

@ a glance

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Models & Elements of Collaborative Governance

By Rebecca Byers, Program Coordinator, OPHA

Introduction

This resource supplements information found in the Healthy Communities Consortium's recent *Governing for Partnership Success* article and *Case Studies in Partnership Governance* webinar. Its purpose is to expand on governance theory for collaborative groups and profile the structure and functioning of a sampling of governance models and frameworks. The information will allow readers to consider a 'menu of choices' in developing various elements of their collaborative partnership's governance structure.

The traditional Board of Directors governance model commonly found in non-profit organizations is likely to be too formal and prescriptive for most community partnerships. The legal structures associated with the Board model (i.e., rules of order, by-laws, annual general meetings) are not particularly effective in facilitating collaborative functioning. While some form of structure is required to ensure that all partners have a shared understanding of the group's purpose, objectives, and processes, collaborative partnerships are wise to explore alternative, more flexible models, which will meet their distinct needs.

It is important to note that no one governance model is likely to serve all collaborative partnerships or even meet every need of one individual partnership; instead, it may be necessary to borrow key elements from a number of governance models and approaches to build a customized model. As outlined in *Governing for Partnership Success* (Hodgson, 2010) and by the Tamarack Institute for Community Engagement (Cabaj, 2010), the framework selected by a partnership should reflect its membership composition and needs as well as its scope and manner of working. It should also have the flexibility to evolve over time to reflect different stages of work, new learning, shifts in context, and changes to membership.

The article describes five different models or frameworks which guide how a collaborative partnership may be governed and/or structured. Details are then provided on the composition of several possible group structures, and lastly a comprehensive summary of the elements needed to build a terms of reference is outlined.

INSIDE:

Exploring collaborative governance models & frameworks
Pg. 2

A. The constellation model
Pg. 2

B. Institute for conservation leadership's models of cooperative efforts
Pg. 6

C. Community coalition action theory framework
Pg. 9

Structures for organizing a collaborative partnership
Pg. 11

Building a terms of reference
Pg. 13

References & resources
Pg. 15

Exploring Collaborative Governance Models & Frameworks

This section examines five models or frameworks that collaborative groups can draw from in developing their own structures and rules for governing:

- A. The Constellation Model, developed by Tonya Surman of the Centre for Social Innovation;
- B. Coordinated Project, Campaign Coalition, and Ongoing Partnership models, from the Institute for Conservation Leadership; and
- C. The Community Coalition Action Theory, developed by Frances Butterfoss and Michelle Kegl.

“It is a way to bring together multiple groups or sectors to work collaboratively toward a joint outcome, without having to create a new organization to ‘hold’ the issue.”

A. THE CONSTELLATION MODEL

OVERVIEW

The Constellation Model is a governance framework for multi-organizational collaboration that was originally created to support the Canadian Partnership for Children’s Health and Environment (CPCHE), a cross-sectoral partnership of 11 organizations working on toxics issues. It is a way to bring together multiple groups or sectors to work collaboratively toward a joint outcome, without having to create a new organization to ‘hold’ the issue. Social change activities are handled by ‘constellations’ or action teams that thread into an overall partnership, held together by a framework that shares leadership between the partners (Surman & Surman, 2008).

The three defining elements of the Constellation Model are:

1. **Action-oriented work teams** – The emphasis is on the role of the constellations - small, self-organizing action teams of partners working together on a particular task or issue.
 2. **Lightweight governance** – Although attention is still paid to the core partnership governance and management, decision-making authority and resources are concentrated in the constellations which drive and define the partnership.
 3. **Third-party coordination** – The coordination function is performed by an impartial secretariat from outside the core partners, to protect the power dynamics of the group (Surman & Surman, 2008).
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“The Constellation Model balances the order of centralized governance with the ‘chaos and complexity’ of self-directed work teams addressing emergent issues, as these two opposing forces are united by a shared vision or purpose.”

THE COMPONENTS: HOW DOES IT WORK?

The Constellation Model balances the order of centralized governance with the ‘chaos and complexity’ of self-directed work teams addressing emergent issues, as these two opposing forces are united by a shared vision or purpose. The key components of the model are visually represented in Figure 1 and described below as outlined in Surman (2006) and Surman & Surman (2008).

