishing and the need for tourism. The Committee's mandate was to determine strategies to reduce the fisheries harvest and explore new economic opportunities. Terms of reference included a clear statement of purpose, a committee structure and six guiding principles developed by the Ministry of Natural Resources and the Ministry of Tourism and Recreation. The second of these six principles stated: "All proposals by the committee must be in keeping with accepted resource management, land disposition, and Environmental Assessment Act requirements, principles and policies." The guiding principles helped to maintain accountability as did a clear statement of the objectives which became the targets that the groups hoped to achieve within a specified period of time.

**Setting Clear Objectives** - For the Magpie Co-Management Committee in Wawa, the ministry hired a consultant to select the committee members, rather than having the government choose committee members. The committee, which consisted of 10 people - a trapper, remote cottager, citizen at large, rod and gun club representative, remote tourist representative, forest product company representative and a MNR representative, had a structure set, in part, by clear objectives. Within two planning days, terms of reference, a mission statement and objectives
were established. Of these, the most important objectives were "to reduce the level of conflict between stakeholder groups on the Magpie Forest, ... foster a greater understanding between stakeholders and create a spirit of co-operation rather than confrontation." If a consensus in decision making by the committee could not be achieved, the issue was referred to the MNR. Although the committee had a "grass roots" approach to solving issues and helping the MNR to achieve its objectives, representative groups influenced policy through an advisory role.

System of Monitoring to Measure if What is Expected is Being Achieved - Consultative partnerships sometimes fail to build into their structure the formal mechanisms of measurement. In their September 2000 Annual Report, the New Brunswick Arts Board reported on grants awarded to individuals who studied art at the university or college level, and included these in an Auditor's Report on financial status. There was no mention of other formal measurement such as measurement of results achieved against predetermined objectives, or the success of the implementation of the action plan. Such gaps illustrate the need for a formal, or at least an informal, system of measurement to demonstrate accountability.
Traditional Professional Values

Responsiveness - In the Magpie Forest Co-Management

Partnership, 1991, government wanted a "grass roots" approach to reducing conflict between stakeholder groups (loggers and remote tourist operators) in the Wawa and Dubreuilville area. The ministry had a representative on the Magpie Forest Co-Management Committee but the ministry's role was that of a member and observer. The committee pursued issues of priority on its own and made independent recommendations to the MNR. An objective of the Committee, which was successfully achieved, was to:

empower a representative group of stakeholders with a portion of the management responsibility of the Magpie Forest.

One of the lessons learned from partnerships that used public participation in response to an identified need is that

[a]ny organization which will deal extensively with the public on issues which affect them could benefit by this concept. People need to feel some control over issues which affect them. If people feel powerless they resist decisions which upset the status quo.

Partnerships that build upon responsiveness have the intention of improving quality of service delivery. The assumption that efficiency and responsiveness are related is supported by the Good and Getting Better Together partnership discussed below.
In the late 1980’s, taxpayers were demanding more and better services from their governments at a time when the Ontario government was hampered from increasing services because of fiscal pressures.26 The partnership was formed in response to the changing citizen expectations of government. Municipal Affairs minister, John Eakins, responded to a municipal sector request to establish an advisory committee comprised of provincial and municipal elected officials, public servants and two special advisors from the community-at-large. The mandate of the committee would be to reassess the provincial/municipal financial relationship.27 Once formed, the committee established principles for determining which level of government would do what and who should take responsibility in light of the perception that the provincial government was offloading services to the municipalities.

One of the committee’s recommendations was that the level of government responsible for the service should also be responsible for making program policy decisions, financing the program and ensuring its delivery.28 Following the September 1990 election, the committee’s recommendations were sent to the Association of Municipalities of Ontario (AMO).29 AMO and the Property Tax Working Group of the province’s Fair Tax Commission decided that more input from additional stakeholders was needed. A special steering committee was formed with six representatives
appointed by AMO. An era of differentiating provincial/municipal roles and responsibilities in Ontario is known as disentanglement. Although the government's partnership was made in response to citizen/taxpayer interests and needs, it also produced a document, "Who Does What" which enables government to be efficient in service delivery.

**Efficiency** - Good and Getting Better Together is described as a unique partnership because it is "paving the way to better, more efficient services to the public by jointly re-examining the division of [provincial/municipal] roles and responsibilities and financing relationships." Although tensions remain between the two levels of government, there is a sense that reduction in duplication of services and downloading of other services may lead to more efficient service delivery.

**Effectiveness** - In 1985, the Canadian Parks Service hired a National Access Coordinator to help make 118 parks, sites and canals accessible to persons with disabilities. A comprehensive strategy was developed to prepare a plan, the "Access Program," to make the mandate achievable. By improving access, "the Canadian Parks Service open[ed] up park gates to a segment of the population (13.2%) that had previously been excluded." Buildings have become accessible, information is available in braille for the blind, and staff are more aware of the needs of persons with disabilities. The partnership was so
successful that, in 1989, cooperative formal agreements were signed between the Canadian Parks Service, the Canadian Paraplegic Association, the Canadian National Institute for the Blind and the Canadian Hearing Society. The initial consultative partnership evolved, in 1990, into one that is operational in nature. Agencies now participate in raising awareness about the plight of the disabled through sensitivity sessions, staff training, and a marketing program which includes reference to the parks' accessibility.

The Huron District, Ontario Ministry of Natural Resources, joined with three non-government agencies and thirteen local organizations including the Canadian Wildlife Service, Ducks Unlimited Canada, Wildlife Habitat Canada, the Nature Conservancy of Canada and the residents of Matchedash Bay. A long-term management plan was needed to conserve the environment of Matchedash Bay noted as the largest wetland in Severn Sound and Georgian Bay because "[i]t provides significant economic and social benefits, habitat for threatened and important fish, wildlife and plants, open space and aesthetic values, hydrologic functions, recreation and resource products." An action plan, commitment of local and provincial nature groups and funding would be needed in order to implement protective measures.

There was a commitment of over $5 million from various sources throughout Canada and the United States. After funds
had been secured, the thirteen local organizations provided recommendations about the areas of concern.\(^40\) There was input from the public as the local organizations attended meetings, made presentations and held open houses. "The result [was] a plan that provide[d] long term direction to activities that have received public scrutiny and support."\(^41\) The nature of the partnership tended to vacillate between consultative and contributory.

The partnership has achieved effectiveness in several ways. A level of synergy (teamwork) was achieved as the committee moved towards preparing a plan of action. The management plan led to the protection of the wetland resource from development. The plan effectively achieved the following outcomes:

- securement of 3,600 acres of wetland;
- recognition of Matchedash Bay locally, provincially and internationally;
- a statement on the need to protect and manage natural resources at Matchedash Bay was provincially legislated;
- a commitment was made to invest over $5 million, most of it coming into Ontario via "offshore" sources; and
- "entrenchment of the area's international importance in local plans and feelings."\(^42\)

**New Professional Values**

**Quality** - The Ontario Ministry of Natural Resources (Wawa and Hearst District) promoted and supported the development of a
Remote Tourism Industry Association (RTIA) to help resolve tensions between tourist operators, logging companies and the interests of local fisherman and hunters. Remote tourism is a large industry in the Wawa district because tourists use air, rail or canoe to access remote areas for fishing and hunting.\(^\text{43}\)

A balance needed to be struck between the tourist operators trying to protect their industry, the logging companies trying to protect their product, and the OMNR trying to protect remoteness for the tourist operators.\(^\text{44}\) The OMNR realized the importance of remote tourism and the need for protection of the area from loggers. The tourist operators, realizing that they could not work in isolation, reached out to other stakeholders in the area.

Recognizing the urgency of the situation, the Ministry of Tourism and Recreation held a workshop for the remote tourism industry of Wawa-Hearst region at which an association (RTIA) was formed and a Tourism Liaison Coordinator approved. The OMNR, the Ministry of Northern Development and Mines and the Ministry of Tourism and Recreation agreed to fund one-quarter each (75\%) of the cost of the association without expecting input into the working of the association.\(^\text{45}\) In 1990, the RTIA assumed the following goals as its mandate:

a) to develop long range plans for the remote tourism industry;
b) to create an accurate image of the remote tourism industry; and

c) to foster the credibility of its operation.\textsuperscript{46}

Besides balancing tensions, the RTIA also achieved quality. First, the quality of the environment was maintained. Second, the relationship between the ministry, remote tourist operators and loggers was strengthened as the needs of remote tourists were represented at forums across Ontario.\textsuperscript{47} Third, the remote tourist operators were united as they worked towards common goals. Fourth, communication was enhanced by the coordinator who, acting as the liaison and bringing forth issues on behalf of the remote tourism industry,\textsuperscript{48} was able to directly influence government policy or decisions. Fifth, in achieving its outcomes, the partnership also provided improved service to the public.

