

PARTNERSHIPS FOR SUSTAINABILITY

Getting the Most out of Partnerships

March 2005



CANADIAN INSTITUTE FOR
ENVIRONMENTAL LAW AND POLICY

L'INSTITUT CANADIEN DU
DROIT ET DE LA POLITIQUE
DE L'ENVIRONNEMENT

CIELAP Shelf:
Canadian Institute for Environmental Law and Policy;
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Partnerships for Sustainability : Getting the Most out
of Partnerships

RN 27140

ACKNOWLEDGEMENTS

This paper, and the ones that accompany it, has been produced with the support and guidance of many of CIELAP's friends, staff and supporters. The team that has given extraordinary support to the production of these documents includes the author, Ravenna Barker; CIELAP staff, Anne Mitchell, Susan Holtz, Iana Nikolova and Jolanta Rasteniene; CIELAP Board Members, Pamela Robinson and Lisa King; and also Christopher Gore.

This work was carried out with the aid of a grant from the International Development Research Centre, Ottawa, Canada.

CIELAP extends grateful thanks to the International Development Research Centre for its support and flexibility.

ISBN: 1-896588-50-6

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EXECUTIVE SUMMARY

The Canadian Institute for Environmental Law and Policy (CIELAP) prepared this paper and the two papers that accompany it, *How to Make Partnerships Work* and *Improving Two Partnerships*, with the intention of improving partnerships for sustainability that have already been initiated. CIELAP's past work on partnership has led us to believe that partnerships are a potentially very useful tool in approaching sustainability. Our experience has also shown us that many partnerships for sustainability fail. The purpose of this paper and the two that accompany it is to make the most of partnerships that have been initiated. This paper shows how to take partnerships, at the community, city, provincial, federal and international levels, functioning below their potential and make them great.

To create these three papers, CIELAP conducted a thorough review of the current literature on partnerships, horizontal management, collaboration, privatization and sustainability. We also conducted interviews with members of many of the partnerships that Canada announced at the WSSD, and with others working in the field of partnerships.

The paper looks carefully at each of the ten qualities of effective partnerships, which are:

- 1) The partnership has a solid base of joint commitment and understanding
- 2) There is a clear and appropriately detailed plan for achieving the goals of the partnership
- 3) Each partner clearly benefits from the partnership
- 4) Sufficient and appropriate resources are committed from all partners for achieving the goals of the partnerships
- 5) The partnership has an appropriate level of formality
- 6) The partnership has good leadership

- 7) The partnership has clear and effective lines of accountability
- 8) Partners communicate in productive and supportive ways
- 9) There is trust in the function of the partnership
- 10) Accurate and appropriate indicators are used to evaluate and improve the success and progress of the partnership.

The paper describes each quality and explains why the quality is important. It then shows how an existing partnership can determine whether or not it has the quality. It describes the specific concerns particular to each quality, and lays out a step-by-step process to follow in determining whether or not the quality is present. It then describes principles and steps for establishing any missing qualities or elements of qualities. Finally it provides guidance for what to do is a partnership has particular problems establishing any of the qualities, and when it might be wisest to dissolve the partnership.

This paper alone can be a powerful tool partnerships that want to improve their effectiveness. The two papers that accompany it can make the processes described within clearer and more accessible.

INTRODUCTION

Sustainable development, a contemporary focus of the Canadian Federal government and governments around the world is “development that meets the needs of the present without compromising the ability of future generations to meet their own needs”¹. This form of development requires concurrently achieving a healthy economy, healthy society and healthy environment. Achieving such an aim requires creating new models and integrating expertise across sectors and organizations².

Partnerships are arrangements “between two or more parties who have agreed to work cooperatively 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”³. Partnerships for sustainability are relationships fitting this description that are often across sectors, and share resources in order to achieve a common goal that has social, environmental, and economic benefits and which would have been more difficult to achieve had the partnership not been undertaken⁴. They bring together groups that have diverse knowledge and expertise in order to undertake initiatives that help to balance all three aspects of sustainability⁵.

Many consider these relationships to be a key tool in approaching sustainability, and a great deal of contemporary sustainability work focuses on partnerships. They were a major focus of the World Summit for Sustainable Development (WSSD), and are one of the three major recognized outcomes of the summit⁶. The Canadian Federal Government itself committed to 12 formal partnerships at the summit as well as many other informal partnerships⁷.

Many partnerships, however, achieve little of what they set out to do. Difficulties in partnerships stem from their diverse and voluntary natures. Often partnerships involve diverse players with distinct, often conflicting, interests⁸. Additionally they are, by

definition, voluntary, which means that each partner must choose at each step to continue to be involved in the collaboration. The result has been that many partnerships, while they sound like a good idea, have achieved little, or dissolved before even starting⁹. If partnerships are going to be one of the tools to approach sustainability, it is vital that practitioners learn to make them effective.

Rationale and Approach

The purpose of this paper, and the papers that accompany it, is to aid partners, partnership managers and partnership brokers to improve already existing partnerships. It can also aid groups entering into partnerships to avoid some of the pitfalls that they may encounter by showing what the potential dangers are. There are, however, many other publications that focus on how to establish a partnership, which are more appropriate for nascent collaborations. The processes outlined in this checklist are specific to *existing* collaborative, cooperative partnerships at any scale. They can be applied at the community, national, and global levels.

This checklist will begin with an overview of the qualities that make partnerships function effectively as well as an explanation of why collaborations that do not have those qualities often achieve little and how existing partnerships can go about establishing these qualities. It will then go through each of the ten qualities in detail and describe what it is and why it is important. It will describe a process for partnerships to use to figure out if they have the quality, and a process for creating it if it is absent. It will then explore how to address problems in establishing a quality.

The ideas outlined in this checklist are derived from the current literature about partnerships, horizontal management, collaboration, privatization, and sustainability. There is little written about what to do in already established relationships, though there are abundant sources about how to establish partnerships. This checklist has adapted those

sources and looked at partnering experiences to generate a resource for those already in partnerships.

What qualities make partnerships effective?

In order for any organization to function effectively, there are qualities that must be included in its set up and operation. Such qualities include accountability, effective management structure, strategic planning, etc. Effective partnerships also need to have these qualities incorporated into their structure, but there are other organizational concerns that arise as a result of the nature of groups that join partnerships, their diverse interests, and from the types of goals that partnerships for sustainability address.

The qualities common to successful partnerships are¹⁰:

- 1) The partnership has a solid base of joint commitment and understanding
- 2) There is a clear and appropriately detailed plan for achieving the goals of the partnership
- 3) Each partner clearly benefits from the partnership
- 4) Sufficient and appropriate resources are committed from all partners for achieving the goals of the partnerships
- 5) The partnership has an appropriate level of formality
- 6) The partnership has good leadership
- 7) The partnership has clear and effective lines of accountability

- 8) Partners communicate in productive and supportive ways
- 9) There is trust in the function of the partnership
- 10) Accurate and appropriate indicators are used to evaluate and improve the success and progress of the partnership

A complex interplay exists between these qualities. The absence or weakness of one can prohibit the development or continuing presence of another¹¹. The following sections can help partnerships that did not establish all of these qualities when they began to improve themselves, and incorporate these qualities at this time.

HOW TO INTRODUCE EACH QUALITY INTO AN EXISTING PARTNERSHIP

Introducing each of these qualities into a partnership will require renegotiation and reorganization of the existing relationship. The groups participating in the partnership can work to make these changes themselves, or they can involve an outside arbitrator, negotiator, or partnership broker in the process. Such an outside body “acts as an intermediary between different parties, but in an active rather than a passive way, to interpret one party to the other or to negotiate some kind of agreement or ‘deal’”¹².

Partnerships most often use outside brokers, negotiators, or arbitrators during the initiation phase. Brokers, negotiators and arbitrators help new collaborators to look beyond their differences, to areas of potential mutual benefit, maintain a vision of the partnership’s potential and creatively direct the partners’ energy and input. Once the partnership is functioning effectively, the collaborators usually can run the partnership without outside guidance. However, in a situation where the partnership is being revised or restructured, it is advisable to bring in an intermediary who can help the collaborators to avoid conflict and keep a focus on finding solutions¹³.

The next ten sections show how already initiated partnerships can achieve each of the qualities listed above. Each section will first describe one of the qualities of effective partnerships. Second, it will explain how to determine if the quality is missing from a partnership. Third, it will show how the quality can be created within a partnership. It will then explore what to do if there are difficulties in creating the quality.

Quality One: They have a solid base of joint commitment and understanding

WHAT IS THE QUALITY AND WHY IS IT IMPORTANT?

Partnerships for sustainability, by definition, bring together diverse groups. Diverse groups have different perspectives of what problems are, what causes them, and how to solve them. These

perspectives are what give partnerships strength, and what make them valuable tools for creating sustainability. They can also create enormous problems and conflict if the collaborators do not develop a joint understanding of the issues that they are addressing together and how those issues can be dealt with. If partners are in conflict most of the time, it is likely because they do not agree on basic aspects of the partnership.

For diverse groups to work effectively together they must first understand each others’ perspectives, and then create a shared understanding and a common goal. If collaborators do not develop such an understanding, or develop it poorly the partnership will likely be fraught with conflict¹⁴. The factors important for a solid base of joint commitment and understanding are:

- shared vocabulary
- mutually accepted assumption, values, narratives, and understanding of key issues and facts
- a common vision of what the partners would like to see
- understanding of the pressures that each partner experiences
- agreement to share risks and benefits¹⁵
- a common goal

While most of these qualities are straightforward, goals and visions warrant further description. A vision describes how, in the long term, the partners envision the problem that they are working on solved, or how they see their sustainability objective obtained¹⁶. Goals are broad statements of intent created by looking at where the partners are currently and at their vision and asking what needs to be done to close the gap between the two. “Goals address the question of what it will take to make the vision a reality”¹⁷. They should be achievable within a few years.