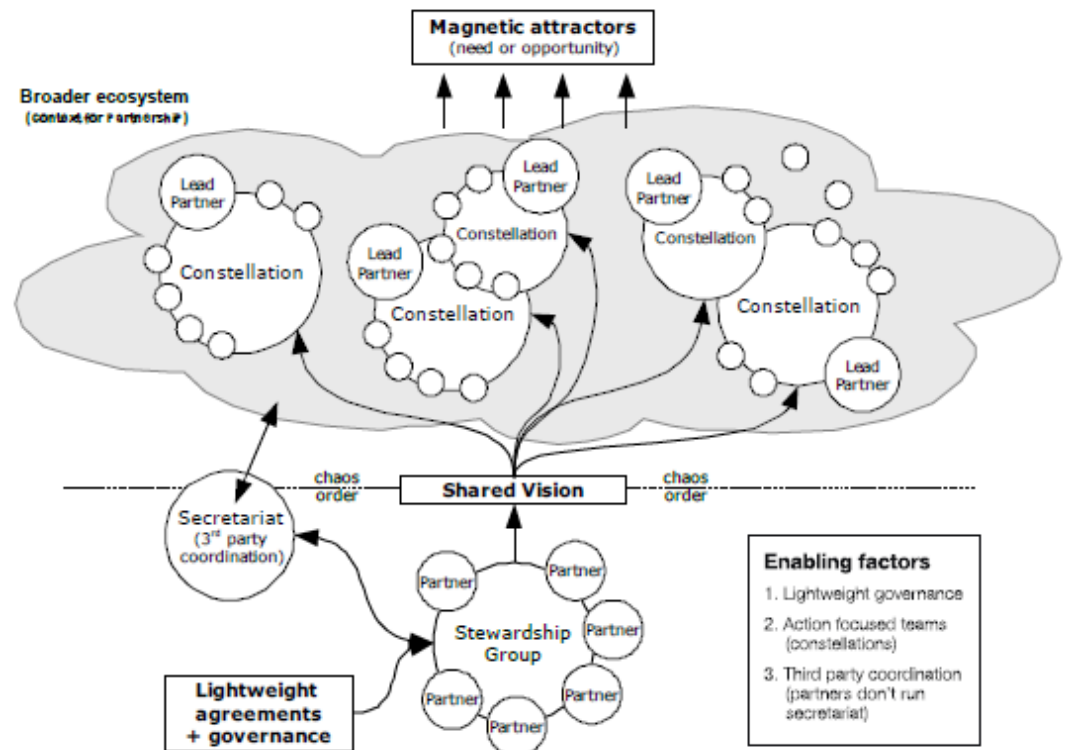


Figure 1: The Constellation Model (Surman & Surman, 2008)

Magnetic Attractor – The need or opportunity on which it is identified to work together. Considered the most important element of the model, it defines the scope of the work of the partnership. Its draw (magnetism) will determine the level of priority that the partners give it within their broader mandate and activities and will ultimately drive the success of the model.

Ecosystem – The context that the partnership is operating in. It includes all of the stakeholders, factors, and perspectives that influence or are influenced by the issue and it is not limited to just the partners or members of the collaboration.

Stewardship Group – Often called the Coordinating or Steering Committee, this group of representatives from the partnering organizations serves the collective vision and interests of the partnership. The group sets strategic direction to guide the work of the collaboration and provides management oversight for the partnership and constellations, ensuring their alignment with the partnership’s overall purpose.

Shared Vision – The vision could simply be a rearticulation of the magnetic attractor or a grander statement of the desired status of the issue in the future. In addition to a clear, collective vision for its work, the partnership should have:

- a shared understanding of the issue, need or opportunity (possibly expressed via assumptions or guiding principles);
- a plan for conducting their work that is specific enough to mobilize action, yet still loose enough for structures and initiatives to arise organically and be tackled quickly;
- a ‘partners assets map’ which outlines, for each (core) partner, their strategic direction, assets and core competencies, what they can offer, and where they can be best mobilized.

Agreements/Governance – The partnership agreement describes the partner roles and responsibilities and the way that members want to work together. In addition, it addresses things such as how decisions get made, how money is handled, how administrative functions are dealt with, membership management, and conflict resolution. The essence of this model dictates that only strategic and framework level decisions are handled by the central stewardship or coordinating body. Most authority and decision-making is left to the partner-led action teams, whose leadership varies on a project-by-project basis.

Secretariat – The coordination of the partnership is handled by a third-party group or person outside of the partners. At least one skilled individual is tasked with the responsibility of facilitating group activities, partnership development, relationship management, communication, and support of the constellations.