Service - Service, a primary objective of any government, is provided through programs across the country, provinces and municipalities. In the "Access Program", discussed earlier, the federal government set out to improve the level of service for persons with disabilities. By making canals, parks and sites more accessible a higher level of service was achieved. A Canadian Paraplegic Association official commented that the process chosen by the government was a "refreshing" approach to deliver a service because "usually we have to force ourselves on
them." This time, government officials approached the public and, using an innovative approach, ensured park accessibility for the disabled.

**Innovation** - The SCAN North partnership was innovative because it introduced a new approach to consultation by seeking advice from citizens on issues that directly affected them. The level of openness was perceived as innovative for government at that time and was noted in the following comment:

'[t]he new approach demonstrates the Ministry’s openness to new ideas and a willingness to tackle northern cooperation and partnerships with labour, business, First Nations, education, special interest groups and the municipal, provincial and federal governments'.

The partnership moved away from the norm of standing committees to task oriented teams that were time, task or resource specific. One advantage, which contributed to the success of the partnership, was that it “represent(ed) a new and innovative approach; provid[ed] expertise on specific issues; and demonstrat[ed] flexibility, allowing for a variety of models.”

The Ignace Co-Management partnership was innovative because it reshaped the power structure in resource management by creating opportunities for advisory committees to be effective. An advisory committee was established to advise government on options to reduce fish harvesting and present ideas for new economic opportunities. Co-management is a shared planning process that involves both the community and the ministry.
committee sets objectives, utilizes available data, determines problems/issues, and identifies ideas and answers for resolution. Once the resolution process is complete, committee evaluation and community review take place and conclusions are drawn "about the direction and action to be taken to attain the objectives and solve the problems."^56 The Ignace Co-management partnership, a consultative process which involved a diverse number of groups and representatives, was sustained in an environment which nurtured the people and the work. This process is in sharp contrast to the traditional approaches to public consultation whereby the ministry would review its own data, reach its own conclusions and present its own options or plans of action for public input.^57

CONTRIBUTORY PARTNERSHIPS

Compared to collaborative, operational and consultative partnerships, contributory partnerships were used less frequently until government had the need to divest certain services. A contributory partnership exists when "an organization, either public or private, agrees to provide sponsorship or support, usually in the form of funding, for an activity in which it will have little or no operational involvement."^58 The mere contribution of finances to an organization is not considered to be a true partnership. But once the partners agree to or decide upon a common set of
objectives, an element of partnership is present. Therefore, "contributory partnerships can empower persons outside [of] the sponsoring organization by enabling them to carry out an activity and expressing faith in their ability to do so successfully."59

Figure 5.3
Values Impacted by Contributory Partnerships

<table>
<thead>
<tr>
<th>Category of Values</th>
<th>Name of Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ethical</td>
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</tr>
<tr>
<td>Democratic</td>
<td>Accountability</td>
</tr>
<tr>
<td>Traditional Professional</td>
<td>Effectiveness, Responsiveness</td>
</tr>
<tr>
<td>New Professional</td>
<td>Quality, Teamwork, Innovation</td>
</tr>
</tbody>
</table>

Public or private sponsorship or support of programs through funding is determined by considerations of cost-effectiveness, quality and responsiveness. When the sponsoring organization has little or no operational involvement or decision making power, other than proposing or agreeing to objectives, then accountability is also relevant as are responsiveness and quality.

Democratic Values

Accountability- *Clear Roles and Responsibilities* - Accountability, which is enhanced in contributory partnerships through formal agreements which specify the partnership's objectives and the partners' responsibilities and roles, may require that the sponsoring organization (usually government)
sets the objectives of the partnership. In Environment Canada's Environmental Partners Fund, the government fund[s] projects that stimulate the development of local initiatives and enhance existing environmental programs; encourage and enable community organizations and others to develop creative and innovative approaches to local environmental problems; and raise the level of public awareness of the need for individual and collective action in dealing with both immediate and long term environmental problems. Because the government funds up to 50% of project costs and the other 50% is funded by private and/or third sector contribution, there is an implication of "shared responsibility for common goals." Government works to ensure a strict process for choosing public, private or third sector partners which formalizes the agreement and helps to determine roles and responsibilities.

Applicants for the Environmental Partners Fund submit applications to the government for screening and evaluation against criteria which may include the environmental benefits, the impact of community awareness and the degree of collective involvement. Application evaluation committees screen the application for environmental effects and for financial and technical feasibility. Applications submitted to the selection committee composed of community representatives and chaired by an Environmental Fund staff member, are reviewed against
community priorities and recommended to the minister for approval.  

Measurement of what is being achieved - The process used in the Environmental Partners Fund is similar to one used in the Millennium Partnership Fund where the government requires that some measurement of successful achievement be included as an objective. Such outcome measurement is instrumental in demonstrating accountability.

The Canadian Millennium Partnership program was established to help celebrate the new millennium by encouraging Canadians "to create initiatives that explore [Canada’s] heritage, celebrate achievement, ... and leave a lasting legacy" by making funds available to people across the country. However, people needed to submit projects for consideration as well as meet strict criteria in order to be approved for funding. Each project was assessed using criteria stated in the form of questions:

a) Does the project focus on one or more of the Program’s themes?

b) Is the project consistent with the organization’s goals or objectives?

c) How will the success of the project be measured? For example, does the project produce something tangible that can be seen, touched or experienced?

d) What is the degree of community involvement?

e) What are the lasting benefits to the community?
f) Can sustainability of financing and administration be demonstrated?

g) How is the project not reliant solely on public funding, since funding from the federal government is limited to one third of the project?

h) How does the Canadian Millennium Partnership Program funding complement other sources of funding?\(^5\)

While some projects met the criteria and received funding immediately, other projects received funding only after receipts were submitted to indicate, to the government, that project work was underway.\(^6\) However, all funded organizations had to show receipts and invoices to account for expenditures and to demonstrate accountability.\(^7\) As well, part of the Millennium Bureau’s measurement of the project’s outcomes was establishment of the right to conduct an audit of the financial statements for the project after its completion. The success of the project was measured, in part, by submission of a report to the Bureau within two months of completion of the project.\(^8\) The report included information about “whether the project’s goals were met, how its success is being measured, the level of community response and so on,”\(^9\) an approach consistent with the government’s move towards outcome based measures.

**Traditional Professional Values**

**Effectiveness** - The tendency of federal and provincial governments to use contributory partnerships with increasing
frequency is demonstrated in the Eco-Action Community Funding Program, and Ontario’s SuperBuild program. Although these partnerships may initially resemble collaborative partnerships, they are not because government sets the objectives and provides the funding.

Environment Canada’s Eco-Action partnership encourages Canadians to take action in their own community to support and promote healthy environments. The Eco-Action partnership assists government to achieve objectives that it could not achieve on its own. Projects which receive funding are those that protect, rehabilitate or enhance the natural environment and help to address Environment Canada’s priority issues of clean air, climate change, clean water and nature. Effectiveness is achieved because the citizens enjoy a cleaner and healthier environment, and take ownership of the environmental health of their community as more people practice environmentally responsible behaviours.

Contributory partnerships also achieve effectiveness by responding to lack of resources, both human and financial. The public sector often has a need to share the cost of government initiatives with other sectors. In the Millennium Partnership Fund, the federal government wanted to mark the turn of the new century (2000) by promoting the creation of permanent structures to mark the end of the 20th century and to provide future
generations with a "Millennium landmark." Public, private and third sectors were approached to help government achieve its objectives, share in the funding and provide the work involved in building or creating the landmark. In order to determine who was eligible for 1/3 of government funding for the project, strict criteria had to be met.

One of the projects that received $52,700 of government funding, the St. Catharines Shipwreck Millennium Project, estimated to cost $186,200,\(^2\) is being partnered by the federal government (Canadian Millennium Partnership Program), the City of St. Catharines and Shark Marine. A representative from Shark Marine stated that the partnership has been very effective, due partly to monthly communication with the government.\(^3\) Shark Marine would not have been able to fund the project independently and the government would not have been instrumental in providing educational material for children by producing videotapes of the schooner, Henry Clay, which sank in Lake Ontario in 1831. The representative attributed the project's success to the lack of government control during the operations of the project and to encouraging remarks such as "we met the guidelines, therefore, go to it."\(^4\) The partnership has been effective in promoting an immediate interest in diving, and, it is hoped, tourism once the video and book are complete. Thus, this partnership achieved positive outcomes through a
responsive government and efforts from the public and private sectors.

