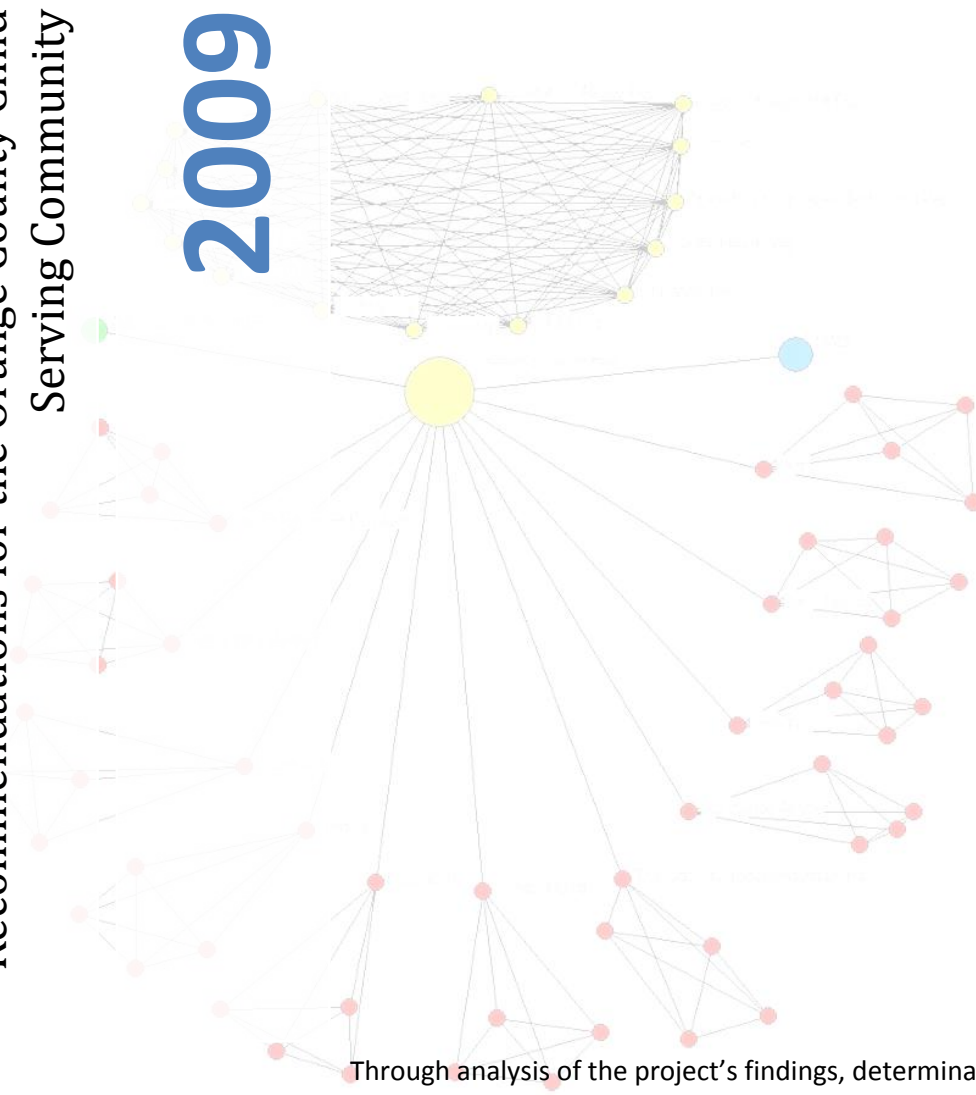


Developing a Sustainable Cross-Sector Network

Recommendations for the Orange County Child Serving Community



Through analysis of the project's findings, determinations were made to develop several suggestions for network development in the child-serving community. Our findings concluded that there is a significant need for information sharing amongst child-serving agencies in Orange County. Our research also determined that agencies do not desire a largely hierarchical network governance structure that does not leave room for consensus and dialogue, but prefer a hybrid structure to determine network objectives, facilitate agency collaboration and promote policy agendas.

Students in PAD 6825, Cross-Sectoral
Governance
Dr. Thomas Bryer
Department of Public Administration
University of Central Florida
407-823-0410

Forward by Dr. Thomas A. Bryer
Instructor, PAD 6825, Cross-Sectoral Governance
Department of Public Administration, University of Central Florida

The University of Central Florida is a partnership institution. President John Hitt has emphasized the central place of the university in our Central Florida community. This imperative exists at all levels of the University. College of Health and Public Affairs (COHPA) Dean Michael Frumkin urges faculty to integrate research and teaching with community need; he demonstrates such acts through his own work. Within COHPA, Dr. Nancy Ellis directs the Center for Community Partnerships—an office that strives to broker relationships between community leaders in government, nonprofit, and private agencies, and the expert faculty within the College. It is through Dr. Ellis' initiative that led me to the Orange County Children's Cabinet in 2007.

The Department of Public Administration also maintains a Center that provides partnership opportunities with community leaders and institutions. Under the leadership of department chair, Dr. Mary Ann Feldheim, and Center director, Dr. Naim Kapucu, the Center for Public and Nonprofit Management, works to conduct relevant research that meets the real-world needs of nonprofit and government agencies. The Center boasts the talents of the department's nationally and internationally accomplished faculty.

This report is the compilation of thirteen weeks of hard work by twenty-five graduate students enrolled in the Department of Public Administration's course entitled Cross-Sectoral Governance. Unlike previous iterations of the course, which I helped originate at the University of Southern California in 2005, this summer, I have taught the course as a service learning course. The Orange County Children's Cabinet was in search of a plan to enhance coordination across child-serving agencies in the county, a means to re-focus their attention collectively on prevention rather than treatment, and a desire to reduce service duplication as well as service gaps in meeting the needs of children in the county. My students were going to learn theoretical and practical tools needed to successfully engage in networking and collaboration across government, nonprofit, and private sectors. We thus had an opportunity to help meet a community need using the intellect and passion of our student body.

The sections of this report that follow are all written by my students. I have served as editorial advisor and facilitator of the writing process. All words, ideas, and, importantly, recommendations are owned by members of the class. For thirteen weeks I had the honor of standing in front of the twenty-five students whose names are affixed to this report. I endorse their conclusions. They are the fruit of hundreds of combined hours of work; recommendations are grounded in the data they collected and are consistent with the most up-to-date theoretical developments in cross-sector collaboration and networking.

Thank you for your interest. I look forward to the potential for future partnership, through service learning, research, consultation, or advisement. For the children in our community, our partnerships must be successful.

Executive Summary

Dr. Thomas Bryer, Department of Public Administration, University of Central Florida, taught a graduate class entitled Cross-Sectoral Governance in Summer 2009. The class provided students with the theoretical and practical tools needed to successfully engage in networking and collaboration across government, nonprofit, and private sectors. Among the topics covered during the course were network development and evaluation, conflict management, consensus building, and public participation.

The course was taught as a service learning course, meaning students both developed knowledge of theory and applied that theory in furtherance of a community goal. The class of twenty-five students worked for thirteen weeks with the Orange County Children's Cabinet and the larger child-serving community in Orange County, Florida. The Cabinet was in search of a plan to enhance coordination across child-serving agencies in the county, a means to re-focus their attention collectively on prevention rather than treatment, and a desire to reduce service duplication as well as service gaps in meeting the needs of children in the county. Students in the class sought to apply their skills and knowledge to address these objectives.

This report is divided into eight primary sections. First, a review of literature on collaboration and networking in child serving agencies is presented. This review grounds the work of this class in a selection of academic literature. Overall, the review identifies some positive examples from around the country in developing effective networks across child serving agencies but also identifies drawbacks and challenges that need to be overcome.

Second, a review of current practices in Florida is offered. In this section, the authors describe the strengths, weaknesses, and challenges associated with four models of child serving agency coordination and collaboration: (1) Children's Advocacy Centers, (2) Children's Cabinets, (3) Children's Service Councils, and (4) Judicial Circuit Court Lead Agencies.

Third, data are presented from a survey of child serving agencies in Orange County. These data offer a glimpse at the diversity of agencies and complexity of needs and barriers faced by the agencies. The survey was designed and administered by the Survey Mapping Committee of the Orange County Children's Cabinet, with a total of 89 responses collected.

In the next several sections, interview data are analyzed to report on several facets of network development. A total of 62 interviews were conducted with officials in the nonprofit sector, private sector, public/governmental sector, and in the faith community. These interview data were used to address the following issues.

First, interview respondents reported on who they would like to see become part of a network, paying particular attention to the strengths of each potential network member. Second, respondents considered what kinds of relationships they would like to have with other agencies in the community. Here, there was consensus that agencies in the child serving community needed to enhance their information sharing capacity and ability. Respondents also considered the prospects of sharing resources, jointly producing services, and pursuing a policy agenda with

state and local elected officials. The first two considerations were deemed too complex for the short-term, but long-term, they may be viable purposes to pursue.

Third, respondents considered their preferences for how they would a network, such as an information sharing network, to be governed and managed. They examined a variety of options, including the use of a lead agency that would be a member of the network and would be the primary mover to ensure network objectives are met. Respondents were mixed in their assessment of this governance structure, on one hand appreciating the efficiency that might be possible, but worried about placing too little emphasis on consensus and dialogue among members of the larger community. Alternatively, respondents considered a self-governed network, but this idea was largely dismissed as resulting in the network adrift. Third, they considered the use of a neutral, third party network administrative organization. This option was attractive for some, given the un-biased perspective the organization would bring to the table, but there was concern that the network would lack direction, focus, and efficiency.

These different interests and perspectives led to a set of recommendations for the future of the child serving community in Orange County. In the final section, a set of short-term, intermediate-term, and long-term recommendations are proposed, along with a set of considerations, challenges, and action steps. The final core recommendation calls for the development of an information sharing network, per the feedback received from the interviews. The challenge was identifying a governance structure for the network that would ensure both positive momentum to accomplish objectives of the community while also ensuring optimal buy-in and participation from the larger community, including all sectors and the faith community.

To that end, a hybrid governance structure is recommended. To encourage broad-based participation across sectors, self-governed sub-committees would serve as the base and heart of the network. These sub-committees would be formed according to service areas, such as basic needs, dependency, delinquency, and transition to independent living. Two additional sub-committees would be established for the faith community and the law enforcement/judicial community. Each sub-committee would appoint a single member to represent its interests on a steering committee. This committee would serve as a lead agency by consensus. In addition to the sub-committee members, five additional members would be drawn from agencies identified in the analysis as central actors in the existing network: (1) Department of Children and Families, (2) Orange County School District, (3) Family Services of Metro Orlando, (4) Heart of Florida United Way, and (5) Orange County Health Department.

To ensure the steering committee can focus on visioning and direction setting, and to not be bogged down brokering communication and information sharing across sectors or service areas, it is recommended that a network administrative organization be appointed. This entity would serve as facilitator, convener, information keeper, database manager, and perhaps more, depending on the direction from the steering committee. Last, and also subject to the direction of the steering committee, would be an advocacy committee. This committee would form to pursue the policy objectives expressed in the interviews.