IS IT MISSING FROM THE PARTNERSHIP?

In any existing collaborative initiative there will be areas that the collaborators have agreed to work towards together. Generally they will be in the form of a goal. The presence of a goal, however, can mean very little, particularly if the partners understand the goal differently, if the goal is poorly constructed, or if the goal has little to do with what the partners actually intend to do.

To determine whether they have a joint commitment and understanding, each partner should look carefully at the assumptions, beliefs and expectations underlying their participation in the partnership, and how they compare to those of their collaborators. As a group, the partners should look at the vision and goal that they have created and examine if they are straightforward, commonly understood, and achievable. The following questions will assist the partners in doing so.

Each partner should answer these questions in depth. They should do so separately to make sure that each partner has an independent understanding and are not being guided by the other partners. They should be encouraged to be as open and honest as possible when answering these questions. After all collaborators have answered the questions, they should look at the answers together in order to determine whether they have developed a similar understanding of the aims and reasons for the initiative, a common language, and an accurate perception of the concerns and issues faced by their fellow collaborators. If there are discrepancies in language and/or understanding of any issues, the partners must work to develop a stronger joint understanding and culture.

- 1) What is a partnership?
- 2) What is the problem or sustainability objective being addressed by this partnership?
- 3) What are the reasons for the existence of this problem or objective?
- 4) What are all of the potential options for solving this problem, or achieving the sustainability objective?
- 5) Why is it useful or necessary to address this problem or sustainability objective collaboratively?

- 6) Why have you/has your group chosen to join this particular partnership initiative? How does your group benefit from it?
- 7) What pressures do you face as a result of joining this partnership?
- 8) What are your concerns about this partnership?
- 9) What vision are you hoping to approach through this partnership?
- 10) What are the goals of the partnership?
- 11) Why are these the goals of the partnership?
- 12) What is your role in achieving those goals?
- 13) What is/are the role(s) of your partner(s) in achieving those goals?
- 14) Who are your partners?
- 15) How do they benefit from this partnership?
- 16) Do you think that they share your vision of the problem or sustainability objective that this partnership addresses, and how to go about addressing it?
- 17) What are their roles in achieving the goals of the partnership?
- 18) Why have they joined this partnership?
- 19) What do they hope to gain from the partnership?
- 20) What pressures do they face as a result of joining this partnership?
- 21) What are their concerns about this partnership?

HOW CAN IT BE CREATED IN THE PARTNERSHIP?

If there is a disparity in the perceptions, understandings and commitments of the partners, they must have an open dialogue, involving all parties, to try to create a common culture and understanding among them. The dialogue process may take many meetings over a long period of time. Participants should be aware of this, and should appreciate that without developing a common understanding, the likelihood of success in the partnership is very slim. The development of mutual understanding will be an ongoing process, but establishing the base agreements of the partnership (vision, goal, expectations) must be done before

other steps are taken. During this process, participants must become accustomed to openly listening to the concerns of their collaborators, and should begin to comprehend what types of contributions they can and cannot expect from them.

When each partner genuinely seeks to understand the priorities of the other partners, the likelihood of finding objectives that are complementary, even if not identical, becomes significantly greater. Each partner needs to put his or her case clearly and to listen to each other's case sympathetically. This will strengthen each partner's resolve, as well as the partnership as a whole¹⁸.

Throughout the process participants or the partnership broker can use the above questions to check how well the partners are progressing towards achieving common understanding and common goals.

The first step of achieving common understanding should be to clarify what all potential partners understand by the term "partnership". Exploring and agreeing on a definition will help avoid misunderstandings and frustrations at a later stage¹⁹.

Once the relationship itself is defined, the participating groups should work together to articulate the reason that they have chosen to work together. Each group should share their definition of the problem or sustainability objective that the partnership is going to address. It is very important that all groups clearly and unambiguously define the terms that they use. This will avoid confusion further down the road. If they do not already have complete agreement about the problem or objective that the partnership is addressing, all groups need to collaboratively develop a new definition for the purpose of the relationship. Each partner should articulate what problems or opportunities they see and would like to address through the partnership. They should base the partnership on the area or areas in which all partners agree on what the problem or opportunity is, and how it might be solved. Once all of the groups are in agreement, the dialogue should move to the next step.

The third step is to collaboratively generate the narrative of why the problem that is being addressed exists, or why there is an opportunity to address a

sustainability objective. The diagnosis of any problem implies what its solutions can be. Similarly, the reasons behind the existence of an opportunity imply how it should be taken advantage of. By defining the reasons for the problem or objective that the partnership will address together, partners both create a common understanding and build the foundations for consensus around how the partnership should address its goals²⁰.

Once all participants agree on the reasons for the existence of the issues that they are working to address, they should build a vision of what could be. Once again, partners should share their different ideas and visions, and should find where they agree, and base the partnership upon those areas of agreement²¹.

Before defining the goal, all participants should examine their capacities and limitations in relation to achieving the vision of the partnership. Beyond simply stating what each participating group can and cannot do, this examination should build understanding between partners of what their priorities and pressure are, and what they can be expected to contribute to the partnership. Only after this understanding is evident should participants articulate a goal. The goal of the partnership should be achievable within a few years and should necessarily contribute to the achievement of the vision of the partnership. As will be discussed later, the goal should generate clear benefits for each partner that they would not receive if they did not participate in the partnership. Throughout the entire process of developing and implementing the partnership this goal will be the focus of all work. As a result, it is necessary that the goal be clearly attainable and well articulated, with no ambiguity for any of the partners. The identification of a common goal often marks a turning point in collaborative initiatives, where they move from ideas and consultation to action.

Once the goal is defined, the partners should agree on general strategies for achieving the goal. A later step in the process of constructing the partnership will be to clearly define the activities, roles, and short-term objectives for achieving the partnership. At this point partners should only define general strategies that will guide the function of the partnership.

After partners have agreed on a vision, goal and general strategies, they should reaffirm their commitment to the partnership. It is only after having defined these factors that partners will be able to reflect on what the partnership will achieve, what it will require of them, and what they will gain from it. It is important that they feel that they have the ability to change their minds about involving themselves in such an undertaking after there is a basic understanding of what the partnership will be working for and how it will work.

WHAT TO DO IF THERE ARE PROBLEMS IN CREATING THE QUALITY

There will be times when groups that would like to form a partnership will find it very difficult to develop common understandings and goals. It is not uncommon for partners to be in conflict early in the partnership, especially if they are from traditionally opposed sectors or organizations. The purpose of creating common understandings and goals is to minimize this conflict, and to focus on areas of joint interest²².

If after several sessions spent trying to build mutual understanding and joint definitions collaborators have come to absolutely no joint understanding much less a common commitment, or are attacking each other personally or their organizations, significant changes need to be made in the way that negotiations are carried out.

One option is to change the individuals from each organization working on the partnership. Another option is to either bring in a partnership broker, if there is not one involved already, or to change brokers. A key factor in building success into partnerships is the vision, goodwill and personal commitment of certain individuals²³. This is because, while partnerships for sustainability are between organizations, it is the individuals from the organizations that make the partnerships work. The dynamics between these individuals, and the individual partnership broker can facilitate action or stall it.

If after these changes have been made, and another round of negotiations undertaken, there is still little or no progress towards common understanding or joint commitment, the partnership, as it is, should be abandoned, at least for the time being. It may be possible to try to partner once again, at a later date,

when the concerns and individuals in the participating organizations have changed. If there are groups that have begun to build a common understanding, they may want to start a smaller partnership.

Quality Two: There is a clear and appropriately detailed plan for achieving the goals of the partnership

WHAT IS THE QUALITY AND WHY IS IT IMPORTANT?

After the vision and goals of the partnership are established, participants need to determine exactly how they will achieve those aims. By setting a goal and general strategies, the partners have set the general direction for the partnership. Without clear planning, however, those goals and strategies will not translate into action. If partners are clearly in agreement about what they are working towards, but seem to have a hard time making progress, it may be because they have no action plan, or an inadequate one. In order to make the partnership effective, all participants need to develop and agree to a well-defined, but flexible plan, which will form the basis of the partnership²⁴.

An action plan will define the concrete, do-able activities that will lead to the realization of the goals of the partnership. It will explain who is to undertake each action, how it will be carried out, what resources will be used to carry it out, where they will come from, and when the action should be finished. The plan should include within it how to evaluate the success of each action, and use that evaluation to improve the future success of the partnership²⁵. It should also include a plan for continuing or ending the partnership when the action plan has been completed.²⁶ Without including these qualities, the plan may be effective for only a short time.

IS IT MISSING FROM THE PARTNERSHIP?

The following process can just as easily be undertaken by partnership members, as by a partnership broker. The presence and strength of a partnership's action plan should only be evaluated after the partners clearly have made sure that they have a common understanding and a mutually beneficial, agreed upon goal.

The first step in determining whether or not a partnership has a clear and appropriately detailed action plan is to articulate the goal of the partnership and to list the actions that the partners have already agreed to take in order to achieve this goal. If the partners are unable to list such actions or to agree to what has been planned, then there is certainly not an appropriately detailed plan for achieving the goals of the partnership. If the participants can define what activities they have planned, the next step is to evaluate those activities.