**Responsiveness** - Ontario's SuperBuild project promotes the development of partnerships with the private or public sector in order to respond to the government's goal to make "sure Ontario's economy has the infrastructure to compete and succeed in the 21st century." Because the government, on its own, is unable to resolve the infrastructure deficit facing Ontario, the SuperBuild project was launched with a clear mandate - "one very important word...Partnerships." The SuperBuild Corporation is an agency that reports directly to the Minister and Deputy Minister of Finance. Infrastructures which qualify under the SuperBuild Program are hospitals, roads, highways, colleges and universities. The SuperBuild program is a way for government to provide "quality services at a lower cost to the taxpayer." The SuperBuild Corporation currently is responding to the need to make health care accessible for a growing and aging population. A restructuring process supports the required public-private partnerships. For example, in Guelph, acute care services were consolidated to improve and expand health care services. The capital funding, $71.1 million, was obtained from the City of Guelph and Wellington County.

In January 2000, the North York General Hospital enhanced emergency services and in-patient capacities with a 78.1 million
dollar project of which $11.5 was funded by the hospital, $23 million by the community, private foundations, and corporations; and $43.9 million funded by the government through SuperBuild.\textsuperscript{80} The hope was that the partnership would expand services and accessibility and improve the quality of service.

**New Professional Values**

**Quality** - Often, when government enters into contributory partnerships, government does so to improve the quality of a program or service delivery to the general public. In the Eco-Action Community Funding Program, the government formed partnerships with non-profit or non-government groups to improve the quality of air, water and nature in communities throughout Canada. The Eco-Action partnership, Greening the Rouge Valley, was intended to restore the wildlife which had disappeared because of lack of native trees and shrubs in the areas.\textsuperscript{81} In the early 1990’s, a group of volunteers began to restore the habitat for wildlife by planting native trees and shrubs such as Eastern white cedar, Burloak, Nanaberry and Stockhorn sumac, the purchase of which was made possible through the Eco-Action Community Funding Program. This program has provided in excess of a $30 million investment in community projects since its beginning in 1995.

**Teamwork** - Teamwork, which is important in contributory partnerships, occurs primarily in the form of communication.
Because government controls the funding given to partners, the private or third sector (community) partner must communicate regularly to keep the government apprised of the project's progress. The representative from Shark Marine stated that regular monitoring through updating the government on its progress was necessary. Government needed to monitor the project's progress toward meeting the objectives because funding was not given in one "lump sum."²³

Innovation - The SuperBuild Corporation, because of the fiscal demands upon the Ontario government to support the full cost of infrastructure, is encouraging a new way of thinking which asks

'school boards, post-secondary institutions, hospitals and, of course, municipalities...to aggressively pursue new ideas and links - within the public and private sector. The result will be new partnerships, new financing methods and new ways of doing business'.²⁴

David L. Lindsay, president of the SuperBuild Corporation, asks organizations to "[c]onsider what you, too - with innovation and creativity - can do to build partnerships that benefit the people of your community."²⁵ The SuperBuild Corporation broker relationship with the government is an "innovative new infrastructure approach [in] building Ontario's future" in a number of ways but mainly through public-private partnerships.²⁶
Conclusions

This chapter, which describes consultative and contributory partnerships, demonstrates that both categories are being used increasingly by government to deliver services. In both types of partnerships, the government retains control over service objectives, criteria, and funding while delegating parts of the process for the provision of service.

It is noteworthy that consultation between government and the public has not only encouraged citizens to be involved in government initiatives, but also has promoted citizen-centred service. Consultative partnerships have increased the public’s awareness of government’s issues related to the delivery of service. Contributory partnerships, specifically, have required stakeholders to share the costs of the needs of the public for infrastructure and heritage and environmental conservation. As well, consultative partnerships have made government increasingly aware of the need for and the immeasurable contribution of the not-for-profit sector and its volunteers.
Chapter 5 - Endnotes

1. Kenneth Kernaghan, "Partnership and public administration: conceptual and practical considerations" (Canadian Public Administration 36, Spring 1993), p. 64.

2. Ibid, p. 64.


4. Ibid, preface.


15. Ontario, 1992 IPAC Submission for Innovative Management-
The Ignace Co-Management Committee (Ontario: Ministry of Natural Resources, 1992), Executive Summary.


17. Ibid, p. 4.


22. Ontario, Magpie Forest, p. 2.


27. Ontario, Good and Getting Better, p. 3.

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29. Ibid, p. 4.

30. Ibid, p. 5.


34. Ibid, p. 2.

36. Ibid, p. 3.

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38. Ibid, Executive Summary.


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55. Ibid, p. 3.
56. Ibid, p. 3.
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60. Ibid, p. 3 of 7.
64. Ibid, p. 4.
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66. Ibid, p. 5.
67. Ibid, p. 5.
68. Ibid, p. 5.
70. Ibid, p. 1 of 5.

75. Ibid, p. 23.


79. Ibid, p. 17.


CHAPTER 6

Conclusions

The federal and provincial governments' efforts to redefine and restructure service delivery through the use of ASD mechanisms have helped these governments do more with less. Governments have come to accept that they can no longer be the sole providers of public services. One form of ASD mechanism that has been especially successful in promoting improved delivery of higher-quality service is that of partnerships.

By using partnerships, governments can modernize service delivery and respond to citizens' needs. However, governments' creation of partnerships with the private and not-for-profit sectors has significant implications for democratic (e.g., accountability) and ethical (e.g., fairness) public service values. The use of partnerships is also closely linked to such professional public service values as service and innovation. Thus, as demonstrated in this thesis, while it is important to assess the impact of partnerships on professional values, it is essential to examine their impact on democratic and ethical values as well. What is needed is a values framework containing those values that are most affected by governments' use of partnerships. If governments and their partners understand, accept and implement these values, the partnerships are likely to be more successful and enduring.
This concluding chapter has two major sections. Section A provides a summary of the findings and observations presented in the previous chapters. Section B relates this evidence to the key research question set out in Chapter 1, namely: What are the implications for public service values of the federal and provincial governments' initiatives to deliver public services through the use of partnerships? Four sub-questions were also raised, namely

1. Which public services can be delivered successfully by partnerships?
2. Is client satisfaction improved by the use of partnerships?
3. What are the public service values against which partnerships should be assessed?
4. Are these values old or new values? Are they ethical, democratic or professional values?

This final chapter also presents several recommendations for (1) determining the "core public service values" related to partnerships; (2) deciding which public services best lend themselves to delivery by partnerships; and (3) re-thinking the definition of partnerships and the process for establishing these between government and its partners.

A - Summary of Research Findings

Collaborative, operational, consultative and contributory partnerships are utilized by government to respond to
environmental factors which are driving public sector reform and policy. The first factor is financial constraints. Contributory partnerships, such as the Environmental Partners Fund and the Canadian Millennium Partnership Fund, help to reduce expenditures by sharing the costs of projects.

The second factor driving public sector reform is the public's negative perception of the role of government. Consultative partnerships such as the Magpie Co-Management Committee in Wawa, a "grass roots" committee, assist government to involve external partners in the service delivery process. Thus, government gains public trust as stakeholders feel a sense of ownership in the delivery of a public service program.

The third factor driving public sector reform is globalization. Collaborative and operational partnerships provide government with an opportunity to involve international partners in the provision of service and resolution of issues which impact on people domestically and internationally. The operational partnerships, St. Lawrence River Cleanup and the North American Waterfowl Plan, are effective in their impact on global concerns.

The fourth factor is information technology. Collaborative and operational partnerships, such as Integrated Justice, Teranet and DART, help to improve the efficiency of information
flow and ease of accessibility to information regarding
government and services provided by it.

The fifth factor is socio-demographic. Collaborative
partnerships such as BC’s "At Home" project and Partners in
Goodwill work toward integrating the physically challenged into
society and the workplace.

**Partnerships and New Public Management**

The federal and provincial governments’ reform of service
delivery through partnerships supports an organizational culture
that is horizontal, innovative, quality-based, responsive, and
service driven. These features are in line with the New Public
Management (NPM) movement. The main objectives of this movement
are to reduce the role of government through reliance on the
private and third sectors by pursuing new ventures.