Overall, this recommended governance structure aligns with the interests and goals expressed by interview respondents, while also recognizing the existing relationships in place. It

builds on what exists, and looks to the future for what is possible. Ultimately, the network can evolve, once trust develops and relationships prove sustainable, into a joint service delivery network—a true collaborative partnership across sectors and service areas.

Table of Contents

Forward by Dr. Thomas Bryer	i
Executive Summary	ii
Literature Review of Collaboration and Networking in Child Serving Agencies	1
Review of Current Practices in Florida	9
Data Collection and Analysis	17
An Overview of the Child Serving Community: Service Areas and Barriers	18
Possible Network Members and What they Bring to the Table	31
Current Relationships	35
Desired Relationships and Type of Network	46
Strategic Orientation and Management	52
Structure of Network	
Recommendations, Challenges, and Next Steps	59
References	65
Appendix A: Students Enrolled in the Class	68
Appendix B: Community Interview Guide	69
Appendix C: Current Practices Surveys	72

Literature Review of Collaboration and Networking in Child Serving Agencies

Introduction

Child-serving networks encompass services such as mental illness, education, foster care, and nutrition for children of various communities. The objective of this literature review is to highlight the benefits and the challenges that have arisen from using collaborative networks for the child-serving community. There are many factors that can contribute to the success of network collaboration, but there are also quite a few that can hinder the progress of such a partnership. First, we look at the history of collaborative networks and their role in child-serving communities. Next, we examine the importance of child-serving networks. Third, we focus on the organizational and structural determinants of successful collaboration with an emphasis on partnership selection, interdependence, structural variation, trust and respect, market-based contracting, and accountability. Through these various topics, we can see how beneficial network collaboration can be for the child-serving communities.

History

The concept of integrated services traces back as early as the 1970s. The Department of Health, Education, and Welfare began to fund the service provision of health care through neighborhood centers, with a view to reducing fragmentation and segregation inherent in highly specialized programs. Over the years, people have come to realize the advantages of an integrated approach to service provision in child welfare. Among these reasons are the following: (1) allows for the ease of entry and flexibility both inside and between individual care systems, (2) provides comprehensive and high-quality services, which are sufficient to the needs of children and families, and (3) the service system is organized for broader accountability, not only responsible to funders but also to children, families and the neighborhood and community where they live (Illback, 1994). Additionally, The Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA), promised to transform welfare and is perhaps one of the most dramatic changes that encourage states to contract with for-profit firms to provide welfare services. Advocates of privatization claimed that “private sector efficiency would offer poor families better service for less money” (Dias & Maynard-Moody, 2006, 189).

According to Dias and Maynard-Moody (2006), government agencies have been using contracting as a form of privatization since the 1960s. Under these contracts, contracted case managers are required to deliver services while their managers are required to place clients quickly and inexpensively in jobs. This is something often met with conflict between supervisors and case workers. Austin (2003) notes during the welfare reform period in the United States (1996 to 2001) the focus has been on reducing case loads but little attention was given to helping organizations make changes to social services delivery.

Importance of Child Serving Networks

Integration of mental health, child welfare education, substance abuse treatment, and other juvenile justice systems is vital to help deal with adolescent behavioral issues (Howell, Kelly, Palmer & Mangum, 2004). Howell et al. (2004) suggest “short term intervention[s] targeting a specific problem are not likely to be effective... and that comprehensive, integrating services delivered for an extended time are needed to achieve positive outcomes” (p. 144). This showcases the need for collaborative services to help tackle various child-serving issues with which communities are dealing. Since youth problems and issues tend to be multi-faceted rather than singular, the need for a collaborative network featuring multiple agencies that deal with a comprehensive variety of issues is important so that children will not fall through the cracks of fragmented systems (Howell et al., 2004).

Unfortunately, the youth services field is scattered with many failed collaborative initiatives in which the challenges have made agencies and organizations uneasy about adopting this approach. There needs to be a creation of a network infrastructure that which includes planning, funding, developing, integrating, and delivering of cross-sectoral services to the community to make certain the individuals who need the services will not be limited to access (Howell et al., 2004). An example of this is exemplified in the following statement:

Family Treatment Court (FTC) is designed to serve individuals who have a neglect case against them with additional allegations of alcohol or substance abuse... As of February 2007, there was at least one operational or actively planning FTC in almost every county in New York State. Currently, there are 171 operational and an additional 25 FTCs being planned across the state involving 7,324 active participants. Since the FTC’s inception, 17,449 participants have successfully completed the program. (New York State Office of Children and Family Services, 2007, p. 19).

Results showed that participants were more likely to enter treatment, enter treatment more quickly, and complete treatment under the FTC system. Children of participants spent fewer days in out-of-home placements and were more likely to be reunited with their parents.

A key service proven successful in Milwaukee and Indianapolis is a wraparound model of service delivery that combines juvenile justice, mental health, child welfare, and other factors targeting youth and families (Howell et al., 2004). Wraparound highlights the importance of service planning and delivery in which “parent and child involvement in determining needed services, integration of services and delivery systems, flexibility in the funding and providing of services, and individualized, strengths-based family- and community-centered, culturally competent services” (Howell et al., 2004, p. 152).

Ultimately, Howell et al (2004) suggest a need for the development of coordinated efforts and a comprehensive strategy made by the public and private sectors to work with each other to deliver the services that are needed by children and families. The comprehensive strategy is comprised of:

1. Strengthening and focusing on the family, which holds the prime responsibility to teach morals and values as well as provide guidance and support to its children;
2. Supporting agencies and organizations such as schools, the community, and religious institutions in developing and nurturing youth;
3. Promoting youth delinquency prevention as the best approach on tackling the issue of juvenile delinquency;
4. Intervening as soon as possible when delinquency occurs to help prevent any future incidents and to prevent first-time offenders from becoming repeat offenders.

Communities must work with one another to focus on an assessment of any potential risk factors involving youth delinquency and target this issue with prevention and early intervention programs” (Howell et al., 2004). The integration of services for children and families is vital to help with this approach.

Organizational and Structural Components of Collaboration

As network plays a significant role in child welfare services, the appropriate design of a network and its structural form are critical for child welfare networks to succeed. Network managers need to understand how to choose and use various forms of collaborative networks, and have a clear knowledge on the controlling factors that influence the success and viability of their networks.

Partnership Selection

Network collaboration can be influenced based on partner selection and various associated factors. Graddy and Chen (2006) investigate partner selection factors with the Family Preservation Program in Los Angeles, which is a network of a public lead agency and 30+ nonprofit agencies. The researchers found the partner selection was based on meeting programmatic need and was positively associated with collaborative effectiveness. By doing so, they increased their inter-organizational relationships, coordination of services, and communication. Additionally, they found:

Partners selected because of a shared vision have the expected positive impact on inter-organizational relationships and on organizational development. Such partners appear to reduce transaction costs and thus improve the operation of the partnerships as expected. The impact of successful past collaborations, however, was not as expected. These partners had a negative impact on inter-organizational relationships. Perhaps multiple collaborations with the same partner raise concerns about dependency (Graddy and Chen, 2006, p. 17).

Some of the advantages outlined for using community-based networks as social providers are private sector efficiency and decentralized service delivery. The costs to the public agency are high if it has to monitor and manage multiple partnerships, so most of them contract out that responsibility to a lead organization. Graddy and Chen (2006) also note that many public

agencies have mandated network development plans as part of their Request for Proposal process.

With regard to organizational size, large organizations have greater financial and human resources and are better able to absorb costs of developing and sustaining partnerships. It is therefore expected they will have sufficient budgets to support development of an effective network. Smaller organizations will need to form partnerships since they lack resources to meet contractual requirements. Also, how dependent an organization is on resources and their network experience will influence the ability and willingness to form partnerships. Organizations often times form partnerships based on previous working relationships (Graddy and Chen, 2006).

Organizational constraints such as technological, political and cognitive limits affect some organizations. Establishing alliances will help these organizations have access to new technologies and new markets. Further, clients in social services have diverse ethnicities and multiple problems and few organizations can meet them all, so these services are often referred out to another organization.

Interdependence

For a coordinated and collaborative service system in child welfare to succeed, there are some structural factors to be taken into consideration. The efficacy of collaborative network necessitates a high level of interagency coordination. Rivard and Morrissey (2003) identify the underlying determinants contributing to effective and sustainable coordination of interagency activities in a child services system as the initial impetus wanes. They hold better coordination is associated with greater resource exchange and a higher level of interdependency, and also a stronger feeling held by participants who can influence the decision and policy formulation in the network. The greater interdependency exists in inter-organization relationships, such as through sharing financial resources, the more the partners feel they can influence the policy and programs in the network. Rivard and Morrissey therefore suggest network managers should pay sufficient attention to deliberately fostering interdependency in collaborative models, and place more emphasis on the ways through which the goals and missions of individual agencies are facilitated by partners in the network. This is vital to empowering participating agencies to determine the course of actions in designing policies and programs at the network level. This means the network decision making should be based on consensus building and include as many stakeholders as possible.

Structural Variation

Some scholars advocate a community-based partnership model for child services. Waldfogel (1998) suggests the community-based paradigm is a more viable approach to providing child protection service (CPS) system. To build on the criticisms of the conventional CPS system, he brings in the partnership model of CPS in which public CPS agencies share the task of child protection with a wider range of partners in the community such as churches, public hospitals, child care providers, housing managers, extended family members as well as neighbors and the like. Put simply, some low-risk cases can be left to the assistance from community or neighborhood. The author suggests the operation of community-based partnership for child

protection, when public CPS agencies and their partners work as a team, they can tap the synergy derived from cross-agency service planning, link to community helpers, and differentiate responses respectively from CPS agencies and community help. Waldfogel (1998) also suggests this helps establish a set of more appropriate services which ensure the aggressive actions to rescue children at high risk without unnecessarily coercive intervention with low-risk families.

Other scholars, however, favor a public-private model of the child services system. Lewandowski and GlenMaye (2002) conducted research on a public-private model of collaborative, team-based efforts to deliver child welfare services. They focused on structural norms of collaborative teams in child welfare services, team members' perceptions about collaborative processes and family participation in team processes, and the structural barriers to team effectiveness. They find first that collaborative teams are represented by (in a downward ranking) child welfare, mental health, education, legal, judicial, medical, substance abuse, law enforcement, and religious agencies. The existence and growth of a team necessitates network champions, and the satisfaction among team members largely depends on role clarity, positive professional relationships, mutual respect, and the unity of purpose. This suggests teams must find viable strategies for improving consensus building, and valuing diversity and team work.

3C's and 3N's

The literature on public-private partnerships makes reference to the three C's and the three N's. In network collaboration the "3C's" of cooperation, coordination, and collaboration are vital. On the other hand, the "3N's"- networks, network structures, and networking are equally necessary (Brown & Keast, 2003). "Whereas the 3Cs are focused on relationships, networks are concerned with the structural arrangements between entities, that is, the density of interconnection and patterns of relationships" (Brown & Keast, 2003, p. 120). Additionally, successful network collaboration can often depend upon sacrifices from various agencies to build a stronger network. Trust is also a large indicator of successful network collaboration. Horwath and Morrison (2007) discuss the "3C's" are important to networks; however, it should be advised that there are additions of coalition or joint structures (2007). Horwath & Morrison (2007) also note these particular additions lead networks to sacrifice some of their autonomy for an integration that merges organizations to create a joint identity.

