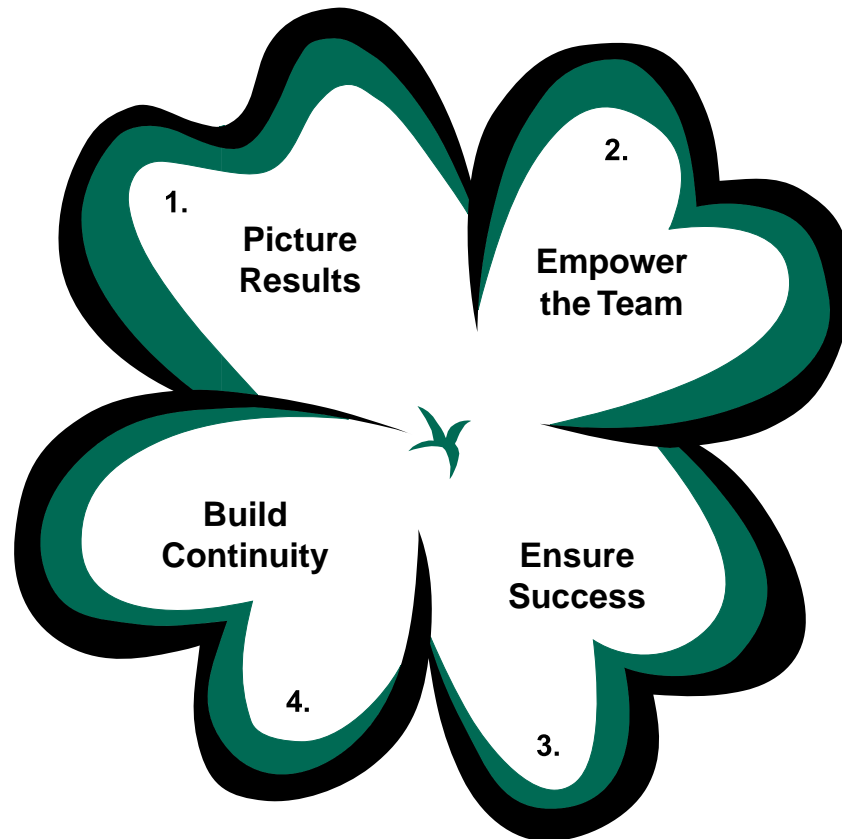


INTERSECTORAL ACTION TOOLKIT



The Cloverleaf Model for Success

Health Canada
Alberta/Northwest Territories Region
815 - 9700 Jasper Avenue
Edmonton AB T5J 4C3

Tel: (780) 495-4280
Fax: (780) 495-5537

www.health-santecanada.net

Également disponible en français

June 2000

Special thanks to the Amherst H. Wilder Foundation for granting permission to utilize extensive materials from Collaboration Handbook: Creating, Sustaining, and Enjoying the Journey, by Michael Winer and Karen Ray. Copyright 1994. Amherst H. Wilder Foundation; and the Dietitians of Canada for their most valued support and input into the development of the toolkit.



What is Intersectoral Action?

What is Intersectoral Action for Health?

First, Let's Look at Intersectoral Action...

Intersectoral Action (ISA) means working with more than one sector of society to take action on an area of shared interest. Sectors may include government departments such as health, education, environment and justice; ordinary citizens; non-profit societies or organizations; and business.

Intersectoral Action for Health is Rooted in Population Health Principles...

During the 1970's and 80's, work in health promotion increased awareness of the health risks associated with individual behaviour and lifestyles. In the late 1980's, more attention was focused on the role that social, economic, environmental and personal factors play in determining health status.

Determinants of health was a term that emerged to encompass the factors and conditions that influence population health. Fundamental to the population health approach is understanding that these determinants do not act alone. Their complex interactions have an even greater impact on health.

The determinants of health are:

- | | |
|--------------------------------------|--|
| 1. Income and social status | 7. Biology and genetic endowment |
| 2. Social support networks | 8. Personal health practices and coping skills |
| 3. Education | 9. Healthy child development |
| 4. Employment and working conditions | 10. Health services |
| 5. Social environments | 11. Gender |
| 6. Physical environments | 12. Culture |

Working Group on Population Health Strategy, Health Canada (1996).

Addressing the broader determinants of population health demands leadership and action beyond the realm of government/regional health programs.





What is Intersectoral Action?

Here's a Working Definition of Intersectoral Action (ISA) for Health ...

Intersectoral Action (ISA) for Health is a mutually beneficial and well-defined relationship entered into by two or more sectors, intending to take action on an issue to achieve health outcomes in a way that is more effective, efficient and sustainable than could be achieved by any one sector alone.

Intersectoral Action Changes the Way We Work

ISA team members value the collaborative process *and* the outcome of their work. ISA moves beyond cooperation and coordination to collaboration.

Collaboration involves a higher degree of intensity, where ISA members:

- Commit to a common vision
- Create new channels of communication
- Commit to planning together
- Determine authority and share power
- Contribute both resources and reputation
- Jointly share in all risks, outcome and rewards

ISA means our work changes from...

- Competing → to building consensus
- Working alone → to including others from a range of cultures, fields and perspectives
- Thinking mostly about services and programs → to thinking about broader outcomes and strategies
- Focusing on short-term accomplishments → to seeking long-term outcomes and policy change
- Using the language of “I” → to using the language of “we”





Intersectoral Action: A Journey

Intersectoral Action: A Journey

Intersectoral Action (ISA) can be viewed as a journey. The journey has a destination, travellers and a road.

The **Destination** = achieving desired outcomes, i.e. change in policy, system, legislation or political will, or change in program or service delivery.

The **Travellers** = ISA team members who bring their differing customs, powers, working styles and perceptions of collaboration.

You build the **Road** by developing well-defined relationships and accomplishing mutually beneficial work.

The Cloverleaf Model

Think of the ISA road as a freeway cloverleaf. You can enter or leave at different points. You can go back, over, or under, if you need to change your route. Each quadrant in the cloverleaf marks a different stage of the journey. Each stage has specific challenges. Expect to visit the stages more than once. Each time you do, it will be with new insights, broader experience, deeper knowledge and richer working relationships.

This is also a lucky cloverleaf! You can use this model to reach destinations you could not reach alone.

The ISA Toolkit

The Cloverleaf Model illustrated on the next page shows the four stages of the ISA journey and the challenges that each stage presents. This toolkit was designed to introduce some practical ideas and actions to help ISA teams in meeting the journey's challenges. Two *real-life* examples of ISA collaborations are provided, as well as a Tips Sheet. For more information on useful ideas about ISA, please refer to the list of practical references on page 27.