Constellations/Action Teams – These clusters of self-organizing action teams are created when there is recognition of a need or opportunity within the ecosystem that is matched by the leadership and drive to move the issue forward. The constellations can be formal projects, ad hoc initiatives, or committees, and must operate in cooperation with the partnership’s broader strategic vision and plan. They consist of interested partners and community stakeholders, led by one partner who acts as legal and fiscal authority on the issue and liaises with the partnership stewardship group.

“The Constellation Model is best suited for partnerships that are seeking to deliver a coordinated voice within the context of a rapidly changing, complex environment.”

IN SUMMARY

The Constellation Model is best suited for partnerships that are seeking to deliver a coordinated voice within the context of a rapidly changing, complex environment. The model is biased towards action and is ideal for groups that are flexible and capable of mobilizing quickly around emergent issues and opportunities. The benefits and challenges identified with this model are outlined on the next page.

BENEFITS

(Surman, 2006; Surman & Surman, 2008)

- Work is built around the natural energy of the group. The model flexibly responds, via the constellations, to the partnerships’ interests, emergent issues and opportunities. Partners can galvanize quickly around a specific issue and then disband when the issue has been addressed without affecting the overall partnership’s vision or stability.
- Leadership and workload are balanced and shared depending on the issue area and core competencies of the partners.
- Partner self-interest is balanced with the common or converging interests of the membership and the needs of the greater community, which enables having the ‘right’ partners at the table as well as high levels of involvement.
- Individual partners and organizations can preserve their autonomy while carrying out the partnership’s shared goals, as partners can choose to be involved only with activities that align with their interests.

CHALLENGES

(Surman & Surman, 2008; Bradshaw, 2007)

- Some smaller or less experienced partners may lack the capacity to lead one of the multi-organizational action teams, where the true activity of the partnership resides.
- The management of a ‘virtual organization’, governed by lightweight agreements, shared power, and transient, diffuse authority requires strong leadership and ongoing group dialogue to sustain.
- The multi-organizational and evolving foci may be problematic for those who require more specific and stable parameters.
- Lack of incorporation means an inability to house funding within the partnership itself.

**Constellation Model Case Study:
Canadian Partnership for Children’s Health and the Environment (CPCHE)**

Magnetic Attractor	The need to raise awareness and mobilize action on the impact of toxic elements on children’s health.
Ecosystem	Canadian childcare, health and environmental fields.
Stewardship Group	A Coordinating Committee consisting of representatives from each of the founding partner organizations.
Vision	Working together to create a healthy environment for children in Canada.

Agreements	<p>The Coordinating Committee created three documents that provided a framework to support clear action on behalf of the partners.</p> <p>Guiding Principles – Expands upon the vision and includes four specific goal-oriented value statements.</p> <p>Governance Terms of Reference – Includes a partnership agreement and framework to guide how the partners will work together with “as little process as possible”.</p> <p>Strategic Plan – Focuses on three overarching long-term goals related to changing practices of parents and childcare workers and shifting policy to protect children.</p>
Secretariat	<p>Initially housed with the Commons Groups, a private consulting company, but has since moved to the Centre for Social Innovation, an NGO that incubates social change initiatives. The secretariat is led by a Partnership Director.</p>
Constellations	<p>Between 2001 and 2008, CPCHE created over 15 constellations that have raised funds, driven policy change, provided training, conducted research, influenced changes to pesticide products, and shaped legislative debate. More than half of the constellations created have been phased out either because the goals have been achieved or there is no longer energy for the issue.</p>
<p>Visit http://socialinnovation.ca/constellationmodel for additional details on the CPCHE’s governance as well as other examples of the Constellation Model in action:</p> <ul style="list-style-type: none"> • Ontario Nonprofit Network (ONN) • Ontario Literacy Coalition 	