There are several examples of agency collaboration found in the literature. One example of agency collaboration in these partnerships can be seen within the judiciary system in New York City. Desperately short of judicial resources, the Chief Administrative Judge of New York requested the Legislature create 39 new judgeships essential to meet the critically important needs of New York's families and children case loads (New York State Office of Children and Family Services, 2007). "There were 153 judges assigned to the Family Courts statewide: 47 judges in NYC and 106 in the courts outside of NYC" (New York State Office of Children and Family Services, 2007, p. 9). This was the beginning of agency collaborations; the state started to recognize working together to find common ground with stakeholders and the community organizations which help children and families would call for a broader approach, including the intervention of other state agencies. By working together and forming partnerships between agencies within the state and working with its sister states, the state has been able to reduce the

strain on its limited resources without decreasing the services to the client base and in some cases even add additional services.

Trust and Respect

In order to ensure successful execution of services to the community, the various agencies involved need to be able to trust each other. There are entire articles devoted to the trust issue among community-based organizations. For instance, according to Alexander and Renee (2007), the Family to Family Initiative was involved in a longitudinal study from 1998 to 2007. The particular program addressed a network developed to strengthen families in risky neighborhoods and train foster families to better serve clients. The network consisted of one public agency and nine community-based nonprofits. A large issue which needed to be overcome between all the agencies was trust. In fact, many of the nonprofits felt alienated by the public agency at the start of the network; thus, trust was quite strained. The researchers identified that one of the main differences between the agencies was they were in different sectors of providing services. The nonprofits felt that the public agency was not adequately interacting with the community, which provided much of the distrust. However, once they developed an understanding of roles and how they could work together, the feelings of distrust dissipated. All in all, trust was identified as a precursor to partnership and the single most important component to a stable partnership (Bryson, Crosby, & Stone, 2006; Lewicki, McAllister, & Bies, 1998; Seppanen, Blomqvist, & Sundqvist, 2007; Van Slyke, 2007 as cited by Alexander & Renee, 2009).

Other scholars further mention the trust factor regarding cross-sector relationships. When it comes to cross-sector relationships, it is important for mutual respect to arise since “understanding each other’s roles is crucial to good partnerships and respecting each other’s professions (Cross-sectoral projects kindle mutual respect, 2005: paragraph 3). Many times, individual members within cross-sectoral agencies do not realize and understand the amount of work and the rationales behind decisions being made. From child protection to social work and the education system, members are not familiar with what goes on within other agencies or organizations. It is important to have the mutual understanding and respect in order for collaboration amongst agencies in a cross-sectoral network to be successful (Cross-sectoral projects kindle mutual respect, 2005). It is also important for teachers, counselors, health professionals, or social workers to know their own agencies and be able to represent their agencies accordingly. Through this knowledge, the creation of a support structure within a cross-sectoral network can lead to a positive, multi-disciplinary working environment between the varying organizations/agencies (Cross-sectoral projects kindle mutual respect, 2005).

Market-Based Contracting

The literature refers to the government contracting services to various community-based organizations as market-based contracting. There are several positive and negative issues with this type of networking. According to Dias and Maynard-Moody (2006), the government in its study had contracted out the welfare services to a company called Job Opts, which failed in the first year due to not meeting contractual agreements. The contract was renewed under the same parent company but the programs were called WorkOpts and Exodus. WorkOpts was required to

accept an extended Temporary Assistance for Needy Families (TANF) in this new contract and case load size was not to exceed thirteen families per worker. Additional staff was hired to accommodate the case load. Dias and Maynard-Moody (2006) noted a lot of tension resulted from meeting job placement goals for the client and profit quotas. Case managers and their supervisors clashed because case workers primarily wanted to help their clients and expressed 'people come first.' This often contradicted the supervisor's goals, which were adhering to contract obligations. Management was often times emotionally detached and financially motivated as well as focused on results stipulated in the contracts with the government agency.

The program was eventually damaged because of this impasse between the client-centered staff and their supervisors. Dias and Maynard Moody (2006) also noted this is typical in the implementation process of welfare services when legislators attempt to bring the market model of contracting to social service reform. Additionally, Dias and Maynard Moody (2006) note "the policy and contract mandated implementing job placement and case management but without any incentives to make the two elements work together, the contract only served to aggravate traditional organizational dilemmas (p. 207). In essence, WorkOpts was unable to balance the priorities of the contract with the demands of line staff and clients.

Austin (2003) pointed out that community-based agencies were contracted out for Temporary Assistance to Needy Families in an effort to assist families in a transition into employment. One positive benefit of privatizing was social service agencies moved from a bureaucratic environment where they had to account for tax payer dollars, to one where they functioned as community-building institutions, providing leadership in partnership with others. The nonprofit sector has since been growing and undergoing its own transformation in spite of increased pressures from competition and government accountability.

Austin (2003) also noted other advantages of market-based relationships with community-based agencies, as outweighing the disadvantages. The advantages include the ability to fulfill legislative mandates, increase efficiency, gain flexibility in service start up and termination and improve service quality. Some of the disadvantages include insufficient competition among nonprofit service providers, difficulty in measuring performance and accountability and increased transaction costs (Austin, 2003).

Accountability

The issue of accountability is also widely discussed in literature on child welfare and market-based relationships. In their article, Whitaker et al. (2004) looked at how accountability is handled by the governments and the private or nonprofit sector in partnerships. They indicate governments and nonprofits can learn lessons from each other rather than blame others for mistakes. The authors also point out today "more public services are paid for by the governments but delivered by nonprofit organizations" (Whitaker et al., 2004, p. 115). Whitaker et al. (2004) point out four areas that can be addressed regarding accountability in relationships: responsibility, discretion, reporting, reviewing and revising.

With regard to responsibility, researchers noted, "some one person or organization is held to answer for performance expected by some significant other" (Romsek and Dubnick, 1998 as

cited by Whitaker et al., 2004, p. 117). The parties need to treat each other with respect. Additionally, “to produce a useful agreement, the discussion needs to be very frank, very explicit. The participants need to clarify their mutual assumptions, expectations, and contributions. They need to eliminate ambiguity, to expose and work out their differences to build rapport and trust” (Behn, 2001 as cited by, Whitaker et al 2004, p. 118).

According to Whitaker (2004), discretion involves the day-to-day fulfilling of performance expectations and reporting occurs where the authors relay information on performance, which is crucial to accountability. This is one way agents will know if the respective parties are carrying out their responsibilities. Additionally, Whitaker (2004) indicated reviewing and revising implied someone has to be responsible for reviewing the relationship between the government and private parties and make decisions about changing it.

Conclusion

Overall, there are various factors which contribute to successful network collaborations. Many of these partnerships have provided benefits to children and families, while some have controversial effects on children. It can be seen through various examples in the literature, that structural components of a network have contributing effects on the outcomes that clients produce. Therefore, it is vital for the Orange County child serving community to utilize the literature findings to develop a successful and effective network to serve children and families.

Current Practices in Florida

The State of Florida has a number of different groups, organizations, and entities that have the common goal of serving children. The four main organizational structures that were identified were: Children's Advocacy Centers, Children's Cabinets, Children's Service Councils and Judicial Circuit Court Lead Agencies. Each one of these organizations shares the ultimate common goal of assisting the children in their communities; however they are all organized and function differently. Many of these organizations co-exist within the same communities, with some significant overlapping of services.

Children's Advocacy Centers

What is a CAC?

Children's Advocacy Centers are places of healing for children who suffer from abuse. These centers offer the necessary aid that children need in dealing with the mental, physical, and emotional trauma, through a network of core children-serving agencies and service providers. CACs offer therapy and medical examination within their communities. Since these organizations are community-based, they offer services to best fit the needs of the community they serve, utilizing community service-providers.

In creating a "child-focused and non-threatening environment" for abuse victims, CACs provide safe and comfortable settings for children to report their mistreatment to service providers. These providers arrange for investigation by the appropriate law enforcement or child protection agency, offer psychological and physical recovery services, provide support for families and individuals who suspect abuse of a child, and work toward prevention and intervention of child abuse.

Florida is home to twenty-three children's advocacy centers. These community-based CACs are members of the Florida Network of Children's Advocacy Centers (FNCAC). FNCAC's mission is "to improve Florida's response to child abuse by supporting the development, growth, and continuation of CAC's."

Since the late 1970s, the Florida Department of Health and Rehabilitative Services worked to create child-serving agencies to prevent and intervene in child abuse. In 1985, the National Children's Advocacy Center was created which spurred response from several states, including Florida. In 1994 Daytona Beach opened the first CAC in Florida. The Florida Network of Children's Advocacy Centers was created in 1996. Currently, an increasing number of Florida communities seek to open CACs in order to improve the well-being of their children.

Organization and Operations of FNCAC and CACs

As mentioned prior, the Florida Network of Children's Advocacy Centers is a coalition of all the community Children's Advocacy Centers within Florida. Several directors of CACs sit on the board of the FNAC in order to ensure that their communities remain engaged with and connected to the operations of this network. Mainly, the role of the FNCAC is to "serve as a focal point for the sharing of ideas throughout the various CACs in the state" (survey response).

The FNCAC used paid and volunteer staff to fulfill the mission. The staff positions include: CEO, Program Specialist, and an Administrative Assistant. The FNCAC is governed by a Board of Directors whose members have affiliations with community CACs, the Florida Department of Education, Florida Department of Health, Florida Department of Law, and the Office of the State Attorney.

Children's Advocacy Centers are organized through Multidisciplinary Agreements amongst agency directors. These agencies are controlled internally, based on their individual organization system and board regulations, but meetings are arranged to communicate information between these agencies and the community CAC. Some CACs schedule weekly staff meetings, quarterly supervisory board meetings, and an annual Multidisciplinary Team Meeting (MDT) in order to ensure effective information sharing and multi-level communication. The staff composition of a CAC may include directors, therapists, case managers, advocacy specialists, and development coordinators. A board of directors is also created, including an executive board and board members from community agencies and interested citizens.

CACs network with child-serving agencies through formal Memoranda of Understanding (MOUs), which are contractually binding, and informal referral systems within the community. Also, based on Florida Statute, some child-serving agencies are legally bound to community CACs such as education systems and departments of law.

The National Children's Alliance (NCA) accredits all CACs and provides protocols and regulations for CAC adherence. NCA also reviews the practices and efficiency of CACs every three years in order to grant reaccreditation and funds. CACs rely on funding in order to operate, as with all nonprofit organizations. Some CACs require dues as a part of membership, and FNCAC members must also contribute funds. NCA receives and distributes grants to CACs and CAC networks nationally; FNCAC also distributes grants to the member CACS. Most funds, however, are raised by individual CACs who fundraise to private and public sources. In order to acquire funding from the NCA and FNCAC, data must be submitted by the CACs to these overarching groups. Other funders also require reporting as a stipulation of donating to the CACs.

Most notably, CACs express the importance of data collection and reporting in order to maintain guidance to the mission, compliance to the community, and acquisition of funds. These reports include such items as strategic plans and plan revision, budget, and program report (based on responses to *current practices* survey found in the Appendix).