The activities that collaborators plan to take in order to achieve the aims of the partnership should be evaluated based on four criteria. The first is whether or not the activities planned for the partnership will lead to achievement of the partnership's goals. To evaluate this, look at what needs to happen or change in order for the goals to be realized. Then look at each activity planned for the partnership, and describe how it will contribute to reaching the goal. If the activities, as a whole will not likely lead to the achievement of the partnership's goal, then a new action plan needs to be developed.

The second criteria that should be used to evaluate the action plan for the partnership is whether the way that the activities are planned is detailed enough to result in their thorough completion. To evaluate this, all partners should look at each action and answer the following questions about it:

- 1) Who will be involved in completing the action?
- 2) How will they complete the action?
- 3) What resources will they use?
- 4) Where will the resources come from?
- 5) What is the date or deadline by which the action should be completed?
- 6) How will the results of the action be assessed?

If any of these questions are unanswerable or have only vague responses, the action plan should be revised to include these details.

The third criterion that should be used to evaluate the action plan is whether or not it includes within it a plan for reflecting on the processes that form the partnership, and improving upon them. Processes include decision making, communications,

management, evaluation, how activities are carried out, etc. In any organization, especially organizations as complex as partnerships, the processes that govern activities need to be refined and changed periodically to make sure that all participants are satisfied. Planning to reflect on the processes of a partnership avoids conflict. It does so by looking periodically at factors that could cause conflict before they do, and addressing any problems that are revealed during that reflection. Having a specific time and place to discuss process also avoids excess discussion about it when the partnership should be focused elsewhere.²⁷ Without such reflection, partners can either become dissatisfied with how the partnership is run, with no way to address that dissatisfaction, or they can become mired in discussions about process to the paralysis of the partnership. As will be discussed further on in the section on communication, it is vital that partners are very open during these reflections. To find out if reflection and improvement on processes is structured into the partnership answer the following questions:

- 1) When does the partnership discuss issues and concerns about the way activities are carried out, decisions are made, the project is managed, and other process issues?
- 2) Who is involved in these discussions?
- 3) How are the issues and concerns brought up during these discussions addressed?

The time frame appropriate for reflecting on the processes of a partnership will depend on how often partners meet, how often and how quickly they work on the partnership. What is important is that reflection is frequent enough that it happens before significant problems have the chance to arise.

The final criterion that should be used to evaluate the action plan is whether or not it addresses the ending or continuation of the partnership. Some partnerships will have a fixed end or sunset date. If this is the case, there are a number of concerns that the partnership will have to address concerning closure of the partnership. These should be structured into the action plan. Others will only have specific actions planned for a finite time period. These partnerships will have to include within their action plan how to either continue or end the relationship.

If the partnership has a fixed end point, the partners need to answer the following questions about the ending, based on what is in their action plan. If they are unable to do so, then they need to structure these aspects into it.

- 1) Where will staff that work on the partnership be reallocated?
- 2) Where will resources acquired for the partnership be reallocated?
- 3) How will the successes, failures and lessons learned be examined and acknowledged?
- 4) How will all groups and individuals' contributions be acknowledged?
- 5) How will the history of the partnership be captured?

If the partnership does not have a fixed end point, the participants need to have a plan for deciding how to continue and when to end it. Included in that plan needs to be a plan to make the above decisions. They need to answer the following questions to determine if they have created such a plan. If they are unable to answer these questions clearly, based on the action plan, they need to revise the plan so that they can.

- 1) What will the partnership do when this action plan has ended?
- 2) If you are definitely going to continue the partnership, how will you create a new action plan?
- 3) If you are not sure that you are going to continue the partnership, how will you decide whether to end or continue it?
- 4) If you do decide to end the partnership, how will you address the above issues?

HOW CAN IT BE CREATED IN THE PARTNERSHIP?

Creating an action plan for a partnership is not an overly complex process. It should be done with all partners present, and actively participating. Throughout the process all collaborators need to remember to make sure that they are being realistic about what they can accomplish in what time frame. The following steps, drawn from *The Partnership Handbook* should guide the way to the development of an appropriately detailed and achievable action plan.

- 1) review your understanding of the situation that the partnership is going to address
- 2) restate your goals
- 3) identify concrete steps that close the gaps between the current situation and reaching each goal
- 4) determine the resources that are needed to undertake those actions
- 5) figure out where within or outside of the partnership those resources can come from
- 6) have partners that will be contributing resources commit to those contributions
- 7) identify who will be responsible for undertaking each action, and receive a commitment of responsibility from them
- 8) estimate the timeframe required to complete the action, and create a timeline (which includes deadlines) for completing them
- 9) be sure that the time frame is realistic and will not lead to burn out²⁸
- 10) identify any support that may be required, and find where to get it from
- 11) establish milestones or indicators that will help to determine if the plan is on track or not
- 12) plan occasional reviews of progress towards completing the actions of the partnerships
- 13) plan occasional reflection on the processes of the partnership, involving representatives from all groups and levels of the partnership
- 14) plan for time to modify the processes of the partnership based on the concerns raised during reflection
- 15) set a date for deciding whether to continue or end the partnership.²⁹

At the end of this process the partnership should have a concrete action plan for achieving the goals of the partnership that is realistic, flexible, and allows and plans for improvement and reflection. It is a good idea to create an MOU (memorandum of understanding) at the end of this process, to confirm that all collaborators are committed to carrying out the action plan.

WHAT TO DO IF THERE ARE PROBLEMS IN CREATING THE QUALITY

It is unlikely that partners will be unable to create an action plan after they have gone through the process of creating a common understanding and a solid base of joint commitment. If they do have a problem, it is probably because the goals that they have created are unachievable or vague, or because partners are not willing to contribute what is necessary for achieving the goals of the partnership.

If problems are emerging because the goal is vague or unachievable, then the solution may be easily found by revising and recreating the goal of the partnership, and then trying again to create an action plan.

If the problem is the result of partners not wanting to contribute enough, the solution is more complex. Participants will not want to contribute because either they feel that they get no benefit from contributing, they benefit even though they don't contribute, or the contribution required of them is beyond their capacity.³⁰ If the case is that the partners either feel that they do receive no benefit even though they contribute or that they benefit even though they do not contribute, the following two sections may be helpful in changing conditions so that partners are more motivated to contribute. If the partners do not have sufficient capacity to contribute what is needed to achieve the aims of the partnership, the participating groups should explore three options. They are: involving more or different partners, looking to outside sources to provide the necessary resources, or, adopting a smaller scale, shorter-term goal that is within the partners' capacity. If the partners cannot match their resources with a goal after trying all three options, they should dissolve the partnership.

Quality Three: Each partner clearly benefits from the partnership

WHAT IS THE QUALITY AND WHY IS IT IMPORTANT?

Partnerships are voluntary arrangements. Organizations explore the possibility of partnering only because they perceive a potential advantage from doing so. A perceived potential for advantage

can motivate an organization to join a partnership. It is not, however, enough of a motivation for partners to contribute significant time and resources to an initiative outside of their central mandate. Such a motivation must come in the form of a clear benefit that will certainly be received as a result of contributing to the partnership. The nature of these benefits can and should vary widely based on the partner and their particular needs and concerns.³¹

The benefit for each partner must be clearly stated and must be a direct result of involvement in and contribution to the partnership in order to provide adequate motivation. "Achieving 'mutual benefit' is not easy, yet is necessary to strive for or the partnership will be unsatisfactory for some of the key players and therefore ultimately unsustainable"³² If a group gains a benefit from the partnership without contributing, there is no motivation to contribute. If a group gains no benefit, even though they contribute, there is no motivation to contribute. The benefit that a partner receives must be at least proportional to the contribution made and to the benefit derived by the other groups involved. Benefits can either come from results produced by the activities of the partnership, or from contributions made by other partners.³³

IS IT MISSING FROM THE PARTNERSHIP?

To determine whether all partners benefit significantly from the partnership, each participating member should answer the following questions:

- 1) What are the main objectives of my organization? Or Why does my organization exist? What is our purpose?
- 2) Do the activities of the partnership contribute to achieving one of my organization's main objectives?

If the answer to these questions is no, then the organization does not significantly benefit from its participation in the partnership.

HOW CAN IT BE CREATED IN THE PARTNERSHIP?

Partnerships can use the following process to create conditions under which each partner in a partnership can receive a benefit.

The first step is to identify the potential benefits for the partner(s). The potential benefit will be very

specific to the partner and will have to do with their mandate and focus. Types of potential benefits for each sector are as follows³⁴:

For business:

- increasing the market for the business's products or services
- reducing the cost of providing products or services

For non-governmental organizations:

- helping them to achieve their mandate or mission
- attracting funding

For government:

- Providing public services and social programs that meet the demands of the electorate
- Improving economic growth
- Achieving regulatory compliance
- Meeting international obligations

Once the partners identify the specific potential benefits for each partner, the second step is to explore if there is a way that, either through the activities of the partnership or through contributions from other partners, they can realize one of those benefits. Options that the collaborators should consider include adding a new activity to the partnership, allowing a participant to make a direct contribution to another participant, and approaching groups outside of the partnership to find a source for the benefit.

Once the participating groups have identified the benefit that they desire, and the source that it will come from, they should structure the receipt of the benefit into the partnership. If the partner is going to receive the benefit as the result of an activity of the partnership, the participants need to make sure that the arrangement of the partnership will lead to the realization of that benefit. If they are going to receive the benefit as the result of a contribution from a different partner, that partner should formally commit to the contribution.