Partnerships further the NPM movement by improving the
management of public services. As an ASD mechanism, therefore,
partnerships help government to meet the current need to provide
efficient, effective and responsive programs and services.

**The Meaning of Partnerships Revisited**

In order to determine whether a new definition or a
revision of the current concept of partnerships is needed, it is
useful to revisit Rodal and Mulder’s working definition. The
first component of the definition, that a “partnership is an
arrangement between two or more parties who have agreed to work
cooperatively toward shared and/or compatible objectives," is only supported by the findings in this thesis for the collaborative type of partnership. Partners enter into collaborative partnerships to work towards achieving mutually stated goals and objectives. However, in operational partnerships, goals and objectives are determined by the lead government partner. In consultative partnerships, the government charges its partners with deriving plans to meet the government's objectives in delivering a service. Partners in contributory partnerships participate to fulfill government objectives by providing resources, either human and/or financial.

The second component of the definition, that there is "shared authority and responsibility for the delivery of programs and services, in carrying out a given action, or in policy development" applies to collaborative and operational partnerships according to the findings in this thesis. In operational partnerships the government determines policy and/or objectives, and expects the partner(s) to deliver the service. In a consultative partnership, government controls the type and degree of information sharing among partners, and government retains the authority to deliver, carry out the action plan, or develop policy based on information received from the partners. In contributory partnerships, criteria and funding parameters
are set by the government which also remains accountable for the partnership.

The third component, that partners provide a joint investment of resources (time, work, funds, material, expertise, information) is applicable only to collaborative and contributory partnerships according to the findings in this thesis. In operational and consultative partnerships, partners do not jointly and equally invest resources. In these partnerships, the majority of time, work, and expertise falls to government’s external partner.

The fourth component, shared liability and risk-taking, was more apt to be discussed in collaborative partnerships such as Integrated Justice and operational partnerships such as DART. Interviews with representatives of these partnerships provided evidence that this was not a focus during negotiation of the partnerships; nor was the establishment of legal agreements. However, the representative from Integrated Justice, a collaborative partnership, did state that there was discussion of the risks prior to formalizing the partnership’s agreement. On the other hand, government sets stringent criteria in contributory partnerships because of shared liability and risk-taking with financial and human resources.

The fifth component, that there are mutual benefits for partners, may be influenced, in part, by the degree of risk that
impacts a partnership. In an interview with a representative from the Integrated Justice partnership, he indicated that there was discussion about the risks prior to the formalization of an agreement for a collaborative partnership with EDS Systems House. By limiting the degree of risk, both partners worked towards achieving mutual benefits from the partnership. It is noted, however, that mutual benefits occur in collaborative partnerships.

In summary, all five components of Rodal and Mulder's definition of partnership apply only to collaborative partnerships. Only certain components apply to consultative, contributory, and operational partnerships. This observation gives rise to several questions. Is there a need to re-define and/or re-think the meaning of partnerships? Should partnerships be described in specific rather than general terms? Is there an advantage to describing partnerships in terms of their core characteristics (including a statement of core values), purposes, and expected outcomes?

Rodal & Mulder present a general perspective which is foundational in nature but not specific to the categories of partnerships. A more focussed approach to the definition of partnerships as suggested by Kernaghan is supported by the findings in this thesis. When the partnerships are defined in a focussed and specific way, then partners are able to use the
definitions to establish frameworks, inclusive of related values, to guide partners in the process of partnership establishment.

**Types of Partnerships**

A search of the literature showed that individual partnerships were not usually classified as one of the four types. The attempt to classify partnerships studied in this thesis, under the four types described in the literature, was a difficult process.

At times, it was unclear whether partnerships were operational or consultative. For example, the Eagle Lake operational partnership involves the sharing of work, but some consultative partnerships such as the Magpie Co-Management Committee involve the sharing of ideas and information which can be seen as the sharing of work. Also, consultative partnerships such as the Wawa and Hearst District Remote Tourism Industry Association can involve the preparation of action plans but not their implementation. If the consultative partnership includes implementation of the action plan, does it become operational in nature? At times, consultative partnerships such as the Huron District, Ontario Ministry of Natural Resources seem to evolve into collaborative ones.

Collaborative partnerships are sought by the government because there is equal sharing of decision-making, power, and
benefits. Private sector partners prefer partnerships which accord them equal benefits. More often than not, partners choose collaborative partnerships to deliver a service or to solve an issue that neither could deliver or resolve on its own.

Government also uses consultative partnerships to seek ideas and knowledge from the private and/or not-for-profit sectors. External stakeholders participate in consultative partnerships to influence the public service delivery process. Because government can involve other sectors in delivering a service, operational partnerships are desirable, especially when these require limited or no government involvement.

Although the findings in this thesis suggest that contributory partnerships are limited in use, their numbers may increase because government can deliver service while funding only a portion of the project's costs. Ontario's initiative, the SuperBuild Fund, is an example of a contributory partnership based on government's need for financial restraint and the willingness of private and other public sector stakeholders to partner. In this type of partnership, government must provide clear criteria for the service delivered in order to maintain accountability.

Further research is suggested in relation to (1) the difference between government grants and contributory partnerships; (2) the clarity of the differences between the
four categories of partnerships; and (3) the components and purposes of partnerships vis-à-vis their ability to meet public service needs and policy objectives.

Section B - Analysis and Recommendations

One of the research questions asked in Chapter one is:

*Which public services can be delivered successfully by partnerships?*

An examination of the partnerships selected for this thesis demonstrates that all four types of partnerships can be used to deliver public services (see Figure 6.1).
<table>
<thead>
<tr>
<th>Figure 6.1</th>
<th>Services Delivered Successfully by Partnerships</th>
</tr>
</thead>
</table>
| 1. Technology | 1.1 Computerization  
1.2 Information Sharing |
As evidenced in Integrated Justice, Teranet, DART, CBSC, CTS; |
| 2. Natural Resources | 2.1 Energy |
As evidenced in CIPEC and Green Communities Association; |
| 3. Environment | 3.1 Preservation  
3.2 Protection and Conservation |
As evidenced in North American Waterfowl, Eagle Lake, Fisheries and Wildlife Program, Tree Canada Foundation, Ignace Co-Management, Environment Partners Fund, and Eco-Action; and in the St. Lawrence River Clean-up project; |
| 4. Agri-Food | 4.1 Improvement/Quality |
As evidenced in the Livestock Genetic Improvement program, Ontario Ministry of Agriculture, Food and Rural Affairs; |
| 5. Tourism | 5.1 Increase awareness  
5.2 Increase tourism |
As evidenced in the Canadian Tourism Commission, Canada Volunteer Program; |
| 6. Business Ventures | 6.1 Trade  
6.2 Public access |
As evidenced in the Loan Investment Funds, CBSC, LMDA initiatives; |
| 7. Service Accessibility | 7.1 Challenged groups |
As evidenced in the Canada Parks Service, "Access Program"; |
| 8. Education | 8.1 Physically challenged groups  
8.2 Native groups |
As evidenced in Integration of the Physically Challenged, Ministry of Community and Social Services, "At Home" project, British Columbia; |
| 9. Job Creation | 9.1 Disadvantaged groups  
9.2 Youth |
As evidenced in the Youth Call Centre, and Partners in Goodwill initiatives; |
| 10. Culture | 10.1 Increase in and preservation of the arts |
As evidenced in the Arts Board initiative in New Brunswick; |
| 11. Infrastructure Development | 11.1 Transportation  
11.2 History/Heritage |
As evidenced in the SuperBuild project in Ontario, and the Millennium Partnership Fund sponsored by the federal government, Ottawa; |
| 12. Reduction of Duplication of Government Services | 12.1 Resource Allocation  
12.2 Sharing of Resources |
As evidenced in the "Good and Getting Better" program in Ontario; |
| 13. Health Care | 13.1 Addictions  
13.2 Accessibility to health care resources |
As evidenced in DART |
The preceding summary of services delivered through partnerships represents (1) a partial list of those examined through interviews and a search of the literature, and (2) areas of service and/or program delivery which were successful in meeting the needs of partners and the public served.

In Chapter One, an assumption was made that partnerships impact on values and influence their process and success. The values impacted are now summarized and related to partnership classifications.

Accountability

Although accountability is shared amongst partners, it does not diminish for any individual partner. In collaborative partnerships, where partners are concerned with budget, human resource development, decision-making or provision of physical resources, there is a need to answer for decisions made and for the successful or unsuccessful fulfillment of responsibilities. The success of Teranet, for example, is in large part a direct result of all stakeholders assuming accountability for their actions and decisions while achieving commonly shared goals and objectives. When accountability is lacking, the partnership’s ability to survive, thrive and to be successful is threatened.