The following table shows all twenty-three Florida CACs (from www.fncac.org):

<i>County</i>	<i>Center</i>	<i>County</i>	<i>Center</i>
Alachua	Child Advocacy Center, Inc.	Lee, Charlotte, Hendry, and Glades	Children's Advocacy Center of Southwest Florida
Bay	Gulf Coast Children's Advocacy Center	Marion	Kimberly's Cottage Marion County Children's Advocacy Center, Inc.
Brevard	Children's Advocacy Center of Brevard County	Okaloosa & Walton	Emerald Coast Children's Advocacy Center, Inc.
Broward	Broward County Sexual Assault Treatment Center	Orange	Orange County Children's Advocacy Center
Collier	Collier County Child Advocacy Council, Inc	Osceola	Children's Advocacy Center for Osceola County, Inc.
Dade	Kristi House, Inc. Orlowitz-Lee Children's Advocacy Center	Pasco	Pasco Kids First, Inc
Duval, Baker, Clay, Nassau, & St. Johns	First Coast Child Protection Team	Pinellas	Help A Child, Inc.
Escambia	Gulf Coast Kid's House, Inc.	Polk	Children's Advocacy Center
Hernando	Mid Florida Community Services, Inc.	Santa Rosa	Santa Rosa Kid's House
Highlands	The Children's Advocacy Center of Highlands County	Seminole	Kids House of Seminole, Inc.
Hillsborough	Children's Justice Center	Volusia and Flagler	The Children's Advocacy Center of Volusia and Flagler Counties
Lake & Sumter	Lake/Sumter Children's Advocacy Center		

Florida Children's Cabinets

Overview

There are five children's cabinets in the state of Florida. They are located in the counties of Seminole, Brevard, Orange, and Osceola; the counties of Polk, Hastings, and Highlands house a joint children's cabinet. While some elements of each cabinet have been around for a while, they did not come into existence until July 2007 when the Florida legislature created them in order to increase cooperation between child agencies.

Since the cabinets have been around for two years, not much is known about the effectiveness and impact of them. Other than Seminole County, none of the other cabinets have an actual website as a children's cabinet. Osceola Children's Cabinet plans to develop a website very soon. Polk, Hastings, and Highlands does have a website, but it is defined under the "10th Circuit Children's Cabinet." The lack of web-media is evidence of the newness of the cabinets as they are still trying to find their own identity, network structures, and shared purpose.

The mission of the cabinets, as written by the State's mission statement, says:

To ensure that the public policy of Florida relating to children and youth promotes interdepartmental collaboration and program implementation in order for services designed for children and youth to be planned, managed and delivered in a holistic and integrated manner to improve the self-sufficiency, safety, economic stability, health and quality of life of all children and youth in Florida.

This mission is the state's goal for the creation of children's cabinets. The State of Florida strives to enhance better cooperation between agencies so services can be offered more efficiently and effectively to fulfill the needs of Florida's children.

Osceola County has set an example to other formative cabinets since they have been in existence since the year 2000 under a different name--the Osceola Youth Action Committee. In changing the name, the cabinet remained loyal to its organizational format that had proved effective in the past. That being said, operations have improved with the cabinet now that there is more state support and greater emphasis on collaboration.

Another cabinet that has been progressive is the 10th Circuit Children's cabinet. Despite the fact that this cabinet involves three different counties with many different needs to address, incoming president Terri Saunders affirms the effective collaboration that this cabinet practices. Just like in Osceola, the 10th circuit historically had good coordination and collaboration between agencies despite the fact that it was not a recognized entity before. And, just as in the case with Osceola, collaboration has been improved greatly, with emphasis on the effort to continue improvements toward better communication and a more united shared vision. The same goes for Seminole's Children's Cabinet as they have done a good job in forming a community cabinet, but still recognize the need for betterment.

Challenges

Perhaps one of the biggest obstacles in Orange County is to mitigate the diverse perceptions of community and culture. Because the 10th Circuit has been able to manage the challenge of a diverse makeup, this cabinet serves as an exemplary template for the Orange County Children's Cabinet. However, Orange County still has unique challenges to remedy. Tensions exist across cities and within the county. In addition, child-serving agencies tend to be less enthused about collaborating with members of all sectors.

Diversity in Orange County exists naturally because of the size of the county and the population demographics. Orange County is also still a relatively new and progressive county; therefore, Orange County seeks to find an identity that is loyal to the community and the culture. Priorities have been focused on other issues than a joint child-serving network.

Another issue that Children's Cabinets face is the recruitment of support. Glen Casel from the Seminole's Children's Cabinet states that the cabinet

...is always updating and improving our Membership Agreement. While it is a good thing that the state didn't have a shotgun wedding right away, the state does want to see more of a synchronized approach between agencies in delivering their services. There will come a point where it shouldn't be voluntary and all agencies must come to the table. Our challenge is determining the best way to go about that.

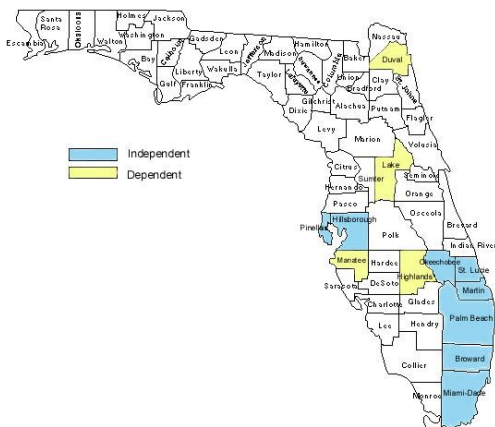
The system of Children's Cabinets must use the power it has acquired from the state and from sector leaders to bring people together toward a united mission and facilitate cooperation and collaboration. The task of facilitation is daunting, but if the cabinets can play the role of an effective facilitator, better agreements will result, ideas and information can be effectively communicated, and the overall interests of child-serving agencies can be addressed and met.

Children Service Councils

History

The existence of funding dedicated to providing child services dates back to 1945 when legislation was passed; this paved the way for the establishment of a special district, funded by taxes in Pinellas County. The creation of the special taxing district was the first of its kind in the United States. Six decades later, Florida is home to a total of eleven Children's Service Councils, eight of which are independent special districts, while the remaining three are dependent special districts.

Children's Services Councils



The independent special districts have voter-approved taxing authority, while the dependent special districts do not possess such authority and must rely on alternate funding mechanisms. The ability for counties to create an independent special district (by ordinance) is authorized under Florida Statute 125.901. Chapter 125 delineates parameters for the makeup of the council governance. It also makes a specific distinction that these funds are not to support school district programs (Title XI Chapter 125).

Organization and Operations of CSCs

The Florida Children's Services Council is an association that represents the special districts which fund children's services. While eleven separate CSCs exist throughout the state, they each develop their own mission and goals based on the identified needs within the community. Further, they model their own performance measures and perform data collection in collaboration with the county as well as other relevant stakeholders within the community to assist in needs determination for its citizenry (Council, 2009). Funding allocation is prioritized based on the outcome of the data analysis which identifies the services and programs that are needed and can provide the most effective use of available resources.

Examination of several councils that exist within Florida provides a feel for the differing governance structures as well as the resource allocation to ensure effective service to the families and children in need. The Children's Services Council of Martin County is an independent council, created by Local Ordinance #348 on June 28, 1988, comprised of ten members. Current funding priorities include maternal and child health, after-school care, mental health, child abuse prevention, targeted funding/demonstration projects, and critical source providers. Data measurements reported annually include child health and well-being statistics, prenatal care, juvenile justice offenses, youth substance abuse, child abuse/neglect and physical health (2008-2009 Annual Report).

The Juvenile Welfare Board's Children's Services Council of Pinellas County is another example of an independent council, consisting of twenty two members. Major funding allocations include child maltreatment, school readiness, school success, specialized residential

support, family counseling, neighborhood family support, out of school time, youth intervention and system support (Annual Performance Report for Funded Programs 2007-2008).

The Children’s Services Council of St. Lucie County is an independent council, comprised of ten members. Funding priorities for this council include promoting healthy families and babies, promoting school readiness and school success, promoting family building and strengthening, promoting healthy lifestyles and teen pregnancy prevention, and promoting recreational activities and youth development (2008 Annual Report to the Community).

Judicial Circuit Court Lead Agencies

Overview

Florida is divided into five regions (Northwest, Central, Suncoast, Southeast and Southern) within these regions, there are twenty lead agencies as displayed below:

Family First Network, Inc.	Big Bend Community Based Care	Partnership for Stronger Based Families, Inc.,
Kids First of Florida	Kids Central, Eckerd Community Alternative	Community Partnership for Children Inc.
St. Johns Board of County Commissioners	Partnership for Stronger Families, Inc.	Family Services of Metro-Orlando, Inc
Heartland for Children, Inc.	Our Kids, Inc.	Sarasota Family YMCA, Inc.
Hillsborough Kids, Inc.	Big Bend Community Based Care, Inc.	Child and Family Connections, Inc.
Our Kids. Inc.	Childnet Inc.	CBC of Seminole, Inc.
CBC of Brevard, Inc	United for Families, Inc.	Children’s Network of Southwest Florida, Inc.

These lead agencies work to manage child welfare via community based care. Each lead agency has a contact person and is aligned to a DCF manager. In order to further understand how these lead agencies operate and are organized, a survey was created and forwarded to a representative from each. The survey can be viewed in the Appendix under *current practices surveys*.

Lead agencies are established in accordance to Florida Statute 409.1671 and are governed by nonprofit and private incorporation laws, such as articles of incorporation, by-laws, hierarchical organizational structures, board of director supervision, and various teams that focus on specific operations of the agency. These are both publically and privately funded.

According to the responding lead agencies they provide comprehensive and dynamic services that are often exhaustive, provided on limited resources and governed by both state local reporting mandates and laws. These laws make it difficult to focus on the important goal of serving the children. These agencies receive their referrals to intervene from the registry abuse

hotline. These child service agencies reported that they provided services to children in need such as foster care, abused, neglected, and abandoned children. Some children were either new into the system while still others were in need multisystem intervention. The scope of services offered is varied and dependent upon the individual's needs. Lead agencies can coordinate medical and social services, provide goods to the client such as toys and hygiene supplies, and offer case management, foster care placement, adoption assistance, training in self-sufficiency, and counseling.

Lead agencies indicated that they had collaborative relationships and were in networks with such organizations as Department of Children and Families, Department of Juvenile Justice, Agency for Persons with Disabilities, Guardian Ad Litem, the faith-based community, advocacy organizations, and local foundations. The agencies indicated that they all provided services that benefited children. However, the agencies did not provide statistics to back these assertions. A discussion with a lead child serving agency manager revealed that under the present structure, the number of adoptions increased three fold, the number of children in care had gone down, and the overall caseloads had been reduced by half. Lead agencies offered information about their organizational composition and provided copies of the annual report from which information for this report was extracted.

A major challenge that lead agencies face is that often these child-serving agencies are misunderstood. This theory suggests that the shortfall is systematic and not an indication that individual agencies are inadequate. Another challenge is that there is a lack of a shared vision amongst child-serving agencies and a great lack in funding to unite agencies toward a shared goal of prevention. In terms of funding, the funding ladder is too complex and needs to be simplified in order to better distribute and regulate incoming funds for child-serving agencies; this includes grants, donations, and government funds such as Medicaid and subsequent maintenance of Title IVE waiver that is required in retain to eligibility for children in need. Lead agencies are required to report to the state and federal government and often times these reporting requirements are too stringent, excessive, or ineffective in fulfilling the purpose.