WHAT TO DO IF THERE ARE PROBLEMS IN CREATING THE QUALITY

In situations where it is impossible to identify a benefit that can be gained from participating in the partnership, there are three potential courses of action that can be taken. The first is to have the participating organizations sign a legally enforceable agreement to do the work entailed in achieving the goals of the partnership. This type of arrangement can achieve sustainability goals, but will cease to be a mutually beneficial partnership, and will often lead to resentment. If the partnership involves many partners, and can achieve its goals without the participation of the non-benefiting member, then the non-benefiting member can either drop out of the partnership, or take a secondary role. If the partnership cannot function without the non-benefiting member, it is advisable to either seek other partners, or other ways in which to achieve the goals of the partnership, like unilateral action. In this situation, the existing partnership should be dissolved.

Quality Four: Sufficient and appropriate resources that come from all partners are committed to achieving the goals of the partnerships

WHAT IS THE QUALITY AND WHY IS IT IMPORTANT?

The section on creating action plans touched on the need to have adequate resources in order to achieve the aims of a partnership. This section will explore the nature of the resources that are needed to create success, how to know if the partnership has enough, when it is appropriate to introduce those resources, and the importance of having all partners significantly contribute to a partnership;

It hardly needs to be said that resources are needed to accomplish goals. It is important to note, however, that "resources" mean much more than money, and that too many resources can have a negative impact, just as too few can. Resources are the human,

financial and infrastructure matters that make any organization viable and effective.³⁵ More specifically resources include:

- Money
- Land
- Information or access to it
- Skilled staff
- Accommodation and transport capacity
- Authority to mobilise resources from other sources
- Credibility
- Management and technical skills
- Equipment
- Dissemination and distribution capacity
- Contacts and spheres of influence
- On-the-ground know-how
- Experience and knowledge
- Access to Technology
- Positive changes in behaviour
- People skills
- Media skills
- Imaginative, low-cost responses to challenges.³⁶

Appropriate resource allocation is a process of matching resource needs with sources in an organized manner. It is important that neither too few nor too many resources are committed to a partnership. Either can reduce the motivation of the partners. Too few resources can breed a feeling of defeatism, or the belief that the task at hand cannot be completed with the means available. Too many resources, particularly at the wrong time, can diffuse the energy and momentum of a project by allowing those who are supposed to implement the project to waste time or to have a distracted focus.³⁷

Strategically planning the introduction of resources is key to achieving efficiency and effectiveness. There are several reasons for this. First, holding back resources until work is completed can motivate people to finish what they have committed to and improve accountability. Second, introducing resources only when they are needed avoids a false feeling of abundance and subsequent resource

wasting. Third, when one partner gives resources to another, it is important that they trust that the partner will use them appropriately. Properly timing contributions can reduce feelings of uncertainty for the partner who is giving.³⁸

Finally, it is vitally important that all partners contribute significantly and equitably to a partnership. Partners provide the resources necessary to achieve the goals of a partnership. Without sufficient contributions from all participants, the partnership will probably not achieve its goals. Additionally, a significant contribution guarantees that each participating group has a voice in how the partnership progresses. If a group contributes little to a partnership, the other partners have little motivation to listen to and address their concerns. If that group makes a contribution that is important to achieving the goals of the partnership, they are enabled to speak freely and to challenge decisions that contradict their interests.³⁹ Imbalance in the contributions of organizations can produce frustration or resentment as a result of the imbalance.

IS IT MISSING FROM THE PARTNERSHIP?

All members of the partnership should openly and honestly answer the questions:

- 1) Are you meeting your short-term objectives? If not, why?
- 2) Do you expect to meet future objectives? If not, why?
- 3) Do you and others from your organization feel adequately compensated for the work that you do in the partnership?
- 4) Do you feel that the work you do for the partnership adds reasonably to your workload?
- 5) What resources are necessary for success in the partnership?
- 6) What resources are you able to contribute?
- 7) What resources are you expected to contribute?
- 8) What resources do you expect your partners to contribute?
- 9) Do you need additional resources to achieve your aims?
- 10) Do you feel that there are resources in the

partnership that you should be receiving but aren't?

- 11) If (any of) your partner(s) were not a part of the collaboration, would the partnership be able to achieve its goals and objectives?
- 12) Does the contribution of each partner significantly strengthen the partnership?

The answers to questions one and two will help partners to determine if resource allocation is hindering meeting objectives. The answer to questions three and four will help to determine if individuals are adequately compensated for their work on the partnership, and if there is a need for more people to work on the project. By answering questions five through nine partners will determine if they have enough resources to achieve the project goals, and if there are discrepancies in what partners expect from one another. The answer to question ten will help to show if resources in the partnership are allocated clearly. The answers to questions eleven and twelve will show if all partners contribute significantly enough to the partnership. If the answers to the above questions show that resources are a problem in the partnership, the partners should use process outlined in the next section to help develop a better resource management and allocation plan.

HOW CAN IT BE CREATED IN THE PARTNERSHIP?

To develop a resource management and allocation plan in a partnership there are two things that the collaborators must determine: what they have and what they need. Using the action plan created for the partnership, the collaborators should look at what resources they need in order to have success. Hopefully, they will have already described this. If not they must do so. If they already have, they should review it to make sure that it is thorough. Similarly, they should describe all of the resources that they already contributed to the partnership and any further resources that they can realistically contribute. It is very important that no group assume that their partner(s) will bring certain resources without explicitly being told, and that no participant commit to contributing resources that they are not sure they can access.⁴⁰ The types of resources and

contributions that each sector can make to a partnership for sustainability are as follows⁴¹:

Business can contribute:

- reduction of pollution and other negative impacts
- financial resources
- employee volunteer hours
- expertise and assistance
- purchasing agreements

NGOs can contribute:

- knowledge, information and expertise
- facilitation of involvement in effective projects
- assistance in implementation of sustainability projects
- credibility and monitoring
- support for new initiatives
- public recognition of initiatives

Government can contribute:

- increases or decreases in taxes
- new regulations
- financial contributions to programs run by outside bodies
- new programs executed by the government
- subsidies
- employee volunteer hours
- changes in how its operations function
- purchasing agreements

During the process of creating a resource management and allocation plan, it is important that the partnership make sure that all groups are contributing significantly to the partnership, and that they recognize that non-monetary contributions are important. Without recognizing of all types of contributions, the partnership will likely be dominated by those who contribute most of the money. Groups that are contributing most of the money need to either recognise others' contributions of equal value or accept that they will only have the same rights as other partners in making decisions. If

any partners do not contribute significantly or sufficiently to the partnership it is vital that they find a contribution that they can make, which will be important to the success of the partnership.

Paying close attention to the concerns stated above, the next step is to match the needs of the partnership with the resources of the partners. Partners should make sure that they are providing enough of all types of resources to achieve the goals of the partnership. They should make sure that all resources are clearly and carefully allocated to the groups or individuals that will need them, and that the provision of the resources is planned in a timely manner. Partners should provide resources at the time when they are needed, and not before.

If the partnership acquires resources for the partnership that belong only to the partnership and not to one of the partners, including new staff, the participants should decide where those resources will go if and when the project is disbanded. If the partnership hires new staff, it is important that they are aware of the time limit on their position, or of where their job will be reallocated at the end of the partnership.

Once partners have agreed to where resources will come from, and for whom and at what time they will be provided, the partners should sign Memorandums of Understanding (MOUs) or Letters of Understanding (LOUs), that last for the duration of the project, or at least three years for lengthy projects. Uncertainty or insecure feelings about where resources are coming from can distract partners, and cause stress and inefficiency. A signed agreement in the form of an MOU or LOU can help to eliminate a great deal of potential uncertainty.⁴²

WHAT TO DO IF THERE ARE PROBLEMS IN CREATING THE QUALITY

If the partners find it difficult to commit enough resources to fuel all of the activities planned for the partnership, even though they have access to them, it may be because trust is still developing. They may be uncomfortable with making significant contributions before they are confident that the partnership is going to work.⁴³ Partners should honestly address whether this is the reason for their resistance. If this is the case, it may be a good idea to start the collaboration with a few smaller initiatives. This will

allow partners to become comfortable with each other, and to trust that their resources are going to an effective project.

If sufficient resources are not available from the partners within the partnership because they are unable to provide them, there are two courses of action that the partners should consider. The first is to seek other partners or outside contributors. The second is to complete the tasks that have already been initiated, and then to end the partnership. They may also choose to continue the partnership despite insufficient resources, but this will likely lead to more frustration and resentment than productive collaboration.

Planning the timing of resource contributions may be tricky if no partner has extensive resource management experience. Partners should simply do their best to provide resources when they are needed and not before (or after!). If they make mistakes, they should view them as opportunities to learn.

If there is a partner that does not make a sufficient contribution to the partnership, and the participants are unable or unwilling to adjust the structure so that the partner can make a significant contribution there are a few options for how to proceed. If there are other groups involved in the partnership that are collaborating and making progress towards its goals, the less-contributing group can choose to drop out of the partnership or to take a secondary role in the partnership. Much like in the situation where no benefit can be realized, the partners can sign an enforceable agreement to achieve the goals of the partnership, but this is not a mutually beneficial partnership, and will most likely lead to resentment. The final option in this situation is to dissolve the partnership.

Quality Five: The partnership has an appropriate level of formality

WHAT IS THE QUALITY AND WHY IS IT IMPORTANT?