In operational partnerships where the decision making and power bases are different for each partner, accountability relates to (1) formal agreements (statement outlining clear
roles and responsibilities); (2) a well defined structure; (3) a system of monitoring to measure if what is expected is being achieved; and (4) an evaluation system to determine the success of the partnership. It behooves the controlling partner, often the government, to ensure that accountability is clearly addressed in the framework of the partnership so that instances of values conflict are minimized. For example, as the operational partner works toward the achievement of objectives, a tendency to "cut corners" in the interest of saving time and money may occur. Thus integrity, quality and service may be threatened unless monitoring processes are assured.

Accountability in consultative partnerships is achieved through mechanisms such as a statement which outlines clear roles and responsibilities, a well defined structure and an evaluation system. For example, in the Magpie Co-Management Committee in Wawa, clear objectives, terms of reference and a mission statement were developed by the Co-management Committee. At its target date, the Committee showed its accountability and success through this pre-set structure.

In contributory partnerships, the government, a key partner in terms of money, chooses partners; sets criteria, objectives and timelines; and assumes accountability for results. Partners are accountable for meeting these. The success enjoyed by the Environmental Partners Fund and the Millennium Partnership Fund
is attributed, in large part, to monitoring accountability during the partnership.

**Responsiveness**

Responsiveness refers to the ability of the public service to respond to the public and to the political institution. Partners collaborate to deliver a service which otherwise may not be delivered or delivered in a less effective or efficient way. This value is thus aligned with service and quality. For example, the LMDAs allowed the government to meet labour market conditions while promoting coherence and quality in the service delivered.

In operational partnerships, responsiveness, sometimes called "turnaround time", is impacted when there is an urgent need for a service. For example, in DART, government and its partners had only four months to become operational. DART's success in responding was supported by target dates, timelines, regular monitoring and feedback. Through these supports DART's credibility, trust, accountability, safety/quality and effectiveness were promoted.

Consultative partnerships may be struck when government lacks resources to respond appropriately to public need, services or interest. For example, "Good and Getting Better Together" was established to better meet public demands for services in a time of government fiscal constraint. The
partnership challenges provincial and municipal governments to "disentangle" their roles and responsibilities. Although the public sees this partnership as a way to download accountability to municipalities, for services vital to the public, governments continue to seek partners to deliver services to meet public needs.

Waiting until resources are adequate to provide needed public service is not always a feasible alternative for the government. For example, government established a contributory partnership - the SuperBuild Corporation while debates were held about Ontario's infrastructure and suitability for economic growth and declining accessibility to quality health care services. This corporation brokers with public and private sectors to meet infrastructure needs in the areas of hospitals, roads, highways, and colleges and universities. As partnerships are established to shorten the turnaround time in such vital areas, the hope is that the quality of service will improve.

**Effectiveness**

Inherent in effectiveness is quality which is seen to be diminished when a conflict occurs between effectiveness and efficiency. A collaborative partnership which effectively meets objectives may lack in efficiency. Or, partners may fail to meet objectives while being efficient in terms of commitment of finances. Effective collaborative partnerships may evolve
beyond their initial scope into global markets, as evidenced in the Teranet experience.

Because effectiveness focuses on costs and on the benefits received from the costs, this value must be part of the framework within which partnerships operate. Effectiveness achieved through the meeting of goals and objectives at identified targets is well described in the successful operational partnership, the Community Fisheries and Wildlife Program. Consideration of effectiveness within a values framework impacts not only on goals/objectives but also on accountability, integrity, service and responsiveness.

When a government service is deemed unacceptable by those who contribute to taxes, the government may turn to task forces, advisory groups or special committees for feedback and help. Such was the case in the Canadian Parks Service, through its "Access Program", an initiative which depended heavily on the advice and support of disabled persons and those agencies which serve them. The success and effectiveness of this consultative partnership were reinforced when formal agreements were signed between Canada Parks Service, Canadian Paraplegic Association, Canadian National Institute for the Blind and the Canadian Hearing Society. As accessibility improved through the "Access Program", the quality of service and of life were enhanced for the public generally and the disadvantaged groups specifically.
The Eco-Action Partnership was also effective in bringing together people from a variety of communities to protect, rehabilitate and enhance the natural environment. Thus, through mutual participation, government and representatives from the public effectively resolved environmental concerns.

**Innovation**

Innovation implies the need for a new way of thinking when physical and human resources are limited. It is a value which was impacted, in part, by partners who were willing to take a risk either in structure or process when clear, focussed goals and objectives were established. When risk is involved in innovation, trust between the partners is required.

For example, Partners in Goodwill recognized the risk imposed by a tight time frame, but they remained convinced that the benefits far outweighed the risks as they saw eighty-six disadvantaged "employees" with low confidence build self esteem and self respect to a level of self reliance.

In the Canadian Parks Service, National Heritage Partnership, the efforts of multiple partners operated a national parks program primarily through volunteers. The government accepted the risk and allowed partners to resolve an important environmental issue. In an entrepreneurial spirit, the partners successfully controlled risk and moved the initiative beyond the expectations for the partnership.
At the time of the SCAN North partnership, openness was being used by government in public consultation processes. Prior to this initiative, the government may have sought public input on matters, but may have chosen not to use it. In the SCAN North partnership, government looked to external sources for advice and input, and encouraged a flexible team structure and a diversity of consultative models to help resolve issues. By using openness as an approach to solving public issues, the government established a partnership which impacted on innovation.

Although the idea of contributory partnerships is not "new," the way in which they have been negotiated and implemented is innovative. For example, the SuperBuild Corporation, which brokers partnerships on behalf of the government, is innovative. In the past, government has awarded grants without a formalized collaborative element. Now, the partner is obliged to contribute "in kind" resources to the partnership, as well as accountability. When considered carefully in the establishment of a partnership, innovation can affect accountability, trust, service and quality.

Quality

Quality, often linked with excellence, is determined partly through the achievement of desired goals, objectives and outcomes and, in large part, by the way in which a program is
delivered or a service is provided. Quality focuses on the client being served and requires continuous improvement to achieve or exceed standards and/or goals. Although quality is seen by some to be nebulous and unmeasurable, it can be meaningfully measured through standards and targets of performance. Excellence in service provision implies that the service delivered surpasses minimum standards. CIPEC, which, in ten years, exceeded its performance target by $2.4 million in savings, is an example of a successful partnership which surpassed established performance criteria.

Measurement of goal/objective achievement at the end of a partnership may determine success as well as gaps in a program or service. Such gaps may be addressed and eliminated through a continuous quality improvement (CQI) process. For example, The St. Lawrence River Cleanup partnership was established initially to improve the water quality of the St. Lawrence River and its immediate environment. After termination of the original partnership the cleanup continues, as remedial phases, through the efforts of the St. Lawrence River Institute for Environmental Sciences, which is responsible for implementation of the remedial action plan delegated to it. As improvements in water quality are made, steps towards excellence continue.

When government uses consultative partnerships, it seeks feedback, ideas, assistance and involvement from the public.
Such public participation was sought in the Remote Tourism Industry Association in Wawa. Multiple tensions amongst a diverse group of tourism operators, logging companies and local fisherman and hunters were lessened, and the people and the environment considered in the partnership benefited.

Government exists, in part, to serve public needs. This includes the selection of alternate ways to deliver service. Such was the case when government established the Eco-Action Community Funding Program, a contributory partnership in which non profit or non-government groups worked towards improving the quality of air, water and nature. Recent events in the life of Ontarians in Walkerton reinforce the critical role that air and water play in quality of life, and the need to protect the environment and re-establish natural habitat.

Service

Collaborative partnerships are useful in providing services for the public that government could not otherwise offer on its own. Teranet, an example of a partnership between government and private and not-for-profit sectors, served to automate Ontario's land registration to make it more efficient.

When government found its operational finances for Canada's parks limited, it turned to the public, specifically volunteers, to assist with operations. Government found a public response which was successful, and which continues as the Canada Parks
Volunteer Program Service within which the values of accountability and quality are positively impacted.

When a government service is jeopardized or does not meet expectations, government may choose to consult with stakeholders to raise the standard of the service provided. For example, the Canadian Parks Service partnership was established to improve the level of service by making parks, sites and canals accessible to the disabled. The success of the partnership impacted on accountability and quality as a substantial segment of the population, the disabled, could now enjoy Canada's Parks.