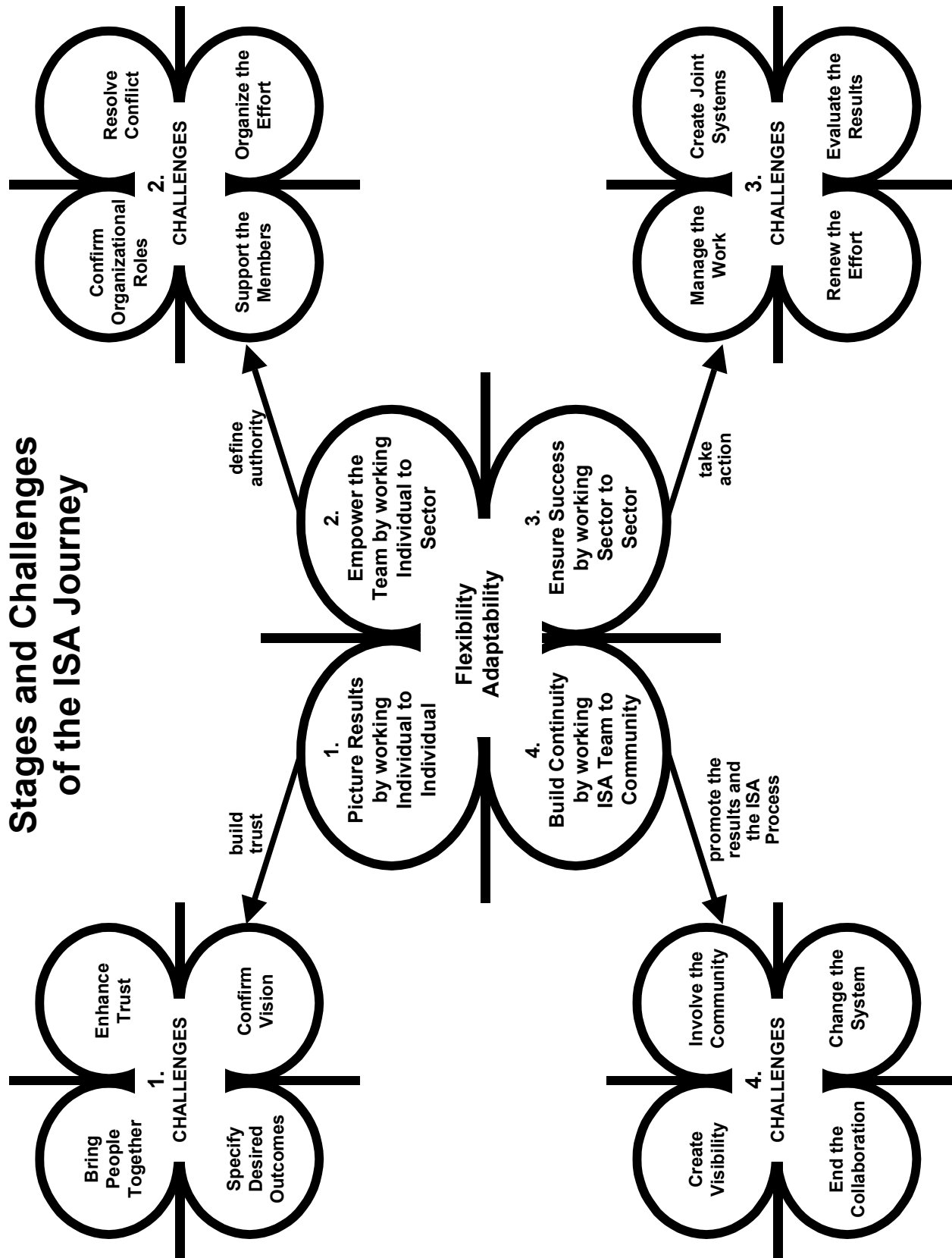
As you journey through the Toolkit, remember, Intersectoral Action takes time ...

- the path is circuitous
- expect to work in more than one stage at a time
- ISA will accomplish more than any one partner might achieve alone
- the key to successful ISA is flexibility and adaptability

From *Collaboration Handbook: Creating, Sustaining, and Enjoying the Journey*, by Michael Winer and Karen Ray. Copyright 1994 Amherst H. Wilder Foundation. Used with permission. For more information on Wilder Foundation publications, call 1-800-274-6024.



Intersectoral Action: A Journey Through the Cloverleaf Model



Adapted from *Collaboration Handbook: Creating, Sustaining, and Enjoying the Journey*, by Michael Winer and Karen Ray. Copyright 1994 Amherst H. Wilder Foundation. Used with permission. For more information on Wilder Foundation publications, call 1-800-274-6024.



Tips Sheet for Intersectoral Action

(From *Collaboration Handbook: Creating Sustaining and Enjoying the Journey*, by Michael Winer and Karen Ray. Copyright 1994 Amherst H. Wilder Foundation. Used with permission. For more information on Wilder Foundation publications, call 1-800-274-6024.)

Tips for Individual ISA Team members:

Maintaining Communication, Understanding and Support

1. Ensure home organization leadership knows and supports the vision and desired outcomes.
2. Provide clear written evidence of planning and process before acting.
3. Support fellow ISA Team members in obtaining authority from their home organization.
4. Invite organizational leaders to an early planning meeting.
5. Encourage and support contact between individuals, at upper management levels, sector to sector. (For example: A public health nurse working on the ISA team may receive more support from her superiors if they are recognized for their contribution by colleagues at regional or provincial events.)

Tips for Home Organizations on being Responsible ISA partners

1. Know the mission and desired outcomes of the ISA collaboration AND of your own organization. Clarity in your own purpose helps build clarity in the collaboration.
2. Know self-interests. What return on investment is expected from participation on the ISA Team?
3. Focus on the communal benefits. Know why the organization is collaborating for the long-term.
4. Realize ISA collaboration takes time and resources.
5. Review each member's power, commitment and capabilities. Know what each member brings to the ISA table.
6. Practice and promote collaborative work habits:
 - Think through the impact of decisions on all those affected.
 - Gain commitment to strategic decisions; create ownership of ideas.
 - Share the credit for successes with everyone involved.
 - Talk enthusiastically about the ISA collaboration. Illustrate the value of working together.
 - Maintain a constant mind-set for negotiation and collaboration.
7. Modify operations. ISA is different and requires changes in attitude, procedures and (very likely) policies. Home organizations benefit most from Intersectoral Action when they facilitate collaboration.



Tips Sheet for Intersectoral Action

Tips: Building a Conflict Resolution Process

1. Revisit the vision, focus and desired outcomes. Ask: “if we want to achieve these outcomes - what do we need to do about this conflict”? Clarify the issues.
2. Decide who will facilitate the conflict resolution process - a team member, an external mediator or arbitrator? Or, hold a session (outside of the team meeting) for those directly involved in the conflict.
3. Separate the conflict from concepts of right and wrong. This helps to reduce *personalizing* the issues.
4. Make sure everyone is heard. Find ways to give each team member equal air time. (For example: use talking circles, a talking stick or give an equal number of poker chips to each member to “spend” in talking time.)
5. Don’t burn bridges. Remember the ISA Team has to work together during and after the conflict. Use the conflict resolution process to build the team. Create rituals for healing and forgiveness. Bring food. Remember humour.