The formality of a relationship is the level of rules and structure that govern its activity. Informal relationships are non-binding, sometimes verbal agreements, where procedures and systems have not been agreed to. Formal relationships are highly

organized systems where parties have committed, in writing, to working within specific procedures, and in which they are accountable to one another. Both types of structures have advantages and disadvantages, and can be appropriate during different phases of partnerships.

Because partnerships, unlike other types of organizations, involve bringing together diverse groups voluntarily, they necessarily begin informally, with groups agreeing to work together, before they have gone through any of the processes of identifying common goals, activities, or procedures. This initial informality allows for creativity, flexibility, and volunteerism. During the process of establishing a partnership, these qualities are very important. Formalizing a partnership at some point during the partnering process is also important. Doing so adds resilience, helps to maintain momentum, and prevents commitment from dissipating. However, creating too much formality too early on in the partnership can displace that creativity, flexibility and spirit of cooperation.⁴⁴

Creating and implementing more formal structures requires balancing “a need to build supportive structures that give relationships resilience as other priorities divert peoples’ energies” with the fact that “too much formality may impede an initiative’s ability to adapt to changing circumstances ...[and the] risk that erecting elaborate and formal structures may overshadow continued personal contact and commitment among the key players”.⁴⁵

HOW TO KNOW WHICH LEVEL OF FORMALITY IS APPROPRIATE WHEN

Knowing when to formalize structures within a partnership is a tricky process, which depends more on intuition and experience than on rules or established processes. An established partnership will already have introduced levels of formality. The relationship will have already been agreed upon, and some rules may have been established.

The guiding principal of formality within partnerships is that collaborators should introduce formal structures at strategic times to maintain momentum, and to reduce conflict over operational proceedings. They should devise and implement them at points where partners have come to informal agreements that may dissipate or lose momentum if not formalized, and where disagreements could

occur over how to run the partnership. Similarly, as the scale of the partnership increases, or as more people and departments are involved in the partnership, it is a good idea to formalize agreed ways of working together, and to have more formal chains of accountability and leadership. Also, when partners work across mandated authority, and within established chains of hierarchical authority, formal structures are required in order to make sure that those who are running the partnership have adequate power and approval to do what is required of them for success in the partnership from the organizations that they represent.

In existing partnerships, it is a good idea to begin introducing more formal structures quickly to encourage compliance with agreements and immediate action. In existing partnerships collaborators have already agreed to work together and already have come to some agreements. Examples of where partnerships should introduce formality have already been discussed in the sections on action plans and resource commitments, where it was suggested that collaborators create and sign memorandum of understanding. Other areas in which the partnership may want to introduce more formality are discussed below in the areas of leadership, communications and accountability.

Quality Six: The partnership has good leadership

WHAT IS THE QUALITY AND WHY IS IT IMPORTANT?

Good leadership is fundamental to the success of any organization or partnership. Good leaders help to create and focus on a vision, create or maintain strong management structures, resolve conflicts, and help others to be empowered. Conversely, “[p]oor leadership usually causes a partnership to disband or fail”.⁴⁶

Good leadership for a partnership can come from within the partnering organizations or can be sought externally. Good leadership will employ the following:

- Negotiation Skills
- Group Processes
- Team Building

- Planning Skills
- Evaluation Skills
- Problem Solving
- Conflict Resolution
- Time Management
- Financial Management
- Managing Outside Volunteers
- Stress Management⁴⁷

Good leadership will also recognize that partnerships have ups and downs, and will use the following methods to keep momentum going.

- Building on small successes
- Encouraging continuous learning
- Introducing money at strategic times
- Using deadlines⁴⁸

Leadership for a partnership can be one person or a group of people. It can be formally or informally recognized, but must be present. Without good leadership it is very difficult to maintain focus on the goals of a partnership. Further, during the lifetime of a partnership, the entire process will run more smoothly if strong leadership is in place.

IS IT MISSING FROM THE PARTNERSHIP?

To determine if your partnership has adequate leadership, first identify whether there is an individual or group that is already recognized as the partnership's leadership. If there is a formal leadership, all parties involved, including the leader (s) should go through a process of evaluating where leadership could be improved. If there is not formal leadership, the partners should examine how the partnership has been directed thus far, and then create a formalized leadership structure based on the strengths of the existing informal leadership.

If your partnership has an identified leader or leadership group, it is important for everyone to understand that the process of evaluating where leadership could be improved is not a negative process, where participants should criticize the existing leadership. Rather it should be a positive process for exploring how the leadership could further propel the partnership towards success.

To evaluate where leadership might be able to

improve, the group should answer the following questions. Any leadership will have areas of strength and weakness, and different partnerships will need more strength in different areas. The answers to these questions will not conclusively show whether the partnership's leadership is strong or not. For the most part, they are subjective and will reflect partner's feelings and perceptions more than an objective reality. Answering these questions should facilitate an exploration of where the leadership is already strong, and in what areas it could improve.

- 1) Could the individual members of the group be more motivated within the partnership?
- 2) Does the partnership function fully as a team, or do partners feel that they could be a more cohesive unit?
- 3) Do the individual members of the group feel proud of the work of the partnership?
- 4) Is there openness in communication with the leadership?
- 5) Are partners aware of what each other are doing?
- 6) Do partners often feel stress as a result of their participation in the partnership?
- 7) Is the time contributed to the partnership well managed?
- 8) Does conflict often occur in the partnership?
- 9) When conflict occurs, is it dealt with in a way that addresses all parties' concerns and finds a solution that satisfies everyone?
- 10) How are the project's finances managed?
- 11) Are financial resources allocated in a way that drives productivity?
- 12) Are deadlines used?
- 13) Are the leadership and partners involved in continuous learning?

HOW CAN IT BE CREATED?

If the partners do not have formal leadership, they should figure out what the strengths of the informal leadership are, and then incorporate those strengths into a more formal leadership. They should make sure that the more formal leadership has the other

qualities listed above incorporated into it as much as possible. They must choose whether to have an individual or group as the leadership, and what the exact roles of the leadership will be. It is important to have a formally recognized leadership in order to have accountability, and thus success, in a partnership.

If the partnership does have formal leadership, the participants should look at the strengths and weaknesses that they identified in the process described above. They should decide whether they feel that the current leadership should be maintained and improved upon, or if new leadership is needed. Participants should only seek new leadership if there is no way that the existing leadership could provide what the partners feel that they need. If that is the case, the collaborators need to undergo a process of letting the leadership go in the best possible way. Such a process should include letting the leadership know why they are being let go, and why the partnership is seeking new leadership. It should also include gathering any specialized information or knowledge of the partnership that the exiting leadership has. Secretiveness should be avoided on all sides.

If the partnership is seeking new leadership, participants should decide whether they want it to be an individual or a group. The advantage of having an individual lead is that decisions can be made quickly, without lengthy deliberations. When leadership is composed of many individuals, there is often conflict and long consideration over even minor issues. This can significantly lengthen the amount of time that it takes to execute the partnership, and does not necessarily lead to better leadership decisions. A leadership group can, however, bring a wider range of expertise to the partnership particularly if they are selected based on the specific leadership skills that they have demonstrated. Also, having a group, rather than an individual leading the partnership also avoids personal conflicts between leadership and participants and often creates a greater sense that the leadership is trustworthy.

Once they have decided whether the leadership will be an individual or group, the collaborators need to determine whether the partnership has enough capacity within it to serve its leadership needs, or if leadership support should be sought from outside. They should look at their needs, look at the abilities

of all of the individuals within in the partnership, and decide if there is a match.

It is important that the leadership be chosen by consensus. This is because leaders need the trust and confidence of those that they lead. If all members agree on the new leader, the possibility of such trust and confidence is greatly increased.

If the partnership is going to seek new leadership from outside, the members should seek an individual or individuals that show a strong support for the goals of the partnership, agreement with the methods that have been selected for reaching those goals, and a shared understanding of the narrative that the partners have developed.

If the partnership is going to maintain its leadership, it is always a good idea to seek further training and support in the areas in which it is weakest. One method is to seek the expertise in areas in which leadership is weakest from within the partnership. Partnership members with such expertise can be looked to as consultants in tricky situations, they can help to set leadership policies, or if their expertise is great enough, they can train the leadership. If such expertise does not exist within the partnership, or if the partners or leadership prefer, training can be sought from outside of the organization. Organizations that offer training in many of the leadership areas cited above can give trainees and workshop participants a significant boost in capacity. Even if the partnership's leadership is strong, it is always advisable to seek further training and capacity building, whenever resources are available. The result will be greater capacity within the partnership.

WHAT TO DO IF THERE ARE PROBLEMS IN CREATING THE QUALITY

Any partnership has leadership that can be improved upon. There are two areas in which a partnership may encounter difficulty in creating strong enough leadership: a lack of resources for leadership improvement, and unwillingness within the existing leadership to change.

A lack of resources within a partnership to provide training for leadership should be a problem that is easily solved if a partnership is experiencing problems, or inefficiency as a result of weakness within the leadership. Partnership members should be able to understand that diverting some resources

from partnership activities and towards leadership development can greatly increase the capacity and efficiency of the partnership in the long term, and will most likely pay for itself, if not in terms of dollars, then in terms of results and conflict reduction throughout the partnership.

If the leadership of a partnership is unwilling to hear where they might be able to improve, and are unwilling to undertake actions that may lead to such improvement, the partnership has two options. If the partnership is working to all partners' satisfaction, then they may leave the existing leadership in place. If they are not satisfied, the existing leadership should be gotten rid of, and new leadership sought. They should be aware that such action may cause bruised ego, and ill will from the former leadership.