*Teamwork*

Because partnership implies more than one person, teamwork emerges naturally as a value which may be impacted during the life of a partnership. Teamwork requires a balance of control and power, the ability to compromise and reach consensus, and patience, time, sensitivity and understanding.

Collaborative partnerships impact on teamwork as partners achieve mutually established objectives. Each partner maintains individuality because the "control mentality" of the partnership gives way to cooperative and collaborative effort as "team players."

Operational partnerships require the sharing of work and frequent communication about the work's progress or concerns encountered while striving to achieve objectives. Unless the
team becomes a committed and cohesive group, it ceases to function, the objectives are not met, and the partnership may fail.

Teamwork in contributory partnerships exists primarily in the form of two-way communication. As partners assume accountability for meeting government's objectives, there is a need for ongoing, clear communication of progress. For example, in the Millennium Partnership Program, partners communicated with government who monitored progress and the distribution of funds. As the Millennium Partnership team worked through phases of their project, the government issued money for the next phase. If the project's progress did not match the target at the end of each phase, then money was withheld and the project ran the risk of being terminated. Thus, the Millennium Partnership Fund impacted on teamwork.

Efficiency

In discussions with partners in collaborative partnerships, efficiency was referred to not so much in dollars and cents but rather as a "bringing together" or an amalgamation of resources. Interviewees also stated that efficiency ought to decrease duplication (especially of services) and increase accessibility to the service. The Auditor General, in April 1999, cautioned that "efficiency should not compromise that objective of achieving the intended results." while serving the public, the
most integral element in the partnership. When government
delegates operations to another level of government or other
sectors, the assumption is made that efficiency will not
conflict with service, quality, fairness and responsiveness.
Whenever service to the public is compromised or deteriorates,
there is tension. This is the case in the "Good and Getting
Better" partnership struck between the municipal and provincial
governments in order to achieve better and more efficient
services. The general public, which often identifies this
initiative with "downloading" continues to monitor the process
and to express concerns.

**Integrity**

Integrity does not surface easily as a value from the data
collected from discussions with the public and private sector
interviewees. However, there was substantial reference made to
the need to support a partnership with a framework which
representatives called guiding principles or codes of conduct.
These keep the focus on the benefits for partners in operational
and consultative partnerships, and should be "binding forces"
during the establishment of these types of partnerships, as
evidenced in DART.

**Trust**

When trust is lacking in a partnership, there is a danger
that standards, expectations and public safety may be
compromised to an extent which place people and processes at risk. If there is a lack of trust and credibility among partners, then the partnership becomes unsteady and may collapse. For example, even though the Analytical Lab initiative was overseen by the Analytical Lab Council, the government made it clear that public safety needed to be assured. The Walkerton experience in Ontario demonstrates what happens when trust, commitment and, eventually credibility and accountability, are eroded.

Review of the literature and completion of interviews with partners support the finding that operational partnerships require a framework which includes trust. This is consistent with the expectation that a provider delivering public service will do so in a safe and conscientious way.

*Openness*

Openness helps partners to work in harmony during a formalized partnership, and enhances the ability of partners to raise issues, ask questions, examine differing points of view, negotiate and compromise, and share information. Because private sector partners need to remain competitive, their level of openness in a partnership may be less than the public sector. If or when this occurs, there may be some concern about accountability.
**Representativeness**

Although the primary intent of partners may not be to consider representativeness when forming a collaborative partnership, attention to the partners who comprise the partnership must be given. Representativeness supported the development of several key collaborative partnerships such as NORTEP and Partners in Goodwill which have enjoyed success while meeting the needs of specific cultural and disadvantaged groups.

**Neutrality**

During interviews with public and private sector partners, it was noted that neutrality, essential to government, was a hidden value not openly discussed.

Having examined the public services which can be delivered successfully by partnerships, it is now appropriate to answer the second part of the key research question: What are the public service values against which partnerships should be assessed? Are these values old or new? Are they ethical, democratic or professional?

The research conducted for this thesis shows the public service values against which partnerships ought to be assessed. These values were acquired not only from a review of the literature but also from ten interviews conducted during a one-year period, and the study of forty-one partnerships. As a result of the above, a list of thirteen values was established
against which partnerships ought to be assessed. When compared against Kenneth Kernaghan’s top twenty values (see Chapter 1), ten of the thirteen values listed in Figure 6.2 are included in Kernaghan’s top twenty list.

Figure 6.2
Public Service Values Used to Assess Partnerships

<table>
<thead>
<tr>
<th>Value</th>
<th>Type or category of value</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Accountability*</td>
<td>Democratic</td>
</tr>
<tr>
<td>2. Responsiveness*</td>
<td>Traditional Professional</td>
</tr>
<tr>
<td>3. Effectiveness (Cost Effectiveness)*</td>
<td>Traditional Professional</td>
</tr>
<tr>
<td>4. Innovation</td>
<td>New Professional</td>
</tr>
<tr>
<td>5. Quality*</td>
<td>New Professional</td>
</tr>
<tr>
<td>6. Service*</td>
<td>New Professional</td>
</tr>
<tr>
<td>7. Teamwork</td>
<td>New Professional</td>
</tr>
<tr>
<td>8. Efficiency*</td>
<td>Traditional Professional</td>
</tr>
<tr>
<td>9. Integrity</td>
<td>Ethical</td>
</tr>
<tr>
<td>10. Trust</td>
<td>Ethical</td>
</tr>
<tr>
<td>11. Fairness*</td>
<td>Ethical</td>
</tr>
<tr>
<td>12. Representativeness</td>
<td>Democratic</td>
</tr>
<tr>
<td>13. Neutrality</td>
<td>Democratic</td>
</tr>
</tbody>
</table>

Note: An asterisk(*) indicates the values considered essential/core in negotiating and formalizing partnerships

Generally, values were not mentioned specifically (that is, by name) by the interviewees unless they were directly asked about specific values. In addition, the documents they provided made little or no formal mention of values. It was possible, however, to extract specific values from the interview data and the documentation. This is noteworthy because a strong argument is made that the process of negotiating and formalizing a partnership should take place within a values framework.
It is noted in the Auditor General’s Report (1999) that values must be communicated by the public, private and third sectors because “[e]nsuring ethical decision making is the responsibility of all members of the federal public sector and private sector companies as well as organizations and individuals who receive funds from or do business with the public sector.”

Of the thirteen values listed in the framework for partnerships shown in Figure 6.2, three were traditional professional values, four were new professional values, three were democratic values, and three were ethical values (See Figure 6.3).

<table>
<thead>
<tr>
<th>Type of Value</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Old Professional</td>
<td>Responsiveness, effectiveness (cost-effectiveness), efficiency</td>
</tr>
<tr>
<td>New Professional</td>
<td>Innovation, quality, service, teamwork</td>
</tr>
<tr>
<td>Democratic</td>
<td>Accountability, representativeness, neutrality</td>
</tr>
<tr>
<td>Ethical</td>
<td>Integrity, trust, fairness</td>
</tr>
</tbody>
</table>

Based on the above findings, there is support for the observation that the major focus is on professional values, at least in numbers. This has implications for government. One is that the public service is moving away from the traditional culture of a career public service to a professional public
service. Governments must monitor that new professional values such as innovation, quality, service and teamwork do not overpower or compromise key public service values such as accountability, neutrality, representativeness, responsiveness, trust and integrity. It may be that the traditional values have included elements of the new values.  

At times, a conflict may occur between old and new values, for example, between accountability and innovation. In situations of values conflict, the government must ensure that two public service values are assured. These are respect for law and the public interest.

Support for the preceding observation is found in the Tait Task Force which recommends that (1) partnerships with government need to have a "right" balance of "new" and "old" values; and that (2) "new" values should not outweigh, or be given a higher priority than traditional values. When entering into partnerships, especially with the private sector, it is easy to focus on "new" values because most of these stem from the private sector, a tendency described by the Auditor General:

While the public and private sectors share many values, they differ in key respects. For example, personal financial interests in the private sector are often tied to the interests of the corporation through benefits such as share options and political neutrality is not required. Also, with consent, personal information about customers may be shared to reduce financial risks. In the public sector, employees are expected to act in the public
interest and remain politically neutral. They are also obligated to protect the privacy of personal and corporate information provided to the government.4

When values are in conflict then, perhaps the guideline or principle for negotiating a partnership should rest with the government. If government and its partners cannot agree to value public interest and public good then the partnership should not be negotiated until the conflict is resolved. The use of values in negotiating a partnership requires partners to have a values framework and to have conflict resolution skills. This, in turn, may have educational implications within learning organizations as partners gain knowledge and skills related to values frameworks and conflict resolution strategies.