Conclusion

These current practices inform the development of recommendations that fit the unique context of Orange County. It is to this task that we turn now, as we introduce data collection and findings from a cross-section of community members from the county.

DATA COLLECTION AND ANALYSIS

The analysis and recommendations provided in this report are based on a variety of sources. Students in the course were divided into seven groups: (1) Literature Review of Collaboration and Network in Child Serving Agencies, (2) Florida Current Practices Research, (3) Survey and Network Analysis, (4) Interviews with Orange County Nonprofit Agencies, (5) Interviews with Orange County Faith Organizations, (6) Interviews with Orange County Private Organizations, and (7) Interviews with Orange County Government/Public Agencies.

The fruits of the first two groups were read in the sections that preceded this one. The current practices group conducted a review of annual reports and websites for bodies in Florida; they also conducted phone and email interviews with individuals throughout the state. Students in the literature review group conducted a comprehensive analysis of academic literature utilizing resources available at the University of Central Florida.

A survey designed by the Survey Mapping Committee of the Orange County Children's Cabinet was utilized to understand the current dynamics and relationships in the county's child serving community. Three analytical approaches were applied to the data collected through the survey. First, SPSS, a statistical software package, was used to cross-tabulate and generate descriptive statistics. Second, UCINET, a network analysis software package, was utilized to assess existing relationships and power positions in the county today. Third, NVivo, a qualitative data analysis software package, was utilized to interpret responses to a set of open ended questions on the survey. The total response to the survey was 89. The characteristics of respondents are detailed in the section that follows.

Students conducting interviews worked for more than a combined 100 hours to conduct and analyze responses. A total of 62 interviews were conducted in approximately 10 weeks. Twenty-six interviews were conducted with officials in the nonprofit sector; 18 interviews were conducted in the public/governmental sector; 10 interviews were conducted with officials in the private sector/private individuals; 9 interviews were conducted with leaders in the faith community. Students analyzed data utilizing a theme analysis approach in which they identified core themes through different levels of analysis. Raw data are available upon request.

The interview questions are located in the appendix, listed under *Community Survey and Interview Guides*. Survey questions are available upon request.

An Overview of the Child Serving Community: Service Areas and Barriers

The child serving community in Orange County spans government, nonprofit, and private sectors. Issues addressed by the community are complex and multi-faceted. In considering the ability to join components of the community together into a collaborative network, these characteristics need to be understood. Based on a survey, detailed in the methodology section of this report, the following is understood regarding the child serving community in Orange County.

The majority of respondents were from non-profit agencies. For this reason, the data will provide limited information on the government/public and private/for profit organizations that responded to the survey. Additionally, due to the disproportionate number of non-profit agency responses in comparison to government/public and private/for profit organizations, further data will need to be collected before results can be considered valid with a reasonable percentage of confidence (refer to Figure 1 and Table 1).

Figure 1: Percentage of respondents by institutional status

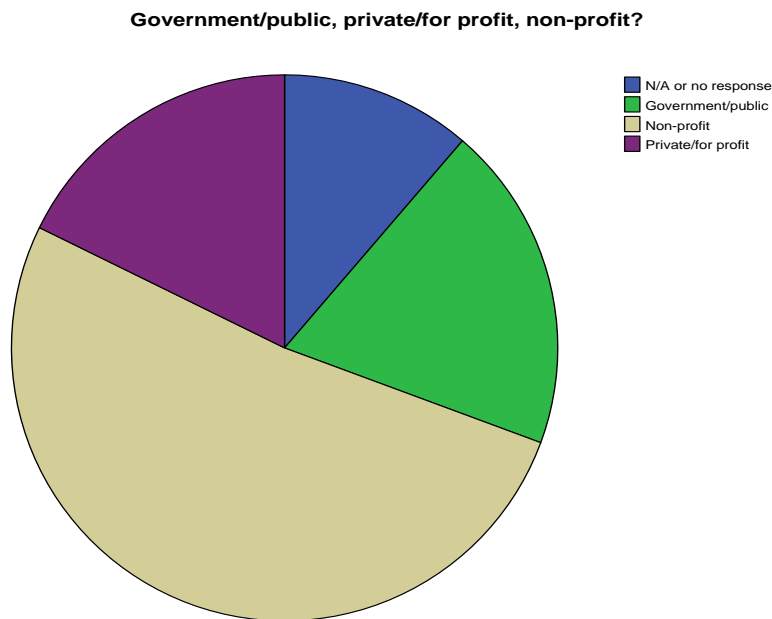


Table 1: Percentage of respondents by institutional status

Government/public, private/for profit, non-profit?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	N/A or no response	7	11.3	11.3	11.3
	Government/public	12	19.4	19.4	30.6
	Non-profit	32	51.6	51.6	82.3
	Private/for profit	11	17.7	17.7	100.0
	Total	62	100.0	100.0	

Figure 2: Services provided by age group

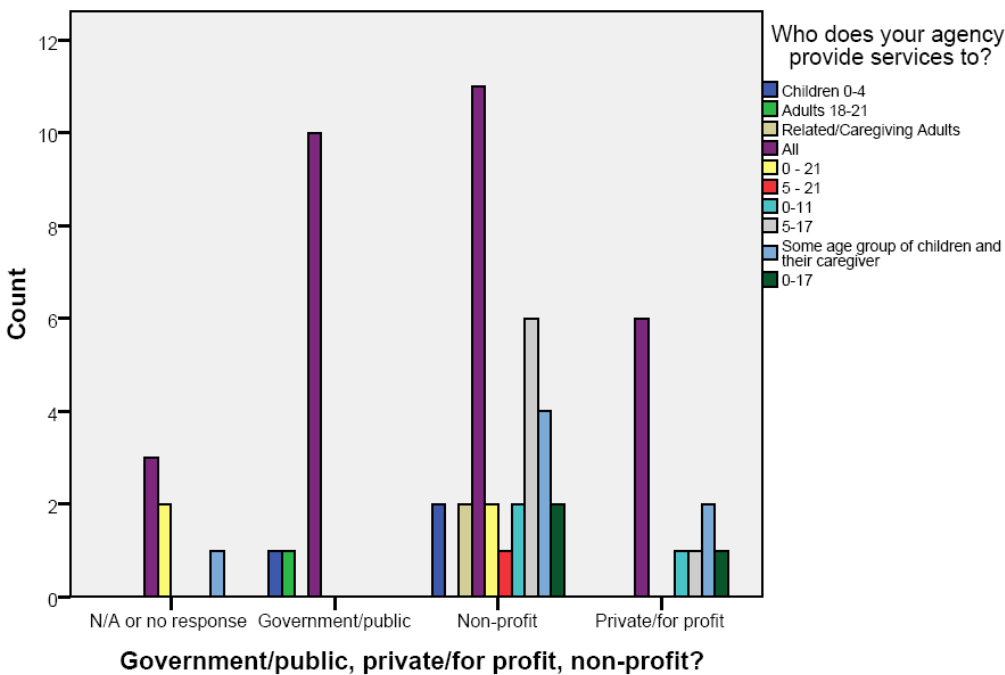


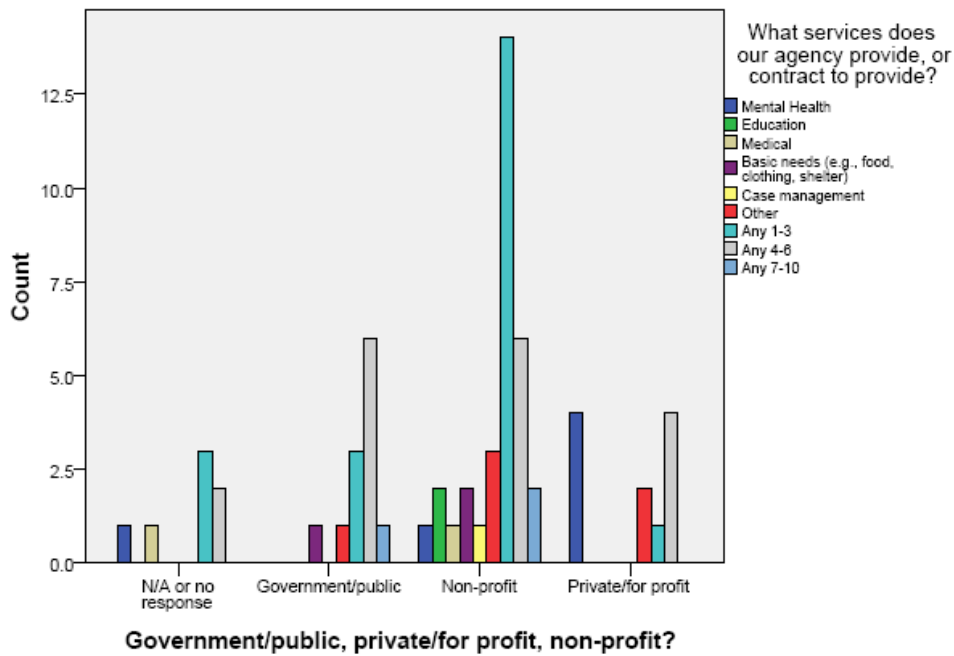
Figure 2 (above) provides information on the age group(s) served by each type of institution. In all categories of non-profit, government/public, and private/for profit, there is at least one agency affiliated with the Children’s Cabinet that provides services to all age groups and their caregivers. However, major variations noted include:

- Age group 0-4 is not served by private/for profit agencies affiliated with the Children’s Cabinet
- Government/public and private/for profit organizations responding to the survey do not provide services to both children and their caregivers
- Government/public and private/for profit organizations responding to the survey do not provide services to caregivers in any capacity

The data retrieved regarding services provided (See Figure 3, below) offer some insight as to where services may be duplicated and where shortages are occurring. For example:

Case management, while there is a possibility it is offered by some of the agencies that provide multiple services, is only a specialized service for non-profit agencies.

Figure 3: Services provided by agency status



The lack of data is helpful in assessing the status of organizations affiliated with the Children’s Cabinet. Specifically, fewer government/public agencies show an affiliation. The majority of network ties are non-profit organizations, with private/for profit companies a second. All three status categories contain organizations which serve both large and small numbers of clients (Figure 4).