Quality Seven: The partnership has clear and effective lines of accountability

WHAT IS THE QUALITY AND WHY IS IT IMPORTANT?

Partnerships, like any other form of organization will only be effective to the extent that those executing the organization's projects are accountable for their actions. Without a structure to hold individuals responsible for the actions that they have promised to take, the partnership will depend on the virtue and commitment of each individual involved in executing the partnership. The experience of most organizations indicates that such virtue and commitment are rare enough that if this were all that a partnership depended on, it would accomplish little. People need to know that someone is paying attention to whether or not they do their work, and how well they do it, in order to be motivated to do a good job (and sometimes in order to be motivated to do the job at all).

Accountability in partnerships runs in two directions. The organizations that participate in partnerships are first accountable to their mandates and their members, as are their representatives. Partnering organizations and their representatives are secondly accountable to the partnership and its mandate.⁴⁹ When partners are held accountable not only to the partnership, but also to the organizations that they represent, the longevity of the partnership, and the satisfaction of all those involved is likely to be much

higher. This is because there will be greater trust that resources committed to the partnership are achieving what they are intended to, and that the concerns of all participants are reflected throughout.

IS IT MISSING FROM THE PARTNERSHIP

To figure out if a partnership has clear and effective lines of accountability, each partner representative should answer the following questions:

- 1) What activities are you responsible for completing within the partnership?
- 2) To whom do you report about your progress on those activities?
- 3) What and how do you report to them?
- 4) What would the consequences be if you did not complete those activities?
- 5) Have there been any instances in which partners did not complete something that they committed to do?
- 6) What was the result?

If partners do not have to report on their progress in the partnership, or if there are no consequence if they do not complete activities agreed to, then accountability within the partnership is inadequate. In such a system, partners can do little or nothing within the partnership and there will be no negative consequence. If partners are required to report on their progress, and if there would be significant enough consequences to guarantee that partners will complete what they commit to, then there is sufficient accountability.

HOW CAN IT BE CREATED?

By this point the partnership should have already gone through the first step of establishing accountability, which is to clearly articulate the actions that will be taken and who will be responsible for them. Partners should explicitly state from whom they get the authority to undertake these actions within their organization, what the limit of that authority is, and how they will address those limitations. Once this is established, the partners should plan how the actions are going to be reported on, to whom, and when, and what will be done if actions are not completed. Participants should make sure that the reporting of progress is done in such a way that adds legitimacy to the project and demonstrates that the partnership is not only

achieving its goals, but is also assisting each participating organization. As stated in *Moving from the Heroic to the Everyday*, "Building accountability includes ensuring program mandates are respected and outcomes are reported in a way that supports each member department".⁵⁰

More specifically, the following elements are needed to achieve accountability.

- 1) Clear articulation of the activities and outputs expected.
- 2) Open, transparent, and adequately detailed reporting on results
- 3) Open, transparent and adequately detailed and documented reporting on resources used (including monies spent and time contributed)
- 4) Management and measurement systems that ensure that promised results can be monitored and evaluated.
- 5) Mechanisms to adjust the partnership in the case that concerns arise.⁵¹

To establish all of these qualities within the partnership, participants should reflect together on the aims and objectives that they have set, and determine what indicators will be used to measure progress towards those aims. The partners should also agree what the consequences for non-achievement will be. A committee or group should be established which involves representatives of all partner groups. This accountability or oversight committee should oversee progress and resource use and should enforce consequences for non-action. This group should agree on a schedule and method for reporting on progress. The reporting method should be articulated clearly, so that there is consistency in reporting. The oversight group should also find a way to make sure that all partners have easy access to reports on the partnership's progress.

WHAT TO DO IF THERE ARE PROBLEMS IN CREATING THE QUALITY

If after attempting to establish clear and effective lines of accountability partners do not complete the actions that they have promised, the partnership has three main options that they may undertake.

The first option is to try to renegotiate reporting of progress and consequences for non-completion of

partnership aspects. To improve their reporting systems they can make them clearer, more detailed, and/or more frequent. They should make sure that consequences will adequately modify conditions in the partnership either to induce action or to remove the need for action.

The second option is to reduce the scale of the partnership. By doing this, collaborators can reduce the resources that they stand to lose if the partnership does not achieve all that it aims to. They can make the partnership a less formal arrangement in which partners may choose to take action, or not, as they are willing and able. If partners choose this course of action, they should make sure to renegotiate all aspects of the partnership to make sure that the arrangement will still benefit all involved (action plans, resources necessary, benefits and contributions, leadership, etc).

The third option is to dissolve the partnership. Partners should be able to establish adequate lines of accountability, and should try many options before deciding on dissolution. Dissolution should be an absolute last resort. This is because when a partnership is ended before it achieves any progress, participants are less likely to join another partnership in the future, due to disappointment, and a feeling of having wasted time. If partners do decide to do this, they should make sure that they follow the steps that they created in their action plan for ending a partnership.

Quality Eight: Partners communicate in productive and supportive ways

WHAT IS THE QUALITY AND WHY IS IT IMPORTANT?

Communication is important to many parts of partnerships. It first becomes important in helping partners to understand one another so that they can begin to work together. As discussed above, it is key to maintaining accountability. It helps to make sure that the activities of the partnership are progressing towards the partnership's goal. As will be discussed further on, it is vital to creating a feeling of trust among partners. It is important in situations where partners are working together to achieve an objective, to make sure that activities are not replicated and that they go smoothly. Communication with the

public or with stakeholders outside of a partnership can also be an important factor in achieving the goals of a partnership.

There are many ways for people to communicate, some of which support collaboration and feelings of camaraderie and trust, and some of which promote conflict and misunderstanding. Relationships in which conflict is frequent or difficult to resolve may simply have poor communication systems. It is vital that when renegotiating a partnership all people acknowledge the importance of being open in communication, of being clear and explicit in all statements, and of listening effectively to others in order to address their concerns and come up with new strategies and solutions.

There are four levels of communication that a partnership must consider: within each partnering group, among the partners, from the partnership to the community, and from the community to the partnership.⁵² It is important for a partnership to devise a communication strategy which outlines:

- rules for what type of language is acceptable
- general principles that guide communication within the partnership
- how frequently and in what setting communication will happen
- what technologies will be used for communication
- what will be reported on, to whom, and in what detail
- what the general tone of external communication will be
- how communication will be handled during conflict
- what type of information will be kept confidential to the partnership
- what type of information each partner should be permitted to keep confidential
- how feedback about the partnership will be sought from communities external to the partnership
- how feedback from communities external to the partnership will be responded to
- how different languages within the partnership will be addressed.

IS IT MISSING FROM THE PARTNERSHIP?

If a partnership has an effective communications strategy, all partners should easily be able to describe the general parameters that have been set for communication. Any individual in the partnership should easily be able to answer the following:

- 1) What type of language is inappropriate for communicating within the partnership?
- 2) What general principles guide communication within the partnership?
- 3) Where and when does communication in the partnership happen?
- 4) What partnership activities are reported on?
- 5) What format do reports take?
- 6) To whom are reports given?
- 7) How is communication handled when conflict arises?
- 8) What type of information can your organization keep confidential? Your partner organizations?
- 9) What type of information is kept confidential to the partnership?
- 10) Do the external or internal communications of the partnership require the use of different (foreign) languages?
- 11) If so, how are those language needs addressed

Any individuals whose responsibility it is (at least in part) to deal with communication outside of the partnership should be able to easily answer the following questions.

- 1) What is the general tone of communications external to the partnership?
- 2) Through what forum are communications conducted outside of the partnership (internet, news media, television, publications, etc.)?
- 3) How is feedback from groups external to the partnership going to be sought and responded to?
- 4) What information is kept confidential to the partnership?

If members of the partnership are unable to answer

the above questions, the communication strategy of the partnership should be clarified. If, among the general principals that are to guide communication within the partnership, people fail to mention openness, transparency, listening and responsiveness, then the communication strategy should be altered. Similarly, if when talking about conflict partners fail to mention that there is a process for conflict resolution which involves defining the problem, understanding its causes, exploring options, and taking action to solve it⁵³, that part of the communication strategy needs to be strengthened.

HOW CAN IT BE CREATED?

There are three aspects to creating strong and productive communications within a partnership. The first is to create a communications plan for the partnership, the second is to set the ground rules that will guide communication throughout the partnership. The third is to employ strategies that will improve communication, but which are not necessary to having an adequate communication system.

Plans

A communications plan for a partnership is like an action plan, which determines what actions will be taken when and by whom. The focus, however, is not on action, but rather on transmission of information. It outlines what will be communicated to whom, by whom and how. Those within the partnership should clearly articulate plans for communications at the four levels outlined above: within each partnering group, among the partners, from the partnership to the community, and about the partnership. This plan should focus on reporting on progress, affirming the organizations position on issues related to the partnership, and acquiring any resources necessary for the partnership.

The plan for communication within the partnership should be significantly more detailed. It should detail how often partners will meet face to face, and how they will communicate when they are not in the same place. It should establish a minimum for when partners should communicate. It should state the agreement between partners about what types of information they can keep confidential from one another. It should establish how long term planning will be done, and how day-to-day information will be shared. It should also include the ground rules and

policies that will govern communication within the partnership, which are outlined below. Finally, if there are representatives that speak different languages, the plan should address how any translation needs will be taken care of, or if it is possible to carry out all communications in one language

The plan for external communication should establish how the partnership will communicate about its actions to the public, and how it should receive feedback from the public. It should give the role of communicating with the public to specific groups or individuals. It should state through what mediums information will be given to the public, and what level of detail will be transmitted. It should include providing a brochure, a strategy for giving specific information as required, to the media or outside funders, focused information for any political purposes; and information for the public or community at large.⁵⁴ Such a plan should also include how the partnership will communicate with different language groups.