B. INSTITUTE FOR CONSERVATION LEADERSHIP’S MODELS OF COOPERATIVE EFFORTS

OVERVIEW


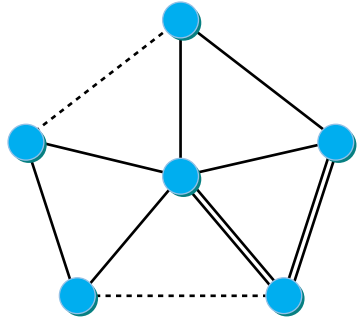
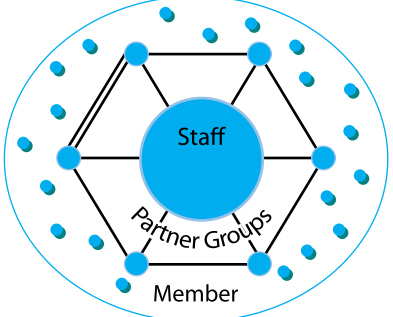
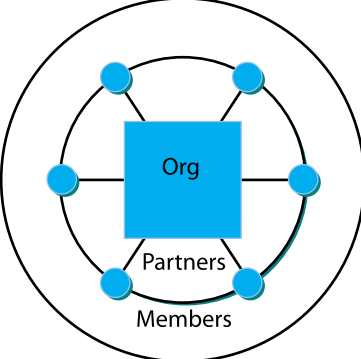
In *Working Together: A Toolkit for Cooperative Efforts, Networks, and Coalitions* (2006), the Institute for Conservation Leadership (ICL) presents six possible structures to support cooperative work. The models range from simple information networks to complex multi-organizational entities. They provide general, idealized structures that can assist partnerships in building a model that best suits their purpose.

THE COMPONENTS: HOW DO THEY WORK?

Visual depictions and details of the key elements of three of ICL’s models are presented in Table 1 below, in order of increasing complexity: Coordinated Project, Campaign Coalition, and Ongoing Partnership. Collaborative groups could either select the model that would best meet their collective needs or they can agree to different elements from each of the three to build their own unique governance model. The key point is that the model is determined through collective action and dialogue.

“The models range from simple information networks to complex multi-organizational entities.”

Table 1: Models of Cooperative Efforts (Institute of Conservation Leadership, 2006)

	Coordinated Project	Campaign Coalition	Ongoing Partnership
			
Description	Where two or more distinct groups partner on a specific initiative . It takes advantage of the different and complementary assets of the groups working together.	Brings together organizations committed to collectively pursuing a common issue over a specific time frame .	A long-term, formal relationship that can house multiple issues and/or strategies . Usually has a broad focus with many aspects of collective work.
Diagram			
Purpose	To coordinate work and share resources on a specific issue or program that two or more groups share.	To coordinate and mobilize the energies and resources of multiple groups on a single issue (often policy-related) in order to wield larger influence and achieve common goals.	To coordinate, mobilize or create something together that no one partner could do alone through a long-term, formal entity.
Duration	Short or long-term, depending on the complexity and vision of the project.	Typically temporary structures that disband or shift focus following completion of the effort.	More permanent, given the long-term nature of creating or building process.
Structure	Usually one identified leader or staff coordinator drives the work. Groups, representative of the participating organizations, are often created to implement the project. No new or formal organization is created, but often formal agreements are developed to define roles, responsibilities and process.	Leadership group is responsible for framing strategy and directing the campaign. Implementation is delegated to a smaller group or designated staff. Often housed within one of the core member organizations but a separate nonprofit can be created for long-term efforts. Written agreements usually exist to define roles and responsibilities.	A central executive and staff group carry out the work of the joint venture. A formal joint entity is created with legal agreements between the organizations. Partner organizations have specific rights and responsibilities.

Authority & Decision-Making	Once higher-ups for the shared work approve the concept and resource allocation, decisions rest with program staff.	Centralized, shared decision-making authority, representative of the key coalition member organizations, to react quickly to time-sensitive decisions.	Formal board of directors or steering committee, representative of key member groups, has decision-making authority.
Members & Leadership	May range from formal group membership to a loose ongoing alliance of leaders. It might consist of a few members or many, but typically 4-5 core partners carry the majority of the work.	Multiple levels of engagement: <ul style="list-style-type: none"> • core member groups with more responsibility and decision-making, and • less involved peripheral members whose common interests are limited to the single issue. 	Small number of core members with high buy-in and decision-making, and other more numerous, less engaged member groups and individuals.
Resources	Resources are contributed by the individual organizations as part of their annual budget. Funds may be raised as a cooperative group, depending on the project's duration.	Resources provided by the individual organizations for their part of the campaign or as a mix of cooperative fundraising where every group contributes dollars or time.	Resource procurement is carried out by the joint entity, and often funds are passed along to the core partner groups to support the work of the partnership.
Staffing	Shared program staff of cooperating organizations, based on expertise and tasks.	Hired or allocated from member groups; accountable to the decision-making body.	Executive and staff are employed to carry out the work of the joint venture.
Communication	Most active at program staff level. Regular communication supports the coordination.	Frequent communication between key decision-makers, especially during crunch times; ability to communicate quickly and efficiently.	Assumes a high level of integration and communication of many aspects of program planning, fundraising and implementation.