Recommendations and Conclusions

Six recommendations are put forth for consideration.

1. In addition to developing policy regarding partnerships, governments should develop a values framework within which partnerships can be negotiated, established and formalized. Central or inherent in any partnership formation must be valuing of law and public interest.
Figure 6.4
Values Which Impact Specific Types of Partnerships

Ethical – trust, fairness
Democratic – accountability, representativeness, openness
Traditional professional – efficiency, effectiveness, responsiveness
New professional – innovation, quality, service, teamwork

Ethical – Integrity, trust
Democratic – accountability
Traditional Professional – efficiency, effectiveness, responsiveness
New professional – innovation, service, quality, teamwork

Ethical – none
Democratic – accountability
Traditional Professional – efficiency, effectiveness, responsiveness
New Professional – quality, service, innovation

Ethical - none
Democratic – accountability
Traditional Professional – effectiveness, responsiveness
New Professional – quality, teamwork, innovation

Collaborative  Consultative  Operational  Contributory

Partnership Categories

Seven “core” values – cross all categories of partnerships: found in traditional professional and new professional and democratic. Accountability, efficiency, effectiveness, innovation, quality, service, responsiveness.

Top 20 values K. Kernaghan
- integrity/ethics
- accountability/responsibility
- respect
- service
- fairness/equality
- innovation
- teamwork
- excellence
- honesty
- commitment, dedication
- quality
- openness
- communication
- recognition
- responsiveness
- trust
- effectiveness
- professionalism
- leadership
- creativity

13 values identified in thesis
- accountability
- responsiveness
- effectiveness
- innovation
- quality
- service
- teamwork
- efficiency
- integrity
- trust
- fairness
- representativeness
- neutrality
Recommendation 1

Figure 6.2 and 6.4 outline public service values used to assess partnerships and specifies, with asterisks, the values considered to be essential for negotiating and formalizing partnerships. The values which are considered for a partnership framework are delineated in Figure 6.3. Figure 6.4 suggests a values framework that, according to the findings in this thesis, is able to be used for the negotiation of specific types of partnerships (e.g. collaborative, operational, consultative and contributory).

The values which impact all four types of partnerships are democratic, traditional professional and new professional categories. Collaborative and operational partnerships are impacted by all four value categories - ethical, democratic, traditional professional and new professional; while the values in consultative and contributory partnerships are found in three of four categories. Both of these partnerships have no values in the ethical category.

Thus, values do underlie all categories of partnerships but in different combinations. Despite the different combinations, it is possible to determine which values and values classifications “cut across” or are common to partnerships.

One may further speculate that the common core list of values can be the beginning of a values framework that may be used while negotiating, establishing and implementing partnerships. There are seven values which impact all partnerships: accountability, efficiency, effectiveness, responsiveness, innovation, quality and service.

A values framework for partnerships begins with these seven core values to which one can add others as deemed necessary by those involved in negotiating the partnership.

Values give partnerships a context within which they thrive as partners discuss the common framework, identify the “tensions” created by such values as accountability, efficiency, effectiveness and responsiveness; quality and service; quality and innovation; to identify strategies to reduce tension and risk; and determine the criteria for success. As well, risks are examined, and the attachment of a Code of Conduct based on the values identified, may be written to help partners exhibit the behaviours which reflect the values. A values framework also helps with conflict resolution, performance evaluation, evaluation of outcomes, creation of organizational culture, and identification of educational needs of employees (and employers) as organizational development and organizational culture evolve.
Refinement of the values framework becomes an integral part of the review related to the partnership process. As political, social and economic factors change, it may become necessary to re think and/or change values in the framework.

2. Guidelines based upon values need to be developed to assist partners in all phases of establishing partnerships. These guidelines could include action plans which may be useful for assessing a values framework and formalizing the partnership agreement.

Recommendation 2
A generic Plan of Action, inclusive of values, may be useful for partners to review as they move into the partnership process. This plan of action should include an attachment which outlines the thirteen values (see Figure 6.2) identified in this thesis that government might consider essential in the formation (preparation and negotiating stages), implementation and evaluation of partnerships with the public, private and third sector. A sample generic plan of action follows:
### Figure 6.5
Plan of Action

<table>
<thead>
<tr>
<th>Pre-Partnership Stage</th>
</tr>
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<tbody>
<tr>
<td>1. Raise awareness of public service values with government, public servants and partners through education and training.</td>
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<tr>
<td>2. Identify the core values of public, private or third sector partners who are being considered for the partnership.</td>
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<td>3. Determine whether the &quot;core values&quot; of government and its potential partners can be shared, and whether the values are synergistic or in conflict.</td>
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<td>4. Choose the partners.</td>
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<td>5. Initiate the negotiation phase.</td>
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<tbody>
<tr>
<td>6. Develop a set of values that provide the framework for the partnership and guide decision-making especially concerning power and resources.</td>
</tr>
<tr>
<td>7. Develop a written agreement inclusive of a values statement, responsibilities, purpose, goals, objectives, and measures to evaluate goal/objective and outcome achievement.</td>
</tr>
<tr>
<td>8. Conduct a risk analysis using the values statement, goals, objectives and how these impact on the establishment and life of the partnership being negotiated. Identify where variances exist and whether their impact is compatible with the partnership values, purposes and outcomes.</td>
</tr>
<tr>
<td>9. Finalize the agreement by having appropriate signatures, reporting relationships, goals, objectives, strategies and evaluation measures clearly identified.</td>
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<tr>
<td>10. Develop an implementation pathway including specific steps to be taken, work to be completed and suggested target timeframe for activities during the implementation process.</td>
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<tr>
<th>Implementation Stage</th>
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<tr>
<td>11. Follow the pathway for implementation and monitor for risk and/or progress of partnership at regularly identified times.</td>
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<td>12. Prepare for evaluation phases.</td>
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<thead>
<tr>
<th>Evaluation Stage</th>
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<tbody>
<tr>
<td>13. Evaluate the progress of the partnership at intervals established in the implementation stage (goals, objectives, outcomes).</td>
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<tr>
<td>14. Identify gaps in the process.</td>
</tr>
<tr>
<td>15. Establish a process to remedy the gaps in service (CQI principles).</td>
</tr>
<tr>
<td>17. Implement Best Practice plan if the partnership is ongoing or continuous over the long term.</td>
</tr>
</tbody>
</table>
3. Training is needed for government and public servants regarding the establishment and implementation of partnerships driven by a values framework. Such training is consistent with the current focus on learning organizations and the need for CQI and best practice.

Recommendation 3
Once awareness to the relationship of values to partnerships is raised as part of an Action Plan, partners, government and public servants involved in the formation, implementation and evaluation of partnerships need to learn how to "walk the talk" and "to live" the values culture in whatever roles they fulfill within and around a partnership. Interpersonal behaviour, decision-making, focus of service, methods of communication, conduct (ethical and personal) should reflect the values chosen for the partnership.

4. Partnerships must be in writing and formalized with appropriate signatures and description of objectives and evaluation measures for outcome achievement. These measures must be realistic, understandable, measurable, and acceptable. Accountability must be protected in all types of partnerships and must be made clear during the negotiation stage of the partnership. In addition, government must not sacrifice accountability for innovation or cost-effectiveness.

Recommendation 4
Partnerships, regardless of their classification, must be formalized in writing in order to give them structure, credibility, process guidelines and outcomes. The written agreement also impacts on values such as accountability. Processes related to accountability are described in chapters three to five.

5. When a values conflict occurs during the life of the partnership, strategies for conflict resolution need to be used to resolve the conflict.

Recommendation 5
Conflict occurs when there is a tension between two or more parties which arises from an incompatibility of actual or desired responses to: unclear roles and objectives and differences in values, philosophies or perceptions. Conflict between values is a natural part of partnership formation and, if not managed appropriately, impacts negatively on a partnership and places it at risk. A plan of action for conflict
management or resolution, including strategies, should be readily accessible as a resource for partners. If the values conflict cannot be managed, it may be necessary to examine new approaches such as ranking values using a common tool or terminating the partnership in its current form. Avoiding the conflict serves only to threaten the partnership.

6. The meaning of partnership needs to be revisited. A new definition may be required.

Recommendation 6
The findings in this thesis support Kernaghan’s argument in his article, "Partnerships and public administration: conceptual and practical considerations," that in order to define partnerships one can use a broad working definition to include achieving joint goals by sharing power, work and information. However, there is a need for partnership development based on the classification of partnerships as either collaborative, operational consultative or contributory. When partnerships are developed in this way then lines of accountability are clear and are able to be monitored.