Rules and Principals

Communication is never objectively conveyed or perceived. All individuals interpret words (both written and spoken), body language, gestures, and tone of voice in a way that adds complexity to what is conveyed. Such interpretations can add clarity to what is being communicated, or it can skew the perceived meaning away from what is intended. It is impossible to create rules that will guarantee that all members of a group will perceive each other accurately. It is also impossible to create rules that will prevent individuals from being offended, hurt, confused, or angered by what is communicated to them. Nevertheless, certain principals and policies can help in keeping communication clear, positive, open, productive and can minimize conflict. The following principals should guide communication within a partnership. They should be clearly stated as policies of the partnership, and should be reviewed very briefly whenever possible, for example at the beginning of large meetings, or during quarterly or annual reviews, to help all participants to follow them at all times.⁵⁵

- 1) Partners need to be candid, forthcoming and open with any and all information that may impact in any way on the partnership. They must practice full disclosure and

transparency with all information. The only exception should be types of information that partners have agreed can be kept confidential.

- 2) All partners must keep themselves informed of all large developments, milestones, achievements, problems and changes in the partnership
- 3) Partners must do their best to create rapport with one another.
- 4) Participants must engage with each other, from time to time, in face to face conversation
- 5) Hateful or threatening statements of any kind will not be tolerated at all.

In addition to these guiding principals, participants should establish rules that discourage behaviours that cause ineffective communication, or conflict. The behaviours, as outlined in *The Partnership Handbook* are:

- giving advice
- focusing on placing blame for problems, instead of searching for solutions
- changing the topic inappropriately
- behaving defensively
- giving false reassurance
- judging other individuals
- using leading statements
- putting words in others' mouths
- asking multiple and repetitive questions without waiting for a response
- parroting or continually repeating another's phrases without adding any new meaning or understanding
- patronizing or talking down to others
- behaving standoffishly, or being overly confrontational
- placating others, or agreeing with everything they say and taking the blame for everything
- allowing stumped silence to persist when both parties are stuck, instead of persisting in trying to find solutions
- asking many "why questions", which often

lead to a feeling of being accused in the person being asked the questions⁵⁶

Strategies for Improvement

In addition to establishing guiding principals, ground rules, and plans partners can employ the following strategies to improve communication within the partnership. One easy way to improve the overall communications within a partnership is to have the same people work on the same aspects of the partnership for as long as possible. This allows the individuals to get to know and become accustomed to one another, to solidify their common language, to develop better understanding of the issues facing one another, to have ongoing dialogue, and to build trust.⁵⁷

Another easy way to improve communication is to have an online forum through which partners communicate their progress, and which others can visit at their convenience.

WHAT TO DO IF THERE ARE PROBLEMS IN CREATING THE QUALITY

Creating a plan for communication should not be a problem. Any plan that includes the elements outlined above will be sufficient. There should also not be problems with establishing ground rules and guiding principals. Communications outside of the partnership are similarly unlikely to be a problem. Where communication problems are likely to arise is in enforcing the rules established for communication within the partnership, and keeping communications open.

As discussed above, communication is very subjective, and people often project their own meaning onto what others say. Furthermore, human beings are emotional, and sometimes act on that emotion, rather than following established rules or acting rationally. Finally, people are accustomed to communicating in certain ways, and do not carefully consider each and every thing that they say. The result is that some of the rules and principals established for communication within a partnership are going to be overlooked and/or broken from time to time. It would be shocking if a partnership (or any organization for that matter), did not, at some time, have communication problems. What is important is to deal with those problems as soon as they arise. If communication is breaking down, or conflict is

arising as a result, the partners, perhaps with that aid of someone outside of the partnership, need to identify if it is a behaviour or a contentious issue that is causing this problem. If it is a behaviour, then the those who are behaving in the problem causing way need to agree to stop. They then need to decide how they will express themselves differently in the future. The other partners need to support them in changing their behaviour, and then need to move on.

In the case that a participant makes a statement that is perceived as racist, sexist, threatening or hateful in any way, much more extreme action needs to be taken. In any context, partnerships included, such statements are completely unacceptable. The offending individual should no longer participate in any way in the partnership. Those who were offended or threatened should evaluate whether they will be able to build trust and a feeling of collaboration with a new representative from the offending organization. If not, they may choose to remove themselves. If the participating organizations feel that the statement is reflective or indicative of larger problems within the organization as a whole, they may choose to leave the partnership, or suggest that it be dissolved.

The partnership will likely experience problems with maintaining full openness and transparency. There are a number of reasons that these problems occur. The first is simply that transparency and openness require frequent and detailed reporting on all activities. Most groups are unaccustomed to such reporting, and many see it as a drain on time. While an excessive focus on reporting can be a waste of time, it is vital that collaborators be well informed about what others are doing if they are going to trust one another and work efficiently together. If reporting is being neglected or is inadequate new reporting guidelines should be established, or the existing ones should be reemphasized.

The second reason that maintaining openness and transparency can be a problem is that many organizations have strict confidentiality rules. As a result, participants may not be permitted to share information, or they may be unclear about what information they can share. The only ways around this problem are to involve a representative from higher up in the organization who has more authority to share vital information, to create an agreement that allows confidential information to be

shared with the partnership, or to accept that certain information that may be considered important will not be available.

The third reason that it might be difficult to maintain openness and transparency is that few people are accustomed to being open about the way that a situation or condition makes them feel. In a partnership, it is very important that all participants feel free to voice if they are uncomfortable with the way things are going or are dissatisfied with a certain interaction. If such feelings are left unvoiced, resentment may develop, or partners may reduce their contribution to the partnership. There is no way to get partners to express feelings of unease or dissatisfaction if they are unwilling. What is important is to have forums for expressions of such feelings so that partners feel empowered to express themselves, if they want to.

Quality Nine: There is trust in the function of the partnership

WHAT IS THE QUALITY AND WHY IS IT IMPORTANT?

Trust is the feeling that others will do what they say they will and are acting "on the same side". Partnerships require working across traditional boundaries, sharing sensitive information, and working with others to achieve objectives. All of these activities require trust. Some degree of trust is a necessary precursor to deciding to partner. In order to avoid conflict, promote effective communication, and focus on the activities, rather than the processes of a partnership, it is very important that that initial trust be fostered and grow. Without a strong basis of trust, the extent to which partners can develop a truly collaborative relationship and the ease and success that they will experience in achieving the partnership's aims will be constrained. Problems that develop in partnerships as a result of a lack of trust are secretiveness, closed communications, resource contribution problems, and conflict.⁵⁸

It bears saying that it is important, regardless of the level of trust felt between partners, for there to be mechanisms to enforce partnership agreements. Although it is good for organizations to have full confidence in one another, to want to share all information, and to believe that their partner will do

all that they commit to, it is also important that certain types of information be kept confidential or protected. For example, if a partner works with other organizations outside the partnership, and has confidentiality agreements with them, it is important that those be respected, even if it seems that sharing that information within the partnership would have no consequences, and that the partners can be trusted. Similarly, as was discussed above in the section on accountability, it is important to have mechanisms in place that cause agreements to be complied with, even though partners trust each other. If partners fully trust one another, that is very positive, but it does not mean that such mechanisms are unnecessary.

Partnerships involve two types of trust: interpersonal and interorganizational.⁵⁹ The way that organizations behave and know each other is through the individuals who represent them. As a result, trust between people representing organizations is a precursor to interorganizational trust.

IS IT MISSING FROM THE PARTNERSHIP?

In order for a partnership to be initiated, there must be some level of trust that all participating groups will work towards achieving a common goal. Regardless of the level of trust, partners should always try to build more.

The level of trust within a partnership can be very difficult to define, and partners who do not trust one another may be reticent to discuss that lack of trust with one another. There are a few indicators that can be used to measure the level of trust within a partnership. One good indicator is communication. The amount of information that partners are freely willing to give to one another indicates how much they trust one another with that information. A second indicator is how much responsibility for important initiatives partners give to one another. Partners will only allow others to take on initiatives that are important to their success if they trust that the initiatives will be completed. A third indicator is how many resources partners share with one another. It is unlikely that a group will freely give its time, money, or human resources to others if they believe that those resources will be wasted. Finally, partners may be candid about how much they trust one another if asked, though it may be difficult for them to define how much they trust.

The following questions can help to determine how much trust exists within a partnership. If the answers to the questions indicate that partners would share more with one another if they had more confidence in their reliability, then building trust should not only be worked on, but should be a focus of partnership activities.

- 1) What types of information do you share with your partner(s)?
- 2) What types of information do you keep confidential from them?
- 3) Why do you keep them confidential?
- 4) Are there circumstances under which you would be likely to share that information?
- 5) What types of work do you share with or delegate to your partner(s)?
- 6) Are there other types of work that it would be appropriate to share with them?
- 7) If so, what circumstances would need to change for you to share that work?
- 8) What resources do you contribute to your partner(s)?
- 9) Would it be beneficial if you contributed more?
- 10) If so, what conditions would need to change in order for you to do so?
- 11) What do you trust your partner(s) to do?
- 12) In what areas do you not trust your partner(s)?

HOW CAN IT BE CREATED?