IN SUMMARY

The Institute for Conservation Leadership (2006) presents a number of recommendations for groups to consider when determining a collaborative structure:

- Identify a clear purpose for your groups before determining a structure. Remember that form follows function!
- Choose a structure that is as simple and efficient as possible for your purpose.
- Membership may have different levels of responsibility and participation.
- Focus on building relationships and trust within your membership from the very beginning.
- Formalize and gain commitment to the chosen structure with documented agreements, rules and/or processes.
- Be mindful of when the existing structure is no longer meeting the needs or context of the partnership.

“... provides an underlying framework for understanding the processes, structures, and outcomes experienced ...”

C. COMMUNITY COALITION ACTION THEORY FRAMEWORK

OVERVIEW

While not a governance model per se, this next model offers a possible roadmap that can guide groups through developing the necessary elements of a successful partnership or coalition. The Community Coalition Action Theory (CCAT) developed by Butterfoss and Kegler (2002), provides an underlying framework for understanding the processes, structures, and outcomes experienced by effective community coalitions (Osmond, 2008).

THE COMPONENTS: HOW DOES IT WORK?

The CCAT is comprised of 14 major elements, named ‘constructs’, which are depicted by the 14 various forms in Figure 2. Each of the elements that relate to partnership or coalition formation is further detailed next according to researchers (Butterfoss, 2006; Butterfoss & Kegler, 2002; and Osmond, 2008).