Tips: Resolving the Unresolvable

Here are some things the Team can try:

1. Confront the situation outright. Call a meeting and insist that the warring parties agree on a process to settle their differences, or, agree to disagree and establish a means of working together within the collaboration. Use an outside mediator.
2. Confront the situation through people of influence. Collectively ask stakeholders, or other important people (board members, legislators, peers) associated with the home organizations to intervene. This option allows the conflicting parties to “fight” in a more appropriate arena than the collaboration.
3. Alert funders to the problem. Use caution with this alternative and use it only after careful consideration, after other conflict resolution processes have failed. Also, be sure that the funders strongly support the ISA team’s vision and desired outcomes. They may know of the conflict anyway. Sometimes funders can work with individuals who seem immune to change.
4. Work without the warring members. Sometimes quietly doing the work, achieving outcomes and successes, receiving recognition and then, equally recognizing the dissenters and supporters in public relations efforts, will put pressure on the dissenters to come on-side.



Tips Sheet for Intersectoral Action

Tips: Process and Outcome Evaluation

Process Evaluation

1. State the separate self-interests of each member organization and how they will know if their self-interests are being met.
2. Note significant milestones of ISA team work, when they happened and what helped or hindered the accomplishment.
3. Describe communication processes between members of the collaboration.
4. Summarize the collaboration's impact upon the member organizations. What has each contributed? How did the collaboration change the way each organization does business?
5. Note side effects. Who else became involved because of the collaboration? How does their involvement help the collaboration reach its vision?

Outcome Evaluation

1. State desired outcomes in the community and how the collaboration will know if the effort is successful.
2. Outline the methods being used, such as lobbying, service delivery, program delivery, creation of information, etc.
3. Summarize the critical junctures and note significant accomplishments.
4. Describe how the characteristics of the community being targeted have changed, the number and diversity of those involved (or served) and changes in the community that might be attributed to the collaboration's efforts.
5. Note side effects. Who else benefited because of the collaboration? Who didn't? What else has happened in the community that may be connected to achieving certain outcomes?





Tips Sheet for Intersectoral Action

Tips: Techniques to Promote ISA Outcomes

- Share stories from service users about changes and improvements.
- Host a breakfast for funders and tell them stories of the ISA's evolution and outcomes.
- Executive summaries from the evaluation sent to every legislator (and community leader).
- Executive summaries from the evaluation sent to current and potential funders who may be interested in the ISA collaboration.
- Articles published in local, regional, provincial/territorial newsletters about the collaboration.
- A one-page description of the ISA included in employee handbooks in every participating organization.
- Local news coverage of the benefits and cost-effectiveness of the ISA, using a clear, compelling message.
- Recognize contributors and supporters (staff, associates, superiors, family, stakeholders) with celebrations, letters, certificates, plaques or other items unique to the ISA.
- Ask a community leader to adopt, support or endorse an ISA activity or event.



Example 1: Jasper Community Outreach Services Project (COS)

There are 11 partners in Jasper's Community Outreach Services (COS) Project with representation from the Improvement District, Family and Community Support Services (FCSS) and Recreation, local non-profits (AIDS Jasper, Children's Centre, Nursery School), local regional/provincial partners (the Elementary and Jr/Sr High Schools, WestView Regional Health Authority (WRHA) Public Health Unit & the Mental Health Therapist), visiting regional/provincial partners (Children's Services, Alberta Alcohol and Drug Abuse Commission (AADAC), Human Resources and Employment) and local RCMP.

COS Team members were unanimous in their vision to address gaps in service in Jasper. Recent needs assessment processes hosted by the Regional Health Authority (RHA) and Children's Services Initiative saw many of the same people, saying the same things. Services needed to be local and accessible. Local workers saw too many people in crisis who were unaware of, or unable to access the services they needed. Also, once referred to an outside service, clients often returned, frustrated and hopeless because the referral did not work out. Clients needed more support and referrals needed to be tracked. This would take more staff time than resources at any one agency allowed. Working together and sharing resources was an obvious solution. They wanted to create a community-based response.

Collaborations were already working within the community. AIDS Jasper and FCSS created Staff Outreach Services (SOS) targeting young hospitality industry workers. Also, an Early Intervention Project with the schools and FCSS collaborating, provided Out of School Care, youth programming and outreach/family/school liaison and support.

COS partners pooled their resources and applied for additional funds from the RHA to hire 4 Outreach Workers, each one serving a specific age population (0-6 years, 5-12 years and their families, 11-18 years, and 16+ years). The role of the Outreach Workers was to link members of the target group to appropriate services, provide ongoing support, advocacy and tracking of referrals when required. They would also facilitate program development in response to identified needs. The COS Team appointed FCSS as the lead agency, to act as administrative agent, convene meetings, handle formal communications and house the project staff. Case Teams for each age group, comprised of relevant COS Team (or other) members, provide training/guidance for the Outreach Worker, program planning, and when required, case conferencing.

The COS project has been operating since September 1998. It is evolving and changing. The COS Team encountered many challenges at each stage of the ISA journey.

The Jasper COS Journey Highlights...

Stage 1 - Picture Outcomes by Working Individual to Individual

A climate of promoting partnerships and literature on population health, sparked Joanie (AIDS Jasper and former SOS coordinator) and Kathleen (FCSS Director) to experiment with models for a collaborative outreach service. Their excitement was infectious and others joined in. A holistic approach to community, health and social services made sense.

The Team moved quickly to clarify the vision, desired outcomes and design a plan together. Some team members needed more time to "buy-in" to the vision and outcomes of the work. But, funding application deadlines loomed and existing work depended upon those funds. Busy schedules and the short time frame resulted in some partners missing meetings where the details of the proposal to the RHA were discussed. Some members needed more time and support in communicating the vision of COS to their home organization.



Example 1: Jasper Community Outreach Services Project (COS)

Milestones Accomplished in Stage 1:

Membership Roster - with representation from sectors who were most active in the community. The team later developed criteria for membership.

Meeting Agenda and Summaries - The COS Team developed standard procedures for meetings and for reporting activities, programs and service user statistics.

Vision Statement - The vision was described in the RHA funding application.

Statement of Desired Outcomes - This was also stated in the RHA funding application.

Stage 2 - Empower Ourselves by Working Individual to Sector

The road became rocky, perhaps due to the short time frame to launch the process. One team member struggled with and eventually criticized the process, within and outside of the team. This split the collaboration, affecting “buy-in” at higher levels - especially in some regional offices. Others supported and tried to resolve the conflict. This period was very stressful for the whole team, resulting in a funding delay, communication breakdown between some partners, and hurt feelings. However, in retrospect, most COS team members noted that the setback helped strengthen their commitment and trust.