Trust cannot be structured into a partnership. Much like a common understanding, if it does not already exist, it must be built over time. However, unlike a common understanding, it cannot be negotiated, rather all partners must demonstrate trustworthiness through their actions.

There are three different factors that impact how much groups trust one another. The first is demonstrated action. When groups have social, economic and activity exchanges that are successful and satisfying, this lead to a growing belief that future exchanges of this kind will have the same result.⁶⁰ Similarly, if groups have failed or unsatisfying interactions consistently they begin to expect the same result of future exchanges.

The second factor that impacts how much groups trust each other is the character, or nature of the people within those groups. This impacts on trust independently of any demonstrated behaviour, but is rather the result of preconceived notions about how different types of people behave. Trust factors related to character can come from beliefs about gender, age, ethnicity, community or social affiliations, and other similar qualities.⁶¹

The third factor that impacts on how much partners trust one another is the nature of the organization. This too is based on preconceived notions about how certain types of organizations behave.⁶² Factors that impact on this perception can include size, sector, professional or non-professional nature, political affiliations, etc.

Partners are unable to impact on character and institution based trust factors. They can only affect the level of trust that they receive as a result of their demonstrated action. In order to build trust, all partners must always follow through with the actions that they have committed to. Second, they need to be forthright and open with any information requested of them that they are free to give. Third, they must not keep secrets, and must not shirk their duties and responsibilities. If they are having problems, they must not come up with excuses, but rather take responsibility for the results of their action or inaction. Finally, partners must behave in a credible way. If they seem to be playing games, trying to play one side against another, or using relationships to achieve a hidden agenda, they can destroy any trust that does exist.

Another factor important to building trust is sending representatives from an appropriate level in the partnering organization. To build trust, representatives need to be able to make commitments and fulfill them. If the partner representative does not have the authority to do so, and does not confirm their commitments with their superiors, trust will be undermined. Another practice that can contribute to the growth of trust among partners has already been mentioned in the discussion about communication. That practice is to have the same representatives participate in the same aspects of the partnership for

as long as possible. Not only does this improve their understanding of one another, but it also builds personal familiarity and rapport, which leads to interpersonal trust, and as a result, interorganizational trust.

WHAT TO DO IF THERE ARE PROBLEMS IN CREATING THE QUALITY

It is likely that partners will have problems trusting one another, particularly if they are traditional adversaries. There are two situations where this lack of trust can be a problem. The first is if the activities of the partnership require participants to make contributions to one another or share information with each other that exceeds their level of comfort. The second is if there is so little trust that partners are unable to negotiate with one another, and are in almost constant conflict.

If the activities planned for the partnership are such that they demand that the partners share more than they are comfortable with, then the partners should reduce the scale of the activities and begin with smaller initiatives that also have joint benefits. By doing so, the partners are able to demonstrate their trustworthiness over time through activities that carry less risk.

If there is so little trust between partners that they are unable to negotiate or are in frequent conflict they need to go through a process of identifying why they trust each other so little, and if there is a potential for building enough trust to have a successful partnership. Partners would be wise to bring in an outside negotiator, arbitrator or broker, if there is not one already working with the partnership. An outsider will be able to help interpret partners for one another and create a space of open dialogue.

Quality Ten: Accurate and appropriate indicators are used to evaluate and improve the success and progress of the partnership

WHAT IS THE QUALITY AND WHY IS IT IMPORTANT?

In order to track the success of a partnership, indicators of achievement must be used. Most projects have established criteria for evaluating their success, but how reflective these criteria are of actual success varies widely.

Having accurate and appropriate indicators is extremely important to the success of a partnership. The indicators that are chosen to reflect success and progress will impact on what activities in the partnership are focused on. If they are well chosen they will help to keep the partnership progressing towards achieving its goals. If poorly chosen, they can distract the partners from working towards the true aims of the partnership. Accurately evaluating partnership success not only helps to guide action, but also to learn from past activities. Understanding what activities were successful helps groups to build upon that success, while knowing what activities did not generate results, or generated negative results helps to avoid making those mistakes again.⁶³

Partnerships need to have both short-term and long-term indicators in order to keep on track. They need to be able to reflect frequently on whether or not the activities that they undertake are achieved in a timely and effective manner, and whether or not those activities achieve the goals of the partnership. Short-term indicators will help to look at progress in each area of activity. They can be used to indicate whether a change of course is necessary. Long-term indicators help to evaluate how small successes contribute to achieving the larger partnership goals.⁶⁴

How measurable indicators should be is a question that is being discussed and debated.^{65,66} In order for them to be useful, there needs to be some way to measure indicators. The challenge is that many of the results aimed for in partnerships are diffuse and difficult to measure. Examples of this type of result include changing public perception, and building more resilient and supportive communities. Both are,

in the short term, nearly impossible to measure. Nevertheless, in order for indicators to be useful there must be some way to measure them. The challenge is for partners to develop creative ways of measuring such impacts, and to learn to allow subjective measurements in such situations. The key to developing such measurements is knowing what success will look like for each goal.

IS IT MISSING FROM THE PARTNERSHIP? AND HOW CAN IT BE CREATED

There are three aspects of assessment that a partnership needs to have: accurate short-term and long-term indicators of success, appropriate ways to measure those indicators, and a system in place to use those indicators to improve the future performance of the partnership.

It is very important that the partnership have indicators that can be evaluated in the very short term, as well as medium term and long term. Short-term indicators track progress for reporting purposes and provide people with manageable short-term objectives. Additionally, they motivate participants by demonstrating the viability of the partnerships. To determine if such indicators are built into the partnership, partners need to state whether there are measurable indicators that the partnership will achieve within the next couple of months. If not, such indicators need to be developed, using the process described below.

The only way to tell if a partnership has accurate indicators of success is to go through the process of creating those indicators once again. To determine whether a partnership has accurate and appropriate indicators requires looking carefully at what the partners want to accomplish. For evaluating long-term indicators, partners should review their goal. They should describe, in detail, what achievement of that goal will look like. For evaluating short-term indicators partners should review the activities that they have planned. They should describe, in detail, what successful completion of each activity would look like. From the descriptions of what achievement of the goal and successful completion of the activities would look like, they should be able to derive indicators of success. If those indicators match indicators that they had already developed, then they already had strong indicators. If not, they should use their new indicators.

Next partners should examine if there are methods already in place for measuring the indicators, and if so, how thorough and appropriate those methods are. If the partnership is using indicators that it had already developed, and had developed ways to measure those indicators, then the following process should be used to evaluate those measurement methods. First, look at the indicator and answer:

- 1) Is this indicator a quantifiable or qualifiable change?
- 2) How is the quantity or quality of change going to be measured?
- 3) Are there other possible ways of measuring the quantity or quality of change?
- 4) Are any of them more accurate?
- 5) If so, do they take more technology, time or effort? If so, might that extra input be worth the more accurate measurement of impact?
- 6) If the change is qualifiable, are any of the other possible ways of measuring the change more accepted by social or natural scientists? If so, what are the benefits and draw backs of the method you have chosen, relative to those methods?
- 7) Is it a good idea to change the measurement method?

If measurement systems have not been established, the partners should look at all of the different ways available to measure the indicator. They should analyze those methods for cost, accuracy, and their own capacity to carry out the measurement. They should choose the measurement method that is within their means which is most accurate.

In addition to having accurate indicators and ways to measure them, it is also important for partners to make sure that they have a system in place that makes use of the indicators to improve the future function and success of the partnership. Without such a system, short and medium-term indicators will show how the partnership is progressing, but will not serve their more important purpose, which is to improve the partnership's success. To find out if such a system is in place partners should answer the question: If indicators show that success in the partnership is not being achieved, what is done? If they have such a system in place, they will respond

by saying that they evaluate why success is not being achieved, create a new plan for achieving that success, and implement it. They should also say that after they implement the new plan, they assess it using the indicators that they have developed. Such a process can be summarized with the steps Plan, Do, Check, Act. The partner should plan an action, do the action, check the success of the action itself and in achieving the longer term goals of the partnership, and then act to create better actions that will have better results.

WHAT TO DO IF THERE ARE PROBLEMS IN CREATING THE QUALITY

There are two main problems that a partnership may encounter in trying to establish accurate, appropriate, and measurable indicators of success. The first is figuring out what success will look like for the partnerships goals and actions, which is a necessary precursor to establishing accurate indicators of success. Partners may have broad goals, which require change on many levels. Identifying all of the ways in which that change will show itself is a very difficult task and requires clear vision. Partners must do their best to fully articulate that vision so that their assessment tools are most accurate.

The second problem that the partnership may encounter in creating indicators is figuring out how to measure large-scale changes in a quality, like perception or social trends. As discussed above, many groups are working on figuring out how to track such changes, but there are still no ways to do so that are generally agreed upon. Partners should look at current thinking on measuring whatever indicator they are looking at, and, unless a method of measurement is obvious, they should think creatively to create measurements and indicators that will be acceptable to all partners. They should accept that they will not be able to concretely track such a change.

RECOMMENDATIONS

This paper has offered a thorough explanation of why the ten qualities of partnerships are important, how to figure out if a partnership has them, and how to go about establishing them. These recommendations and processes are generalized, summarized and illustrated in the companions to this paper: *How to Make Partnerships Work* and *Evaluating and Improving Two Partnerships*. *How to Make Partnerships Work* can be treated as the summarized findings of this paper, while *Evaluating and Improving Two Partnerships* is the accompanying case study. These three tools used together can provide the knowledge and organization to make any partnership that has potential to be successful.

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