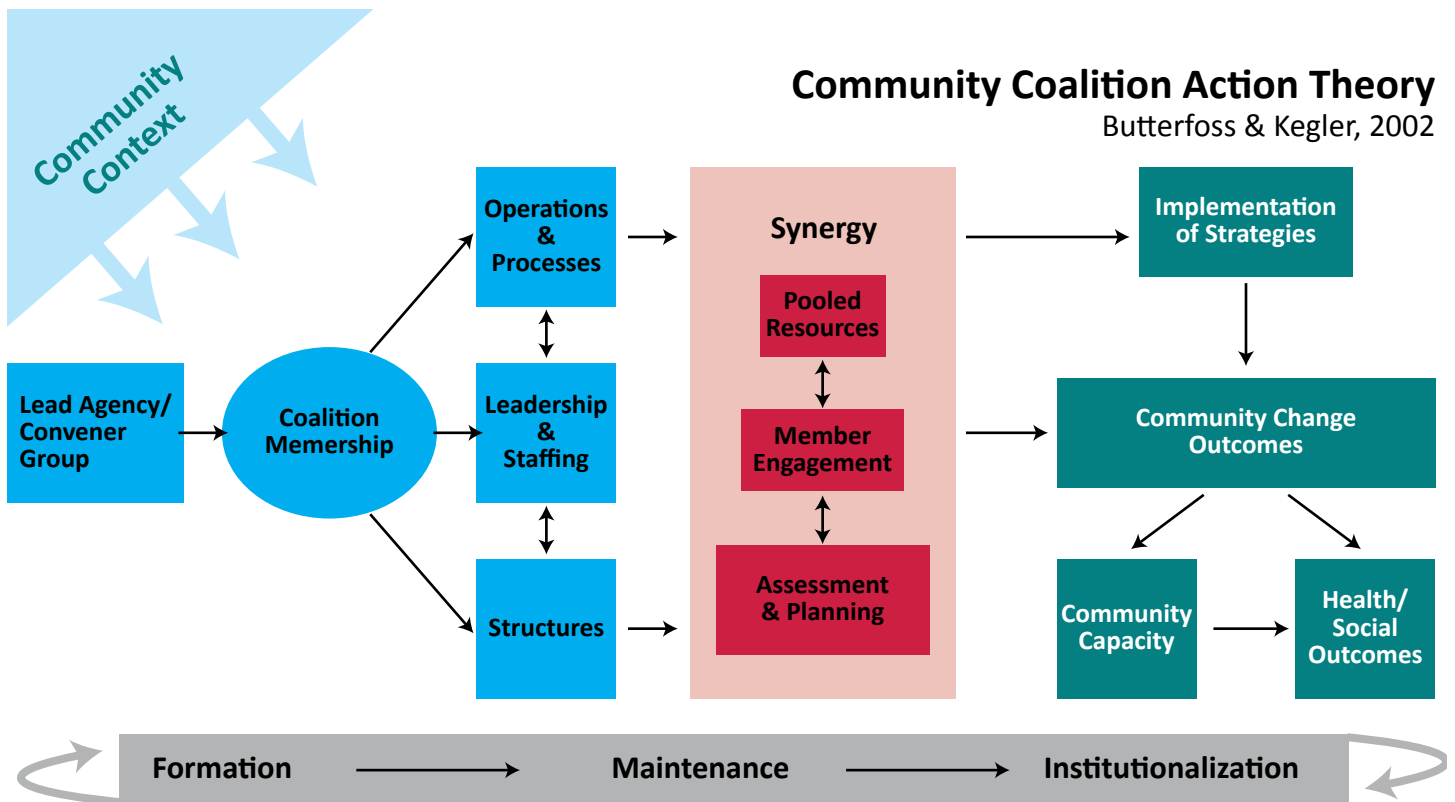


Figure 2: The Community Coalition Action Theory, Butterfoss & Kegler, 2002

Stages of Development – Coalitions and partnerships cycle through three stages (formation, maintenance, institutionalization) as new members are recruited, plans are renewed, and/or new issues are added. At each stage, specific factors enhance coalition function and progression to the next stage. Factors found to influence a successful formation stage include: size and strength of core group; leadership competence; articulation of clear mission or purpose; and existence of formalized structures, rules, roles, and processes.

Community Context – Coalitions are heavily influenced throughout all stages of coalition development by the contextual factors that exist in the community, such as the history of collaboration, geography, and sociopolitical environment.

Lead Agency/Convener Group – Coalitions form when a lead agency or convening group responds to an opportunity, threat, or mandate and provides support for the coalition formation. This often includes coordination, provision of staffing, credibility, valuable contacts, and financial or other resource support. Coalitions are more likely to be successful when community gatekeepers are enlisted to help develop credibility and trust with others in the community.

Coalition Membership – Coalitions typically begin with a core group of people who are committed to resolve the health or social issue of interest. More effective coalitions result when the core group expands to include broader engagement of the community with representation from diverse populations, agencies, organizations, and sectors.

Operation and Processes – Effective coalition functioning is influenced by a positive coalition climate and collaborative synergy. This requires:

- open and frequent communication among staff and members;
- shared and formalized decision-making processes;
- conflict management;
- positive relationships among members; and
- that benefits of participation outweigh the costs.

Leadership and Staffing – Strong leadership and paid staff who have the interpersonal and organizational skills to facilitate the collaborative process improve coalition functioning and make collaborative synergy more likely.

Structure – The existence of formalized rules, roles, structures, and procedures positively influence coalition effectiveness. Flat organizational structures with shared-decision making processes enable a balance of power, encouraging participation by all coalition stakeholders.

Pooled Resources – The pooling of member and community resources facilitates effective assessment, planning, and implementation of strategies. Members contribute their time, knowledge, skills, expertise, and often tangible resources such as physical space as well. External resources include such things as funding, consultation, and equipment.

Member Engagement – A representative membership of satisfied and committed individuals will participate more fully in the work of the coalition, resulting in membership empowerment and a sense of belonging.

Assessment and Planning – Successful implementation of initiatives is more likely when comprehensive assessment and planning occur.

The remaining four constructs demonstrated in Figure 2 strictly involve coalition implementation and outcomes and therefore will not be explored further here.

“The model could be used to guide partnership development from the ground up ...”

IN SUMMARY

While the CCAT is a theoretical model developed from the body of literature on community coalition work, it offers a framework for building and evaluating effective coalitions or partnerships. The model could be used to guide partnership development from the ground up: for determining a group structure and processes, guiding partnership maintenance, and as a standard for identifying partnership effectiveness indicators (Osmond, 2008).

Structures for Organizing a Collaborative Partnership

Collaborative partnerships by nature are not meant to be hierarchical structures but flat bodies, with shared, democratic decision-making and leadership. Still, some degree of structure is necessary to ensure there is collective understanding of why and how the group will work together through collective action and to facilitate group functioning and communication. Groups can choose to organize themselves in a variety of ways, incorporating a number of group structures in their ‘organizational chart’.

Several common group structures are presented in Table 2, with a brief description of their purpose and summary of the potential roles and/or functions that could held within them. The roles or functions of the individuals that may be represented within each structure are designated by the checkmark (P). The table can serve to guide collaborative partnerships in building their group structures.