With FCSS taking a lead role in managing the work of the project, communications and productivity seem to have benefited. The COS Team wanted to prove that desired outcomes could be achieved and worked quickly. This choice may have impacted the degree of ownership in the process by some members.

For some Team members, a challenge lay in communicating the vision to their regional managers who did not fully understand the community, its issues and local connections. Gaining authority to commit on behalf of regional bodies on some issues took time for some COS Team members. Securing resources to sustain the COS project over time, sharing roles among COS Team members and formally rewarding people within and outside the collaboration are challenges for the future.

Milestones accomplished in Stage 2:

Letters of Commitment - accompanied initial funding proposal. One COS team partner suggested members develop a *wish list* for COS, stating what they wanted to gain and what they would contribute to the partnership. The wish lists were retained for the future.

Conflict Resolutions - The Team saw its first major, threatening conflict. It took time, hard work and some membership changes to resolve. Attending to different customs, languages, preferences and levels of power within the team was evident. A COS Team *Conflict Resolution Process* has been called for.

Collaborative Structure - The structure and lines of authority for the COS Project were established early, and were vital to the vision. COS Team and Case Team Terms of Reference, and Outreach Worker Position Descriptions were prepared and ratified.

Decision-making protocol - FCSS is the lead organization. Daily operational decisions are handled by the FCSS Director and the COS Team staff. With much of the work stage being undertaken by the staff and Case Teams, COS Team members seemed to welcome a pause in the process work.



Example 1: Jasper Community Outreach Services Project (COS)

Stage 3 - Ensure Success by Working Sector to Sector

The COS team's focus has now turned toward implementation of specific services and project evaluation. This is reflected in the COS Team's decision to meet less frequently than before. Also, service-user representatives were recently recruited to the COS Team. Work at the Case Team level has been energetic and directed toward ongoing service delivery issues, staff support, and program direction. Case Teams have also been effective in bridging the differing cultures within the COS Team, appreciating differences and keeping the work focused on common ground.

Action at this stage is illuminating needs for change in the team's process and the work. The COS vision, focus and desired outcomes shift slightly, with each new funding application made and it may be timely for the Team to renew them. The COS Team is concerned about sustainability for the project - as are the staff. As lobbying efforts for sustained funding and system wide recognition begin, the team may choose to shift organizational roles and lines of authority.

Milestones accomplished in Stage 3:

Action Implementation Plan - Work began in September 1998, when the COS team recruited and hired 4 Outreach Workers. The Case teams for each age group began work to support and guide the COS Outreach Workers. New program and service ideas and resources (knowledge, connections, powers, staff time and \$) are continually being identified.

Joint agreements - Confidentiality guidelines, registration and reporting procedures were developed and approved.

Evaluation Plan - Desired outcomes and measures were outlined in the initial proposal. The COS Team agreed early in the process to recruit outside assistance to guide evaluation process and document findings.

Checklist for Changes - Some changes have occurred, for example: ways that client and program statistics and other items are reported to the COS team and the community. The Team works to make ongoing changes as needs arise.

Service users representing the interests of each age group were added to the Team.

Stage 4 - Build Continuity by Working ISA Team to Community

COS is becoming well known in the community. COS Workers have been visible on a daily basis - in the community, schools, staff accommodations, parks and playgrounds where service users gather. Community members and service users are more familiar with the Outreach Workers and what they do, than they are with the COS Project as a concept.

The Outreach workers nearly always work with other agencies (COS Team and not) on projects, events and client services. Member organizations see benefits because COS is expanding their services and strengthening links between agencies. Member agencies are aware of the benefits to the community.

Promoting project successes to regional/provincial/political bodies is now required, if continuity of the service is to be maintained. The Team needs to identify ways to educate regional and municipal stakeholders, in particular, about the benefits to the community (as well as service providers). They want to illustrate that COS is an evolving, effective approach to community development rather than a short-term project .



Example 1: Jasper Community Outreach Services Project (COS)

Some promotional work has begun. With support from Health Canada's and Environment Canada's Community Animation Program, the COS Team hosted a regional workshop on Intersectoral Action with Michael Rachlis, in October 1999. They have also made presentations at other related workshops and to the RHA Action for Health Committee. Also, other agencies have approached the COS Team about becoming involved, seeing potential to enhance their services through the Outreach Workers.

Milestones on the horizon...

Promotional Plan - rigorous, formal, and strategic. Highlighting successes.

Succession Plan - COS has worked hard to access funding for the work to continue in the short term. A formalized, strategic and long term action plan is now needed.

Ending Rituals - recognizing and celebrating the contributions of individuals and member organizations for their work to date. Having fun! Linking celebration with promotion plans.



Example 2: Alberta Community HIV Fund (ACHF) (A joint Federal-Provincial-Community Initiative)

In Alberta, provincial and federal governments and community-based AIDS organizations worked together to develop a plan for stewardship of combined Health Canada and Alberta Health and Wellness HIV project funding.

Since 1988, Alberta Health and Wellness had provided HIV grant funding to community organizations to support HIV prevention, harm reduction and care and support activities. Health Canada's AIDS Community Action Program (ACAP) grants and contributions had been provided through the Health Promotion and Programs Branch (HPPB), Alberta/NWT/ Nunavut Region. Often the same community organization received funds from both Alberta Health and Wellness and Health Canada. Reports by AIDS Service Organizations to the Alberta Community Council on HIV (ACCH) indicated that having a separate process for each funder was frustrating, as the calls for proposals, financial accountability and evaluation requirements were not coordinated and took staff time away from the work to be done.

The result was the Alberta Community HIV Fund (ACHF). A Population Health Consortium, with a broad-based, multi-sectoral membership, was established to determine allocation of the funds, based upon population health principles and guidelines. There are 18 members on the Population Health Consortium, with representation from community and regional HIV/AIDS organizations, Health Canada (Health Promotion and Programs Branch and Medical Services Branch), the Northern and Southern Alberta HIV Clinics, Alberta Health and Wellness (Population Health Strategies, Disease Control and Prevention), Alberta Human Resources and Employment, Alberta Education, Alberta Justice, the Alberta Alcohol and Drug Abuse Commission (AADAC) and Persons Living with HIV. The intent of this intersectoral initiative was to provide a simplified funding process that reflected community needs, increased coordination of HIV programs and services, improved use of resources and reduced duplication of effort among the partners.

In June 1998, a smaller working group comprised of key Health Canada, Alberta Health and Wellness and ACCH members began to design the new model. There were considerable differences in the mandates of the two funding sectors; the challenge was to integrate them into one program. The Working Group met frequently during the fall of 1998 to develop the funding mechanisms and to work out how the model would be implemented. It was soon decided that the ACCH would become steward for the fund. An Interim Steward position had been filled in June 1998 and in November 1998 that position was made permanent.