Figure 4: Number of clients served by institutional status

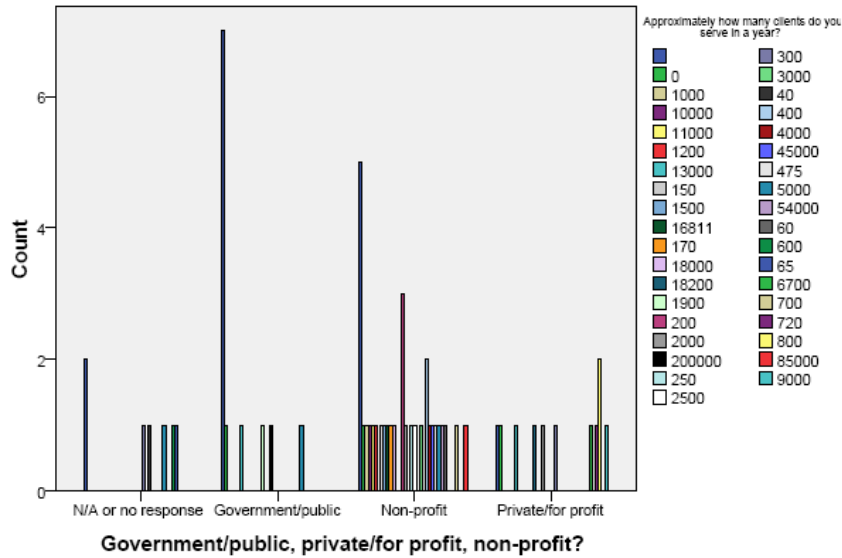
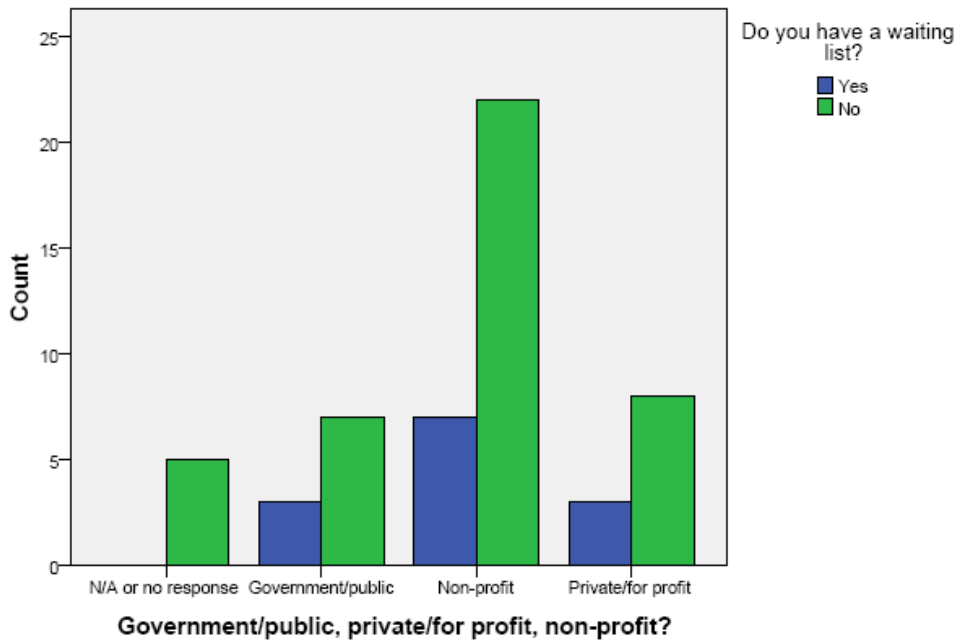


Figure 5: Waiting list by institutional status



One concern for many agencies is the number of clients who must wait for services. Some causes for this include:

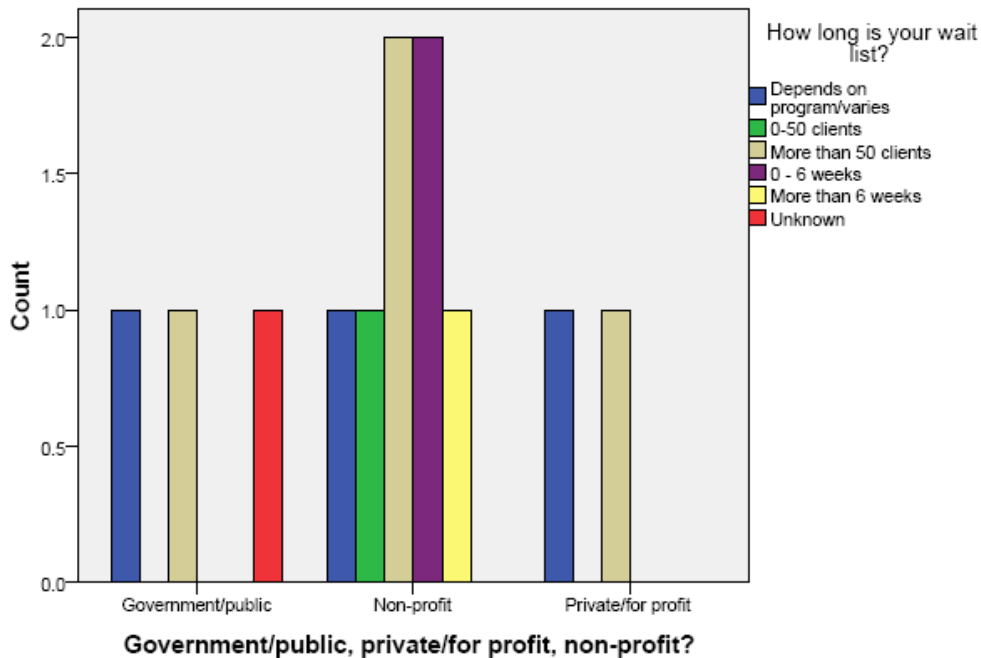
- Funding
- Manpower shortages
- Services unavailable

- Lack of networking with capable agencies

While there may be little assistance with funding, even this deficiency can be decreased through networking with capable agencies. Better corroboration between agencies will provide each with knowledge of where funding is being directed and services are currently available. Survey data from those affiliated with the Children’s Cabinet provide evidence that wait lists are a stumbling block for all types of agencies involved in the network, even if all are not affected (See Figure 5). The statistical data show that each is affected about the same, with more agencies in each category reporting a wait list than not, the disproportionate number of non-profits being due to the number of non-profits that responded to the survey.

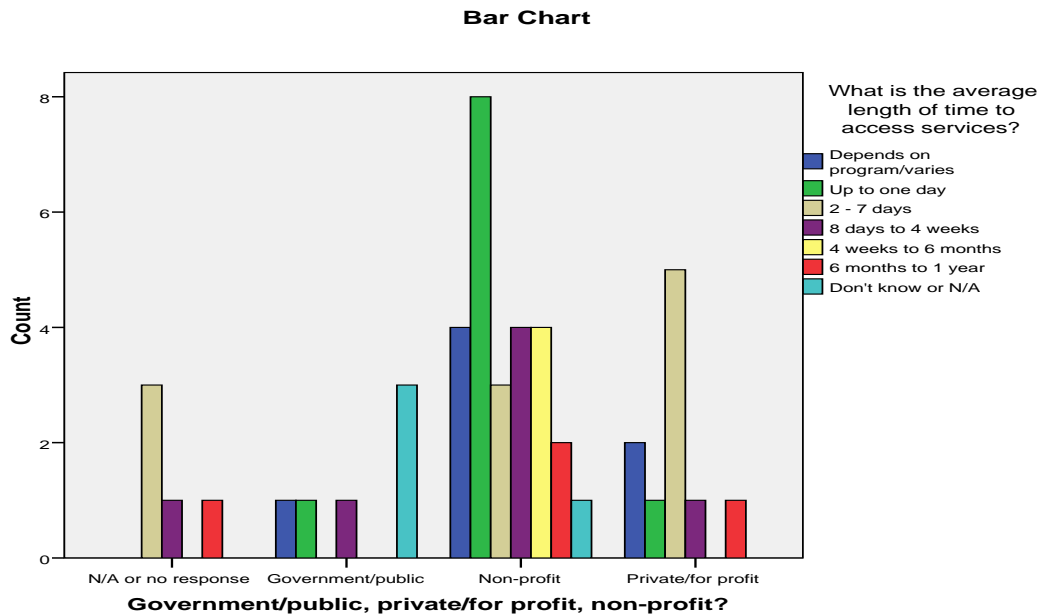
The length of time varies greatly on the type of program offered by each agency (Figure 6, below). This is true for government/public, non-profit, and private/for profit agencies. The majority reported wait lists of more than 50 clients. Wait time varied greatly from agency to agency and program to program.

Figure 6: Length of wait list and number of clients on wait list



Non-profits reported the shortest wait time for actual services, and the majority of private/for profit respondents reported services rendered within 7 days; however, all institutions maintained that the type of service or program had some influence on the wait time (Figure 7).

Figure 7: Wait time for receiving services



Overwhelmingly, agencies reported both receiving clients by referral from other agencies and a majority of clients who receive services from multiple service providers (Figures 8 and 9).

Figure 8: Clients received by referral

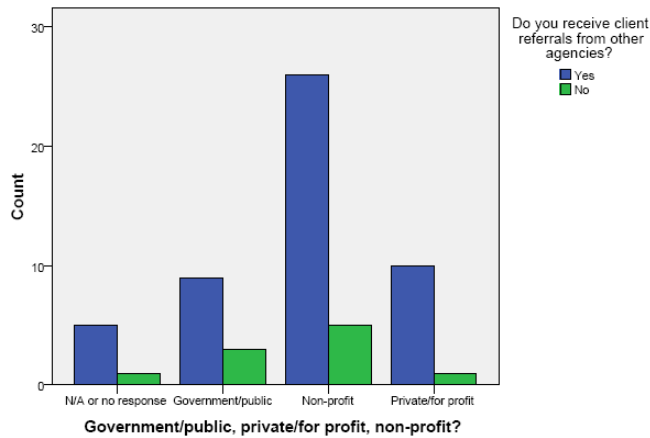


Figure 9: Referrals received

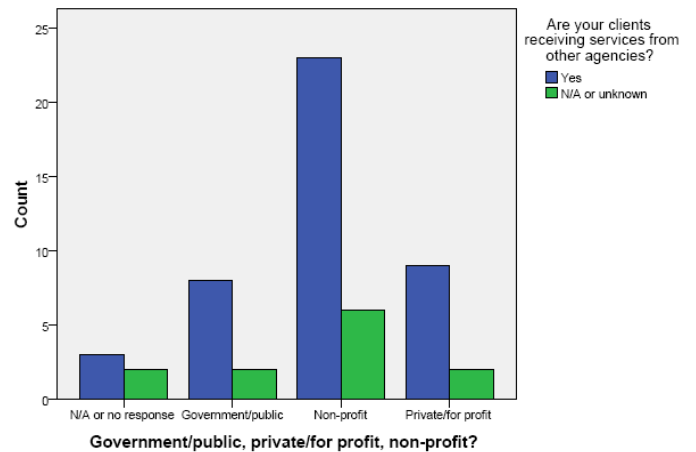


Figure 10: Clients denied service due to lack of funding

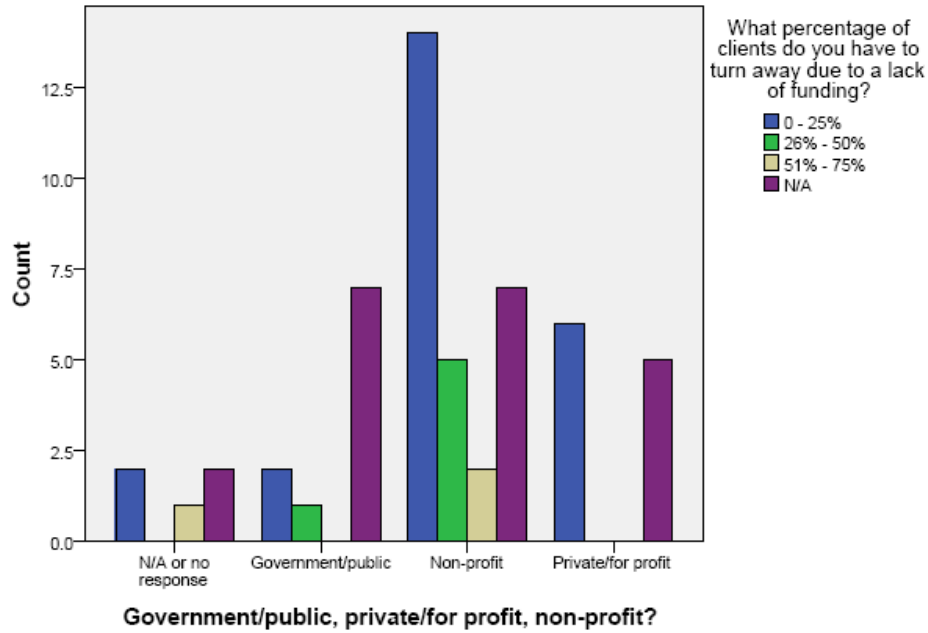


Figure 10 (above) shows the number of clients who are denied services by each institution. Some results (Refer to Table 2) indicate that:

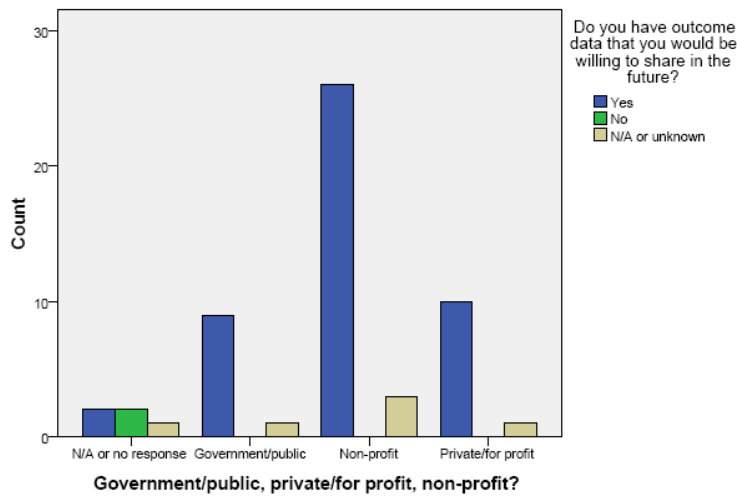
- Non-profits turn away the majority of potential clients due to funding issues
- Of the 54 agencies responding to whether or not they turn away clients due to funding issues, 61.1% reported they do turn away clients
- The majority of agencies turn away 25% or less of their potential clients

Table 2: Percentage of clients turned away due to lack of funding

What percentage of clients do you have to turn away due to a lack of funding?

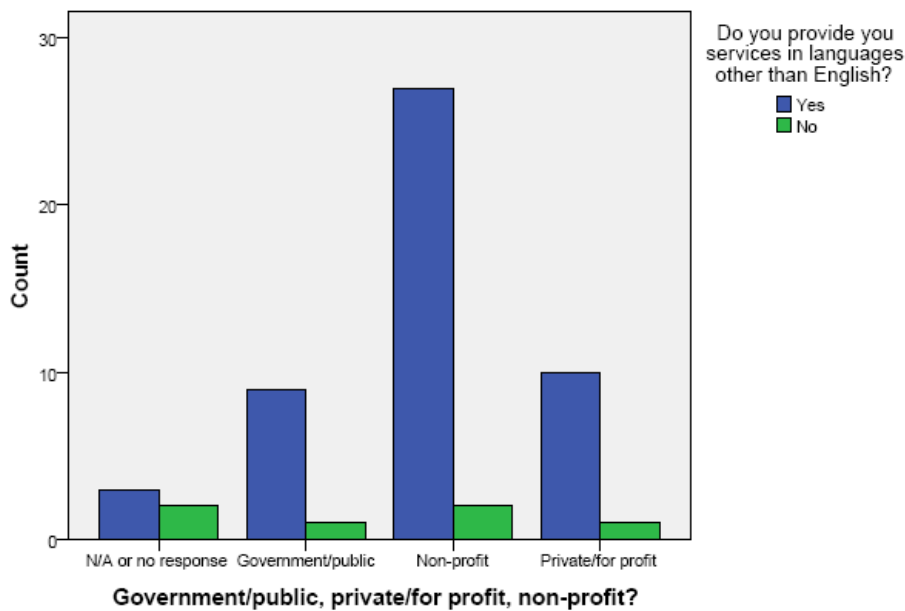
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	0 - 25%	24	38.7	44.4	44.4
	26% - 50%	6	9.7	11.1	55.6
	51% - 75%	3	4.8	5.6	61.1
	N/A	21	33.9	38.9	100.0
	Total	54	87.1	100.0	
Missing	System	8	12.9		
Total		62	100.0		

Figure 11: Agencies with further outcome data



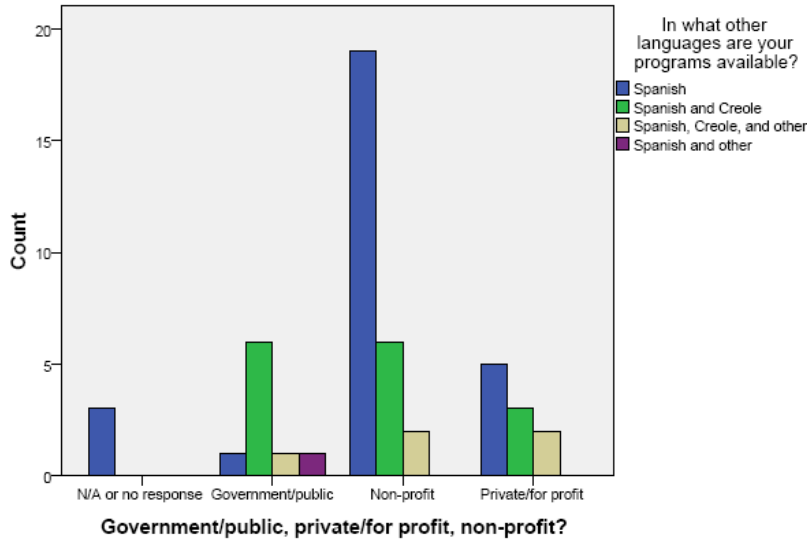
The majority of agencies have information regarding outcome data they are willing to share with the Children’s Cabinet network (Figure 11).

Figure 12: Agencies that provide services in other languages



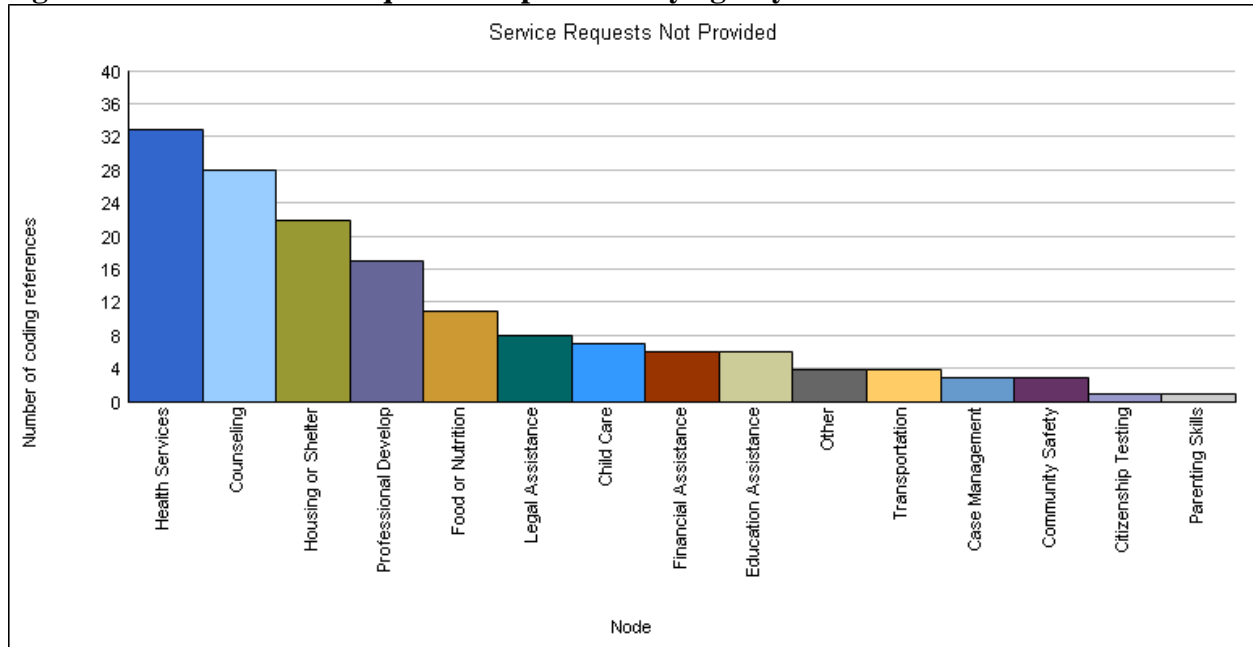
All groups by institution contain a large number of organizations that provide services in a language other than English (Figure 12). Figure 13 shows that clearly, the majority of organizations who provide alternate language program provide them in Spanish. However, Creole and others were mentioned across the board. Many provided services in multiple languages.

Figure 13: Alternate languages for programs



Agencies provide a variety of services, as noted above, but they are limited in their ability to meet the complex needs of clients. Figure 14 shows the services identified in open-ended responses that are most often requested by clients but which the responding agency cannot meet.

Figure 14: Client service requests not provided by agency



Many organizations report transportation as a barrier for clients receiving services (Figure 15). While this has typically been addressed as a rural problem, it is reported among survey members that even in urban and suburban Orange County, many clients have trouble finding transportation to needed services.