Table 2: Possible Group Structures for Collaborative Partnerships

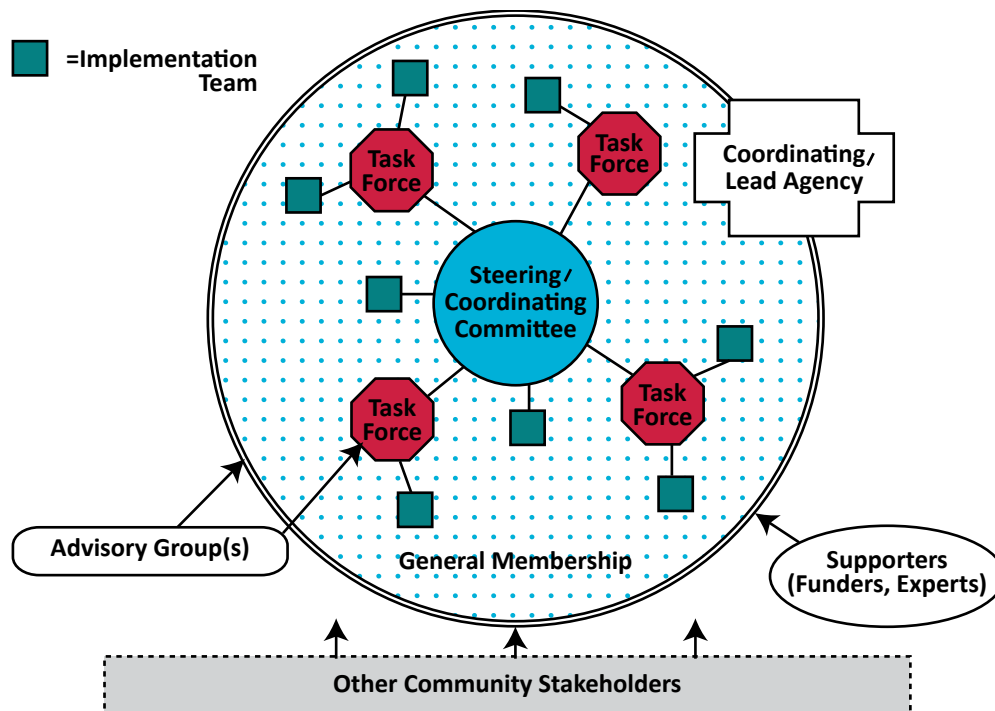
GROUP STRUCTURES (and purpose)	POTENTIAL ROLES/ FUNCTIONS REPRESENTED				
	Leaders (set and lead direction)	Visionaries (envision desired changes)	Planners (operationalize vision into an actionable plan)	Doers/ Implementers (execute the plans)	Supporters (support efforts in various manners)
Steering/ Executive/ Coordinating Group (provide overall strategic direction, leadership and oversight)	✓	✓	✓	✓ Coordination by Lead Agency or Secretariat staff (ex-officio role)	✓ May have advisory role, could be an extension of core group
Lead/Coordinating Agency (may be a third-party group)		✓	✓	✓ Coordination	✓
Advisory Group(s) (advise on the overall mandate/ plans or on topic-specific issues)		✓			✓ (i.e. community leaders, champions, issue experts)

Subcommittees/ Task Forces <i>(work on broad objectives to achieve vision)</i>	✓ Subcommittee Chair(s)	✓ May have advisory role	✓ Lead	✓	✓ Advise; Resource support <i>(i.e. funds, staff, materials, expertise)</i>
Working Groups/ Implementation Teams <i>(execute specific projects/ activities)</i>			✓	✓ Lead	✓ Champion efforts; Resource support
General Partnership Membership <i>(may become more involved on issues relevant to them)</i>				✓	✓
Other Community Stakeholders					✓

* Some structures and functions were adapted from the University of Kansas Community Tool Box, Chapter 9: Developing an Organizational Structure (http://ctb.ku.edu/en/tablecontents/sub_section_main_1092.aspx).

Figure 3 further illustrates the relationships between the various structures, displaying how a group incorporating all the given structures might be organized.

Figure 3: Relationships of Possible Group Structures for Collaborative Partnerships



Building a Terms of Reference

When groups and organizations are working collaboratively, it is recommended that their governance structure and rules for working together be formally documented through either a terms of reference, cooperative agreement, or memorandum of understanding. These official documents can be as simple or as complex as the collaborative group deems necessary. Some groups may wish to obtain signatures on the document to formalize partner roles and commitment.