The first call for project proposals went out in November, 1998 and the review process was implemented. Reporting to the Population Health Consortium, the Working Group continues to monitor the process and work of the ACHF collaboration.

Stage 1 - Picture Outcomes by Working Individual to Individual

Although work on the ACHF began in 1998, a solid working partnership between ACCH, Health Canada and Alberta Health and Wellness had been developing since 1992. It laid the foundation for this next collaborative step - joint funding. Other circumstances, such as the new provincial mandate to establish Regional Health Authorities (RHAs) and to divest HIV programming, and general support for Intersectoral Action for Health supported the desire to create a new approach to HIV service delivery. For this partnership, in particular the Working Group, establishing the ACHF was yet another journey through the stages of collaboration, but this time with relationships built, and confidence and trust already established. The Membership of the provincial Population Health Consortium represented an expansion of an earlier HIV/AIDS partnership that was established in 1992. The expanded partnership of the ACHF opened up new directions and possibilities in HIV/AIDS work in the province.

Milestones Accomplished in Stage 1

Membership Roster - The Provincial Population Health Consortium and the Working Group Membership Rosters and Terms of Reference are in place. Community HIV Planning Committees have also been struck, with the intent of ensuring the local planning needs and issues are considered. These committees are well established in some communities and building in others.



Example 2: Alberta Community HIV Fund (ACHF) (A joint Federal-Provincial-Community Initiative)

Meeting

Agenda and Summaries - Noted in the Terms of Reference, meetings follow the funding allocation schedule. The Working Group met frequently and intensively when creating the model. Their focus now is upon implementation and evaluation.

Vision and Focus Statements - Statements of vision and desired outcomes are documented in publications and in guidelines for proposals which are widely distributed.

Desired Outcomes and Strategies - see above.

Stage 2 - Empower Ourselves by Working Individual to Sector

The Provincial Population Health Consortium is comprised of senior level people, from a range of provincial, territorial and federal government departments as well as the ACCH. These representatives are knowledgeable in HIV issues and they have power to speak/act on behalf of their departments. These factors helped them move quickly through the process work of Stage 2, to actually distributing project funds. The Working Group accomplished much in 6 months: developing the funding model, gaining appropriate approvals and then putting the model in place.

Milestones Accomplished in Stage 2

Letters of Commitment - Term of Reference for the Population Health Consortium note the authority, work and decision-making processes accepted by the committee.

Conflict Resolutions - A conflict resolution process was described in the Terms of Reference.

Collaborative Structure - The ACHF Organizational Chart shows the lines of authority and describes the membership of the Provincial Population Health Consortium, the Working Group and the Community Committees. The ACCH has appointed a full-time staff person as the ACHF Steward.

Resource Plan - Budgets are planned and monitored by the ACHF steward, approved by the Consortium. Some functions, requiring staff time and money, are emerging that were not previously budgeted for. These costs need to be built into the Resource Plan.

Decision-Making Protocol - This is clearly laid out in the funding guidelines as part of the process to disperse the funds in the transitional guidelines for project and operational funding. The Terms of Reference also discuss decision-making guidelines for the Population Health Consortium and Working group.

Communication Plan - As steward of the fund, the ACCH has assumed responsibility for formal communications as mandated by the partners. A strong informal communication network exists, especially between Working Group members.

Stage 3 - Ensure Success by Working Sector to Sector

Much has been accomplished to blend the two funding processes while still meeting the requirements of both funding partners. There is now one application process. Alberta Health and Wellness and Health Canada have maintained different reporting procedures (project outcomes and financial reporting), followed and facilitated by the ACHF Steward.

Milestones Accomplished in Stage 3

Action Implementation Plan - Steps were taken to ensure stability for community HIV groups during the transition and to implement the project grant process. This was done early and with success. Changes to refine the process for next time were noted. Action planning will next address longer term outcomes as they prepare for the first operational granting process, where community HIV organizations will be competing for operational funds.

Joint Agreements - The solicitation letters, application form, funding criteria, and process for review are all examples of joint agreements. Health Canada and Alberta Health and Wellness each have outlined specific procedures, regarding reporting and accounting for their contributions to the funds with which ACCH, as the Steward, is expected to comply. Also, the 1992 Partnership Agreement remains a “living document”. It is revisited and updated as needed, the most



Example 2: Alberta Community HIV Fund (ACHF) (A joint Federal-Provincial-Community Initiative)

recent
revision being to acknowledge the ACHF.

Evaluation Plan - An evaluation plan that considers both the process and the outcomes of the ACHF team has been developed and is being implemented through a service contract.

Checklist for Change - is being added to continuously. For example: finding people to sit on Community Committees has been difficult in some communities. This often places the onus on the staff at community AIDS organizations to do the leg work of the ACHF. Creative adaptations to suit individual community circumstances are being considered.

Celebrations - A champagne celebration marked the completion of intense work and approval of the new ACHF model. Also, the Population Health Consortium has officially recognized contributions by the partners and individual team members.

Stage 4 - Build Continuity by Working ISA Team to Community

The ACHF is an example of how circumstance, change and a strong partnership all contributed to enhancing current service provision, with a view toward the future. The Provincial Population Health Consortium with its broadly based membership shows evidence of strategic planning. Nurturing and building relationships with new team members opens the door to new ways to reach intended audiences with meaningful services.

Promotional Plan - Includes the application solicitation process itself and interim and annual reports on projects and services supported by ACHF to the partners and stakeholders. Health Canada and Alberta Health and Wellness have recognized the formation of the ACHF in press releases. The outcomes in the final evaluation report for the first year of operation will be shared through press releases. Promoting the collaboration is ongoing.

Succession Plan - The Population Health Consortium with its representation, power and scope is a significant factor in promoting ongoing delivery of a broad range of HIV related services, as appropriate to community needs, using the population health approach.

Guide to Systems Change - This ISA project has undertaken a significant systems (policy and procedural) change by linking the two major HIV funders in the province. Changes in policy, as well as in procedures/guidelines for application, implementation and evaluation of projects have occurred. This will continue to develop as the next process - allocating operational grants for community HIV/AIDS organizations - begins.



Stage 1: Picture Results

... by working individual to individual

You are already talking with others about changes that would better serve the community and enhance your work. You are already cooperating, planning and coordinating work efforts with others. You've done so in the past...

Intersectoral Action (ISA) builds upon these visions and relationships. In Stage 1, the focus is on *trust* and *ritual*. You enhance trust by building ritual (special, small and unique to your team) into your work.

Challenge 1A - Bring People Together

C ISA Initiators Invite Participation

Initiators are excited by the idea of working together and motivated by the vision. Initiators build trust by noticing and talking about the different gifts and challenges that a variety of players might bring to the effort. Initiators present the “common ground” in ways that interest and attract others. They have a clear idea about ISA *and* stay open to the ideas, energy and visions of others.