The research and findings realized from this thesis stimulate several questions which require further study.

1. Do established partnerships have a written values framework?

2. How did the framework evolve?

3. Who reviews them and how often?

4. How are staff/employees prepared to help them to "live" the values?

5. Does "living the values" impact positively on the organization’s culture? On outcomes? On employee performance?

6. Are the values reflected in a Code of Conduct?
Conclusion

Environmental factors such as financial restraint, technology, changing demographics and globalization have caused government to look at innovative ways to deliver some of its services. One such way is through the use of partnerships. Governments have realized that they cannot be all knowledgeable, all powerful and the sole provider of services which Canadians require within a global environment supported increasingly by technology and a knowledge based economy.

Partnerships allow the government opportunities to be creative and accountable for services. In addition, partnerships allow an opportunity for public participation and, therefore, a sense of ownership and pride as government seeks information and expertise from the public which it serves. Services to meet public needs can be provided effectively by government through the use of alternative service delivery mechanisms in the form of partnerships.

The partnerships examined through a literature search and interviews, showed enthusiasm and commitment to "trying the new and different." As well, there was an expressed need for a realistic and cautionary approach to partnerships until certain steps were taken to promote the partnerships' success. One such step should be an analysis of values held by the partners and whether partner values are compatible in their differences or synergistic in their similarities.

Values do provide a framework for partnerships. If partnership values are not compatible and cannot be reconciled
then the partnership should be re-examined before agreements are made. Whether the values framework should consist of the thirteen values identified in this thesis, or of selected values from the list, needs further research. In partnership formation, partners may do well to focus on the integration of values rather than on assimilation of values in order to address the possibility of values conflict.

As an ASD mechanism, partnerships do impact on values and do affect the structure, processes and outcomes of services or programs delivered by government. Values clarification, identification and formalization by way of a framework should be integral in the negotiation, formation and implementation of partnerships.
Chapter 6 - Endnotes


### Appendix A

#### Values Framework

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<th>New</th>
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<td>-public trust</td>
<td>-discretion</td>
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<td></td>
<td>-integrity</td>
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<td></td>
<td>-equity</td>
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<td></td>
<td>-honesty</td>
<td></td>
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<td></td>
<td>-prudence</td>
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<tr>
<td></td>
<td>-impartiality</td>
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<td></td>
<td>-responsibility</td>
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<td></td>
<td>-probity</td>
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<td><strong>Professional</strong></td>
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<td>-innovation</td>
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<td></td>
<td>-merit</td>
<td>-quality</td>
</tr>
<tr>
<td></td>
<td>-excellence</td>
<td>-initiative</td>
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<tr>
<td></td>
<td>-effectiveness</td>
<td>-creativity</td>
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<tr>
<td></td>
<td>-economy</td>
<td>-resourcefulness</td>
</tr>
<tr>
<td></td>
<td>-frankness</td>
<td>-service to clients</td>
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<tr>
<td></td>
<td>-objectivity and</td>
<td>-horizontality</td>
</tr>
<tr>
<td></td>
<td>impartiality to advice</td>
<td>-teamwork</td>
</tr>
<tr>
<td></td>
<td>-speaking truth to</td>
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</tr>
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<td></td>
<td>power</td>
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<td></td>
<td>-balancing</td>
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<td></td>
<td>-fidelity to public</td>
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<tr>
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<td>-responsiveness</td>
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<td><strong>Democratic</strong></td>
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<td>common good</td>
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<tr>
<td></td>
<td>-neutrality/non-</td>
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<tr>
<td></td>
<td>partisanship</td>
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<tr>
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<td>-respect for</td>
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<tr>
<td><strong>People</strong></td>
<td>-courage</td>
<td>-tolerance</td>
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<tr>
<td></td>
<td>-courage</td>
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Appendix B

Top 20 Values

Identified by Kenneth Kernaghan in rank order in his article titled "The emerging public service culture: values, ethics and reforms" (Canadian Public Administration 36, Spring). p. 620

1. integrity/ethics
2. accountability/responsibility
3. respect
4. service
5. fairness/equality
6. innovation
7. teamwork
8. excellence
9. honesty
10. commitment/dedication
11. quality
12. openness
13. communication
14. recognition
15. responsiveness
16. trust
17. effectiveness
18. professionalism
19. leadership
20. creativity
Appendix C

Interview Questions

Initiation and Planning

1. How did the partnership begin?

2. a) How were potential partners identified?
   b) How did you choose to partner with the public, private or third sector?

3. Once the partner(s) was/were identified, what role did the partner have in the planning process?

4. Were clients of the service consulted in the planning stage?

5. How and by whom were the objectives of the partnership established?

6. Did agreement and commitment to the objectives come readily amongst the partners? If not, was there conflict in the objectives and how were these resolved?

Negotiation

7. a) What process was used to negotiate the partnership?
   b) Did partners share equally in the process or were there "leaders" and "followers"?

8. How did the partners come to terms with the risks and rewards inherent in the partnership?

9. How were roles, responsibilities and accountability established? Did all the partners agree on them?
10. Was the partnership formalized? If the partnership was formalized what were the reasons for doing so?

**Implementation**

11. Did the planning and negotiation result in the building of trust amongst the partners? What effects did trust and respect have on the implementation of the partnership?

12. How were decisions between the partners made and communicated?

13. Did conflict arise in the nature and extent of the accountability of each partner? If yes, how was it handled? If not, how was accountability described and communicated?

14. Was there an equal and open sharing of information?

15. Was the communication of information generally good and carried out on a consistent basis?

16. During the partnering process did you notice differences in values and organizational culture? If yes, describe these differences?

**Termination**

17. Was the partnership to be ongoing or time specific? If time specific, how were the objectives measured and the partnerships terminated?

18. If it was necessary to change the nature of the partnership, describe the change and indicate why it was necessary to change.
Evaluation

19. Were the objectives successfully met and why? If the objectives were not met, why?

20. Did the partnership enjoy equality, fairness and balanced power? Explain.

21. If you were to do this again:
   a) Would you make any changes?
   b) Why or why not?

22. How did the partnership impact on the services being delivered?

23. Into which of the following types of partnerships would you classify your arrangement? (see definitions)

24. Using the chart provided, check off the values relevant to your partnership? If the list provided is incomplete please add to list? What values, if any, would you have liked to have seen achieved but were not?
VALUES CHECKLIST

Using the chart provided, check off the values relevant to your partnership. If the list provided is incomplete, please add to the list.

<table>
<thead>
<tr>
<th>Values</th>
<th>Relevant Values</th>
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<tr>
<td>accountability</td>
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<td>responsibility</td>
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<td>responsiveness</td>
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<td>service</td>
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<tr>
<td>teamwork</td>
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<td>trust</td>
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What values, if any, would you have liked to have seen achieved but were not?
Interview Questions

Types of Partnerships

From the following definitions please choose the definition which most closely resembles your partnership arrangement.

Collaborative: one that is representative of a true, real, genuine or powersharing partnership. This type of partnership involves levels of government and organizations agreeing to share power and authority in the decision making process on programs and the delivery of services. This partnership involves risk-taking because each partner is expected to be involved in and to exercise power in the decision-making process.

Operational: partners share work rather than decision-making power, information or money. In most instances, the government retains power, especially if the government is providing most of the resources.

Consultative: is one in which the government "solicits advice" from members of the private and third sectors, various public departments, and groups of individuals outside of government. These partnerships are usually established in the form of advisory councils and committees which advise the government on certain policy issues and service delivery. The government retains power in the decision-making process.

Contributory: involves a public, private or third sector organization which provides sponsorship or support for a policy, program or service delivery usually, but not always, in a monetary form. In this type of partnership, the government partner has minimal or no operational involvement at all.
### Appendix D

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<th>Public-Private</th>
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<th>Pub-Third</th>
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<tbody>
<tr>
<td>Collaborative</td>
<td>CTC</td>
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<tr>
<td>Operational</td>
<td></td>
<td>OMAFRA-University of Guelph</td>
<td>St. Lawrence River Cleanup</td>
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<tr>
<td>Contributory</td>
<td>Superbuild</td>
<td>Millenium Partnership Fund</td>
<td>Environmental Partners Fund</td>
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<tr>
<td>Consultative</td>
<td>Wawa-RTIA</td>
<td>AMO- Good and Getting Better</td>
<td>Canadian Parks Service - Access Program</td>
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