COMMON ELEMENTS OR SECTIONS THAT CAN BE INCLUDED IN A TERMS OF REFERENCE OR SIMILAR AGREEMENT INCLUDE:

Name	Official name of group.
Vision & Mission/Purpose	The group's reason for existence.
Context	A description of various elements that have influenced the group's creation and functioning, for example, community profile, historical background, geography, existing relationships.
Goals/Objectives	The specific, measurable objectives which direct the group in achieving its purpose.
Activities/Deliverables	The specific activities or outputs required for a given time period.
Membership	The various players (individual, organizational, sector, populations) that will be represented and their roles and responsibilities. May also address: <ul style="list-style-type: none"> • parameters for membership size; • description of membership selection and term; • a process for orientation of new members; and • assignment and description of roles such as Chair, Secretary, and Treasurer.
Structure	Visual depiction/description of group subcommittees, task forces, and/or adhoc groups, etc., and their relationships to each other
Accountability/Authority	<ul style="list-style-type: none"> • Who provides oversight and approval on group activities. • Relationships of authority (i.e. between steering group, subcommittees, lead agency, and funder). • Reporting requirements.

Decision-making	The group's method of for making decisions, which is commonly: <ul style="list-style-type: none"> • group consensus, which may be defined as “the majority supports, others can live with”; or • majority vote (i.e. more than half or two-thirds).
Meetings	The guidelines for meeting frequency, length, location, and minute-taking. May also include: <ul style="list-style-type: none"> • a definition of quorum; • various roles required and method of assigning them (chair, facilitator, organizer, recorder); and • a standard structure or agenda for meetings.
Communication	The frequency, methods and purpose of communications: <ul style="list-style-type: none"> • in between meetings; • between steering/coordinating body and various subgroups; • with various member levels (core, involved, peripheral, etc.); • with external stakeholders; and • with lead agency and/or funders.
Resources & Budget	The resources required by the group and their sources, including: <ul style="list-style-type: none"> • funds; • human - time, expertise, staffing; and • physical - meeting space, equipment, materials.
Duration	Expected duration of the group – may be date-specific or based on achievement of goals and/or deliverables.
Related policies	Any reference to policies, guidelines, or rules that relate to the group's functioning.
<p>EXAMPLES OF TERMS OF REFERENCE:</p> <ul style="list-style-type: none"> • Template from Nova Scotia Public Service Commission's Employee Centre: http://www.gov.ns.ca/psc/v2/pdf/employeecentre/recognition/toolkit/step2/terms%20of%20reference%20template.pdf • Sample from a City of Waterloo advisory committee: http://www.city.waterloo.on.ca/Portals/57ad7180-c5e7-49f5-b282-c6475cdb7ee7/Committees_documents/TORAuditConsolidated.pdf • Sample from a Six Nations Council ad hoc committee: http://www.sixnations.ca/ElectionCodeTOR.pdf 	

“At the end of the day, it is important that community partners are working together to move in the same direction with a focus on the collective outcome.”

CONCLUSION

This article has provided detailed information on the structure and functioning of several collaborative partnership models and frameworks for consideration. Readers can consider the various elements of these models and make informed decisions on how best to move forward when developing governance structure for collective action. Regardless of the structure that a collaborative partnership adopts, a good arrangement is one in which:

- the group is making satisfactory progress on the issue;
- the effort and conflict required to make progress is reasonable;
- members are achieving some personal/organizational objectives;
- everyone involved is learning much more about the issue and how to address it;
- the overall process is self refueling, leading to greater ambition and capacity (Cabaj, 2010).

The structure or model that is taken by the collaborative, should be a comfortable ‘fit’ for the group and strike a balance between providing sufficient structure and guidance to clarify ‘who does what and how’, and being flexible and responsive enough for the group to be nimble and act quickly. At the end of the day, it is important that community partners are working together to move in the same direction with a focus on the collective outcome.

References & Resources

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ORGANIZATIONAL STRUCTURES & TERMS OF REFERENCE

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The Healthy Communities Consortium is a group of health promotion organizations which work collaboratively to support community groups and organizations working to build healthy communities. Consortium members include Health Nexus, Parent Action on Drugs, Ontario Healthy Communities Coalition, and the Ontario Public Health Association.

We offer services, in both official languages, such as consultation, training, networking opportunities, and educational resources.

Consortium services are available for Healthy Communities Partnerships as well as community groups and organizations interested in or eligible for the Ministry of Health Promotion and Sport's Healthy Communities Fund grants.

To find out more about the Consortium, request a service or view our latest schedule of learning events, please visit our website at www.hcconsortium.ca

or contact:

1-800-766-3418 ext. 3

416-408-484 ext. 3

consortium@ohcc-ccso.ca