C Choose Potential Members

Identify key people to help. Choose those with the skills, motivation and connections to do the work. Recognize when to involve people and when not to. Match people's skills/interests with the stage of work.

C It Takes Time - to find the right people and *courage* to leave some out.

Challenge 1B - Enhance Trust

C Choose a Convener

Conveners need good interpersonal and organizational skills and an ability to challenge assumptions. Good conveners are viewed by others as capable and neutral. In meetings, conveners attend more to the team's process than the content of the discussion. They create opportunities for leaders to emerge.



C Hold Effective Meetings / Involve Everyone

Conveners help the team develop rituals and respect routines such as time frames, social needs and food. Attend to both the *process* and *outcomes*. Facilitate the process by developing mutual understandings and by acknowledging differing needs. Encourage and support ISA team members as they stretch their own boundaries and cultures.

C Disclose Self-Interests

Trust is built when team members share their personal needs and what they believe to be their organization's needs in the areas of:

- C Cultural expectations - ISA Team members reflect different cultures. Share your cultural expectations and how they might be met within the process/work of the team.
- C Gains - what personal or organizational gains do you see coming from being an ISA team member?
- C Diversity - define the diversity within the team and the means to work with varying styles.
- C Perception - clarify terms and ways of interpreting behaviours.
- C Power - members share the power (skills, expertise, knowledge, wealth, and connections) they bring and also the power they hope to gain from collaborating.

Keeping an official record of self-interests and revisiting it throughout the journey will be useful.

Challenge 1C - Confirm Your Vision

C Understand Vision Statements

Vision Statements describe what will be accomplished, where and for whom. They describe the unique purpose and scope of the work in clear, easy to understand terms. Shared vision is essential for establishing trust.



Stage 1: Picture Results

... by working individual to individual

The vision for the ISA may be a desired change in behaviours or attitudes of the target audience, OR a desired change in policy, legislation or political will.

C Write a Vision Statement and Capture the Focus

As a team, brainstorm words and phrases that begin to describe the vision. Expect energetic discussion and conflict as you decide on the most important factors. Have a sub-committee refine it with different words and meanings, and then create a draft. As a team, discuss, amend and approve the vision statement. Use this document.

The focus statement is a short, catchy phrase or slogan that captures the key message of the vision statement. It is also useful as a promotional tool.

Challenge 1D - Specify Desired Outcomes

C Define Desired Outcomes

Long-term outcomes help to sustain the work of the ISA team over time. Short-term outcomes produce more immediate successes which help sustain enthusiasm and energy. You need both.

Statements of desired outcomes are concrete, attainable and measurable, each one stating what you want to achieve and by when. Describe the positive outcomes you will see, rather than the problems you will reduce.

As a team, brainstorm: How will we know when we've achieved our vision? What will have happened? What's been created? What will have changed?

A sub-committee can write it up and return it to the ISA Team for revision and ratification.





Stage 1: Picture Results

... by working individual to individual

C Think Strategically

Before acting, discuss how you might amplify resources and relationships to generate the support you need to achieve your outcomes. For example: a plan to target senior level federal, provincial/territorial or regional stakeholders when achieving ISA outcomes involves policy or systems change.

Brainstorm possible stakeholders - from within and outside the collaboration. Consider both horizontal linking (people across sectors) and vertical linking (people from varied levels within one sector). Decide who is the best team member (individual or organizational rep) to approach that stakeholder.

Identify who supports your vision, who is against the work, and who is “persuadable”. Use the **80/15/5** rule. Put 80% of your energy on “persuadables”; 15% on “fors”; 5% on “againsts”!

C Take Strategic Action

Anticipate stakeholders’ reactions to the desired outcomes. Show how your outcomes will benefit the stakeholder. Review and refine the desired outcomes based on stakeholder considerations/input. Plan specific actions for Team members to begin influencing each stakeholder.

Milestones for Stage One

- C A membership list, with a statement of members’ self-interests
- C Meeting agendas and summaries
- C Vision and focus statements
- C Statements of desired outcomes and strategies



Stage 2: Empower the Team ... by working individual to sector

ISA Teams need two important things to get through this challenging stage; *authority* to make decisions and take action, and *humour*. Also, recognize that authority is rarely fully clarified and ambiguity ever-present. An ability to laugh at oneself and with others helps reduce tension and keep the team on track.

Challenge 2A - Confirm Organizational Roles

C Document Process

Documenting the process helps to validate ISA Team effort and create a record of team accomplishments. The outcome of Stage 2 is having a fully functioning ISA Team; i.e., the product *is* the process.

C Obtain Authority Within the Home Organization

Individual team members need to know what authority they have in speaking for their organization at the ISA table. They must also inform the home organization about what is happening within the ISA collaboration. Recognize that different team members bring differing levels of decision-making authority to the ISA table. Plan for those who need extra time to get approval.

C Secure Letters of Commitment

Letters of commitment from the board or senior officer of member organizations give official recognition of the authority granted to the ISA Team to make decisions, act and commit resources.

C Clarify Authority Within the ISA team

The ISA Team needs to clarify who can make which decisions on behalf of the Team. The ISA Team also needs to clarify which kinds of decisions and actions require approval of the whole ISA Team.



Challenge 2B - Resolve Conflicts

C Expect Conflict - Celebrate Differences!

As the ISA Team creates its *own* culture, separate from the culture within each member organization, differences will emerge. Through conflict, we expand our ability to change. People disagree and cope differently with conflict. Some conflicts are easily resolved and some are not. Learning to anticipate conflict, to seek it out, explore and work with it, helps us reach our richest, most creative solutions. This is a *gift* of the ISA effort.

C Clarify the Issues

Conflict usually stems from power struggles, low trust levels, losing sight of the vision or lack of leadership. When things get tense, somebody needs to stop the process and ask “what’s happening here”? Getting people to start talking helps clarify the issues.

C Create a Conflict Resolution Process

Try to avoid complaining about ISA conflict back at the home organization. Encourage team members to discuss disagreements and work with conflict during ISA meetings. Design and mutually agree to use a conflict resolution process. (See Tips Sheet for details.)

C Resolving the Unresolvable

Sometimes the conflict runs too deep and/or has too much history to be resolved through the ISA collaboration. Sometimes we get stuck. Sometimes we carry on regardless. (See Tips Sheet for details.)



Challenge 2C - Organize the Effort

C Form a Structure - A Model of the ISA

The structure is based upon the work to be done, the logical work groupings and the leadership available. ISA models tend to be circular, rather than linear, with a central decision-making group comprised of all Team members and smaller groups, comprised of certain Team members, staff or others tasked with a particular aspect of the work (for example: administration, public relations or service delivery). Note the lines of authority within (and outside of) the ISA Team. ISA collaborations are successful when their structures stay flexible and open to change.

C Determine Roles

Assign roles according to the interests and strengths of individual members. Roles may vary and change as planning and work evolve. Provide opportunities for team members to develop and try out new skills/strengths. Share the workload. Remember, ISA Team members need to feel involved, useful and valued.

C Decide about Staffing

Hiring staff helps free ISA team members for other roles. Staff may be paid through grants or finances pooled by the ISA collaboration. One or more member organizations may designate a staff person(s) to work for the collaboration.

Consider using consultants to help facilitate parts of the collaborative process (in Alberta, Alberta Community Development is one source). You may also choose to hire someone to provide a specific service (for example: evaluation or proposal writing).

C Secure Resources - Develop a Resource Plan

Include both *Operating Resources* (managing the process) and *Project Resources* (achieving desired outcomes). The *resource plan* should outline available resources among members, resources within the community, sources of funds, in-kind contributions, etc. The resource plan needs ISA Team approval.

Member organizations who underwrite staff time, operating and/or project expenses, may well be unable or unwilling to sustain the ISA for long. ISA costs money. Agree that pooled resources belong to the Team (even though resources contributed by members may be unequal).



Stage 2: Empower the Team *... by working individual to sector*

Challenge 2D - Support the Members

C Establish a Decision-Making Protocol

Choosing which decision-making style to use (consensus, democratic, delegated, autonomous), depends upon the team's needs or preferences in balancing ownership with productivity. A protocol is a written record that describes the decision-making process agreed upon by the team.

C Create a Communications Plan

Listening to each other is *key* to effective ISA. Build effective communications for the ISA Team by establishing informal and formal communication links. Use them - *frequently and openly*.

Use *informal communications* as an opportunity to build relationships.

Formal Communications need to ensure that all members and their perspectives are heard. Encourage involvement in decision-making. Acknowledge the multiple layers involved. Distribute all written agreements and records.

C Reward ISA Team Members

Lack of recognition and rewards for work done leads to burn-out. Rewards can be small. A sense of reward is different for each person. Ask individual members how they would like to be recognized.

C Reward Others

Find ways to reward member organization staff, stakeholders or other community supporters. Notice or ask how they'd like to be recognized. Build rewards into your resource and communications plans.

Milestones for Stage Two

- C Letters of commitment from member organizations
- C Creative conflict resolution
- C A collaborative structure/model
- C Decision-making protocol and communications plan



Now the ISA work begins. The desired outcomes will be easier to achieve now that the process (relationships, organization, roles and planning) is in place.

Working sector to sector to ensure successful outcomes calls for *output* and *action*.

C Output = quantity, quality and rate of production.

C Action = the implementation of the ISA Team's vision and the exertion of the Team's power.

Challenge 3A - Manage the Work

C Review the Vision and Desired Outcomes

Confirm the destination. Has your vision changed? Do your desired outcomes need changing?

Consider inviting new members of your target audience to the ISA Team. There's much to gain from their insights.

C Lay Out an Action Plan

The action plan needs to be specific. Determine who will do what and when, in order to implement the actions. Produce a budget. Note contacts required and who will make those contacts.

Start small (but think big!) - Seeing early outcomes from actions taken is motivating. Smaller ventures also give the ISA Team opportunities to learn from experience.

C Create Accountability Standards

Accountability is proof of action. Create standards for accountability by asking, "How will we know if our associates are living up to their side of the deal?" and, "How will each of us know if we've done enough? Or need to do more?"

C Build Collaborative Work Habits

Consulting with and considering the ISA Team becomes a significant part of "just getting the job done".

Now that action is being taken, and work and money are being discussed, "turf issues" may emerge. When they do, revisit your team's self-interests, the vision and desired outcomes. Do they need changing? This is also helpful for new members who are just discovering the ISA process.



Challenge 3B - Create Joint Systems

C Joint Systems Within the ISA Team

Decide the degree of closeness you want/need. For example: will there be a lead agency? Work shared by all? Joint systems ensure that the ISA activities won't compromise member organizations' mission, values, resources or image. They also ensure that ISA will strengthen each member organization.

Consider provincial/territorial data privacy legislation. Develop processes that include consent forms which state to whom personal information may be released. You may also choose to create joint Confidentiality Guidelines.

C Make Needed Organizational Changes

Supporting ISA may require changes in operations by member organizations. Be sure all ISA agreements are documented and shared with member organization management. Formal agreements are also useful for public relations, media attention and for convincing others that the ISA is working.

Challenge 3C - Evaluate the Outcomes

C Value Evaluation

View evaluation as reflection and discovery. Integrate evaluation into the work - right from the start. Tailor it to the stage you are at. Appreciate failures for the lessons they give. Expect rich information from your evaluation with multiple outcomes and multiple variables influencing each result.

Proving that ISA actions result in specific outcomes is difficult. Finding links between the ISA and changes in the community may be easier and is valid. While not proof of success, these links help to illustrate effectiveness.

C Create an Evaluation Plan

Consider both process and outcome evaluation as you measure performance. Start early! Evaluation begins when you describe your desired outcomes.

Gather both quantitative and qualitative data. Be sure that your team's process documentation is complete. Choose a sub-committee to prepare the evaluation plan, or seek outside assistance. The ISA Team should review and approve the evaluation plan.

C Continually Improve the Work - Throughout the Journey

Seek feedback! Listen everywhere!



Challenge 3D - Renew the Effort

Hold a Renewal Meeting (or a Retreat) to reflect on the successes and failures emerging from the evaluation. Review relationships and the work still to do. Use this information to decide what to do next.

C **Promote Adaptability and Flexibility**

Remember the ISA collaboration is still evolving. Notice what is changing in the community, in member organizations and in the ISA Team.

C **Retire Appropriate Members**

Who has finished their work with ISA Team? How do we ask them (or allow them) to leave? How do we recognize their efforts? This work stage is attractive to team members who are motivated by attending to details, procedures and implementation. Remember though, you still need the visionaries and process leaders for their skill strengths and power.

C **Add New Members**

Include action-oriented people or staff with skills, experience and interest to meet the renewed effort. Include members of the target audience or others who will benefit from the ISA work.

C **Celebrate, Celebrate**

Consider the individual team member and member organization's self-interests in deciding how to recognize and celebrate people's contributions to the collaboration.

Have a party! Invite the Team - old members and new, supporters and stakeholders. Celebrate your efforts, accomplishments and new directions. Invite the media, too - if they're not already on the ISA Team.

Milestones for Stage Three

- C Action implementation plan
- C Joint agreements
- C Evaluation plan
- C Checklist for changes



Intersectoral Action for Health - Practical References

Canadian Public Health Association (1997). *The Canadian Experience of Intersectoral Collaboration for Health Gains*. Ottawa Ontario: CPHA.

Chin, Peggy (1995) *Peace and Power: Building Communities for the Future*. Fourth Edition. New York: NLN Press.

Frank F. & Smith A. (1997). *The Partnership Handbook*. Ottawa, Ontario: Caledon Institute of Social Policy. website: www.caledoninst.org.

Linnea A. and Baldwin C. (1998). *A Guide to Spirit Circling*. Langley Washington: Bantam.

Mattessich, P.& Monsey, B., (1992). *Collaboration: what makes it work: A review of research literature of factors influencing successful collaboration*. St. Paul, Minnesota: Amherst H. Wilder Foundation. Available from the Wilder Publishing Centre 1-800-274-6024.

Minister of Public Works & Government Services Canada, (1998). *Building Partnerships for Health: Lessons Learned*. Ottawa: Health Canada. Can be downloaded from the internet at <http://www.hc-sc.gc.ca/nutrition>

Ministry of Supply and Services Canada (1999). *Intersectoral Action ... Towards Population Health*. Ottawa: Health Canada. Available from <http://www.hc-sc.gc.ca/hppb/phdd/resource.htm>

Rachlis M. (1998). A paper prepared for a workshop on Intersectoral Action for Health. Sponsored by Health Canada (Alberta/NWT).

Saskatchewan Human Services. *Human Services Handbook Series*. Interagency Projects: An Evaluation Guide (1997), Working Together (1996), Sharing Information: To Improve Services for Children, Youth and Families (1997). Regina: Government of Saskatchewan. Available from the ADM's Forum on Human Services, Interdepartmental Working Group c/o Saskatchewan Education, 2220 College Avenue, 2nd floor, Regina SK S4P 3V7.

Winer M., & Ray, K., (1994). *Collaboration Handbook - Creating, Sustaining and Enjoying the Journey*. St. Paul, Minnesota: Amherst H. Wilder Foundation. Available from the Wilder Publishing Centre 1-800-274-6024.



Stage 4: Build Continuity

... by working ISA team to community

Building *continuity* depends upon more people at every level understanding the depth and the implications of the ISA process, as well as the outcomes that benefit the community. *Stories* of the Intersectoral Action have to be heard. Stories give the founding members status and credibility. They also help attract new people and future leaders to the work. Through *stories* you build continuity of the work and change for the future.

Challenge 4A - Create Visibility

C Convey an Image

As a team, think of the stories that illustrate the evolution of the ISA and the outcomes achieved. What images - words, pictures, shapes, colours or sounds convey what's been done and who you are? What symbols might convey those images?

Refine the ideas into an image statement (more than words) that will touch the emotions of those who see or hear it. Then convey the image - everywhere.

C Promote the Outcomes

Team members have been promoting outcomes all along, by following their communication plan.

To develop a formal promotional plan, consider messages that would motivate the target audience (policy-makers, service users) to act. Identify specific "next steps" you want your audience to take. Use the language, culture and preferences of your audience. Try a number of different techniques. (See Tips Sheet for ideas.)

Challenge 4B - Involve the Community

C Teach the Value of Collaboration

By promoting the process and the outcomes, the team can influence others to reconsider their beliefs about the ways work might be done to benefit the community and retain self-interests/autonomy.

C Bring Diverse Interests Together

Expand the ISA by reaching out to people with diverse interests. Find common ground and build linkages. Bring the new members together. Return to Stage One - build trust, review and renew the vision, and the desired outcomes. Continue the journey with your "evolved" ISA team.

C Build Leadership

Member organizations can build leadership for collaboration by supporting their ISA representative, educating their boards, managers, staff and volunteers about ISA and encouraging future collaborative efforts.

Individual Team members can build leadership among stakeholders and in the general community by showing how ISA is in the best interests of service users and community members in the long term.



C Hold Public Forums

Public forums help build collaboration by sharing information and identifying common values. They also serve to *communicate* that ISA takes time, and to *convince* policy makers that for long-term outcomes, ISA needs to be viewed as an approach to change (rather than a short-term project).

Challenge 4C - Change the System

C Understand the Present System

Use the public forum and input from stakeholders to describe present conditions and how people are currently addressing those conditions. Create a clear picture of your desired outcomes. Look toward structural/policy/attitudinal change.

C Plan Changes in the System

No one person or organization can have full understanding of the issues, a complete picture of the desired outcomes, or, the resources to bring about system change. Use the data gathered in public forums and your ISA process documentation to show where parts of the system are already linked. Identify leverage points, i.e., like people/groups with influence who support the work. Redefine the desired outcomes from the perspective of the stakeholders.

C Begin to Change the System

Changing the system requires developing an *appetite for complexity*. (Winer and Ray 1997:131)

- C take action at the smallest level - celebrate the *small but significant* steps taken
- C use multi-faceted approaches in all applicable sectors
- C facilitate building relationships between parts of the system that were not previously linked
- C consider what's been learned through the collaboration and pass it on

Challenge 4D - End the Collaboration

C Understand the Need for an Ending

Ending rituals help ISA Team members mark the end of intense working relationships. Friendships have been formed. People change and move on. Team members need to be rewarded through ritual and celebration.

Identify specific accomplishments/gifts individual team members contributed to the effort. Consider what might capture the history of the ISA Team members' work together, so that it can be shared widely.



Stage 4: Build Continuity

... by working ISA team to community

C Create Ending Rituals

- C Simple is special
- C Be sure *everyone* can come
- C Share memories of group effort and accomplishments
- C Share memories of individual team member's gifts and achievements
- C Invite some key stakeholders - community leaders to recognize the team
- C Include stories and images - remember humour
- C Have fun!

Milestones for Stage Four

- C Promotional plan
- C Succession plan
- C Guide to systems change
- C Ending rituals



EVALUATION

Please fax this page to Research and Knowledge Development Section at (780) 495-5537 (Edmonton)

1. Upon reviewing the kit, how useful did you find it?

Not at all Very Little Some Moderate A Lot

2. How easy to follow is the pull-out sheet format?

Very Confusing Somewhat Confusing Took a While Easy Very Easy

3. Level of information provided was:

Too basic Just What I Needed Too Much

4. Circle the sections you referred to the most:

What is Intersectoral Action?	Stage 1 of the ISA Journey - Picture Results
Intersectoral Action: A Journey	Stage 2 of the ISA Journey - Empower the Team
Example 1: Jasper Community Outreach Services Project	Stage 3 of the ISA Journey - Ensure Success
Example 2: Alberta Community HIV Fund	Stage 4 of the ISA Journey - Build Continuity
	Tips Sheet for Intersectoral Action

5. What worked well? Why?

6. What would you change? Why? Please attach your changes/examples.

Please tell us about yourself:

A. What organization do you work for?

B. Where are you located?

C. What is your role?

D. What is your level of experience in designing and implementing ISA action plans?

None Very Little Some Moderate Advanced

Thank you for your comments