Figure 15: Transportation as a barrier

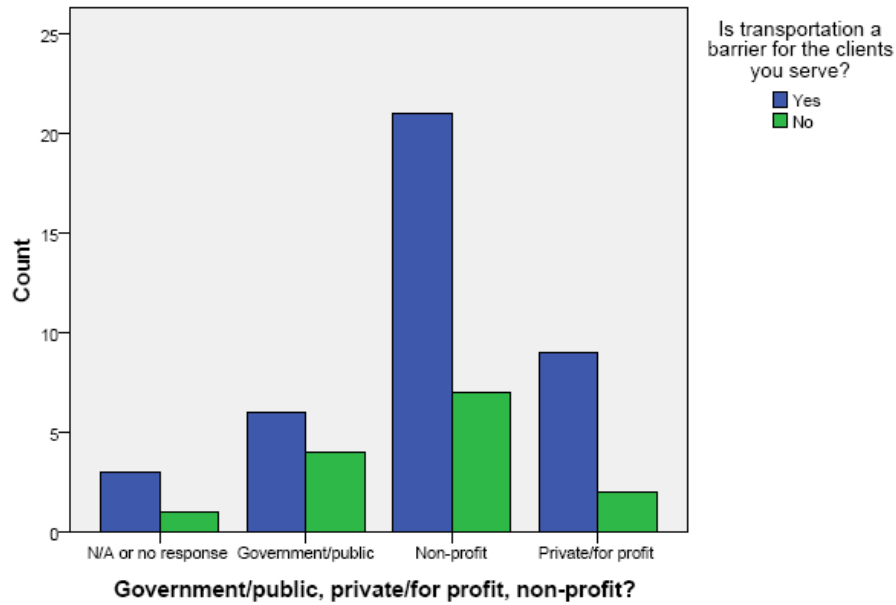
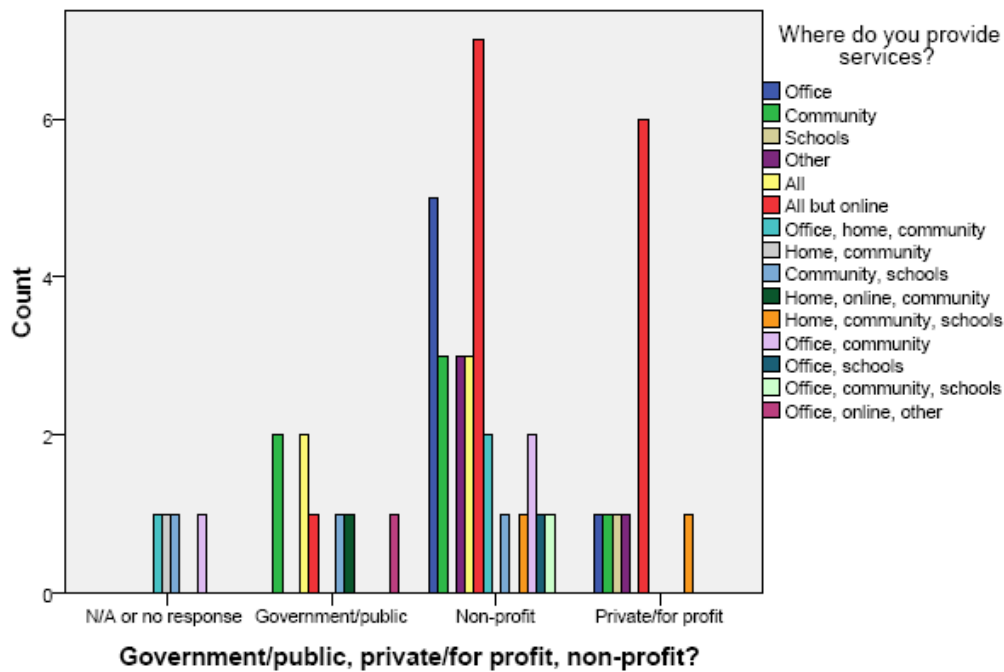


Figure 16: Location of services



Responses varied greatly with regard to the location of services provided. A large number indicated they provided services in the following locations:

- Office
- Community

- Schools
- Home
- Online
- Other

All provided services throughout the community. The biggest area of discrepancy noted is that many did not provide services online. In this age of technology, online services are vital to many clients to including shut-ins and those with transportation barriers.

Figures 17 and 18 show the top listed barriers to either service delivery or client benefit from services delivered. Response categories are based on open ended responses by survey respondents. Funding is the most often cited barrier, along with client access to services, including the lack of transportation. Numerous other barriers are seen in the figures below.

Figure 17: Barriers to service delivery

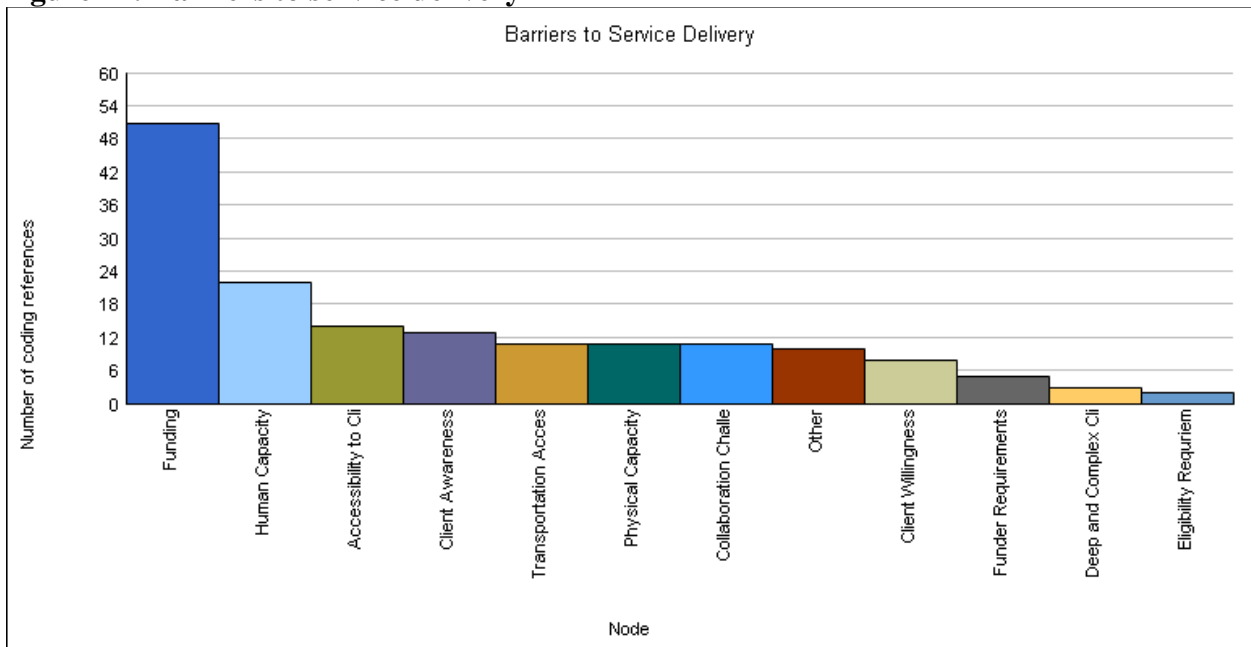
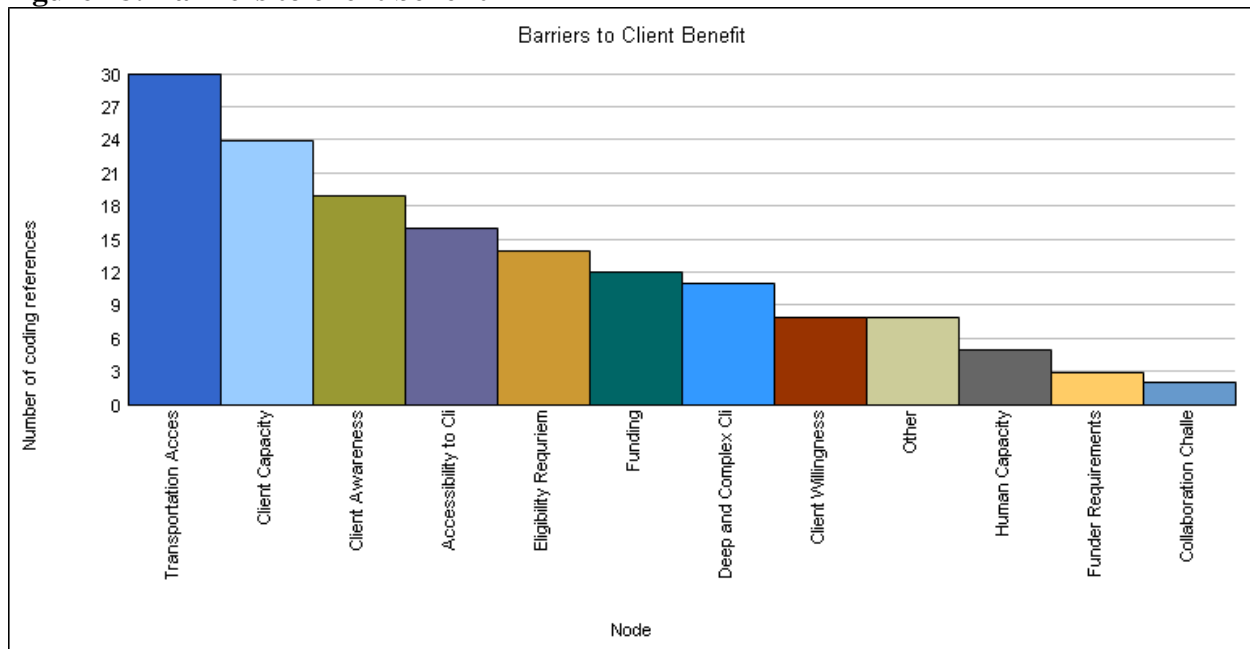


Figure 18: Barriers to client benefit



Recommendations

Based on survey findings, the following recommendations can be offered:

- **Better oversight** to reduce duplication of services, overall. **Case management** is a crucial component for this goal. Organized case management of client services will allow an agency to better determine where a client should be directed.
- **Consider changes that are likely to occur in the future.** Organizations change over time and although a contract needs to be solid and binding, there should also be a way to balance the needs of each organization when the needs change.
- **Strong leadership is essential in creating harmony among network members.** The network needs to have leaders who encourage members to join in and view the changes as positive and beneficial to the organization. Animosity between network organizations in any way, such as competition for scarce resources, can be minimized if all members are part of the process and informed of changes as they occur. Strong, confident leadership can be an important influence on members when changes are taking place that can cause uncertainty about the future.
- Continue to **provide and receive client referrals** from outside agencies.
- **Further analysis of the data** is needed to determine the validity of the survey data, with respect to the number of responses from each institutional category. Additionally, specific services provided by each agency will assist in determining which network ties need strengthening and where improved networking may help reach more clients.

- **Evaluate outcome data from other agencies.** Further research will also provide information that agencies are willing to share regarding their outcome data.
- **Prioritize and decrease barriers** affecting clients' ability to receive services. Examples: transportation, language, etc.
- **Increase location of services available or network with agencies that provide more options** for clients.
- Consider networking with agencies that can assist other agencies in **setting up online services.**

Possible Network Members and What They Bring to the Table

A series of possible network members has been created for recommendation to the Orange County Children's Cabinet. Network members include those who directly engage in the child-serving community. These potential network members are sourced from responses to interview questions from the public sector, private sector, nonprofit sector, and the faith-based community regarding the surveyed population's perceived need for representation.

Respondents from all sectors agree that the Orange County Children's Cabinet or other collaborative body should be comprised of representatives from all sectors and even unaffiliated individuals. Several service areas are presented with the feeling that these service areas should be represented within the network in decision-making capacities.

Public sector members will bring administrative and governance capabilities to the cabinet; however, many respondents are wary of too much public agency control. Another benefit of including the public sector in the hierarchy of the cabinet is that government funds and grants may be more secured and there may be greater legislative influence in favor of child-serving agencies.

Private sector members can also offer greater funding opportunities since these organizations have a wide scope of private donors and clients. These organizations operate independently from government subsidy and may be able to assist the cabinet in building autonomy. Private organizations can also promote the importance of performance and organizational evaluation.

Nonprofit organizations are mission driven and could be vocal in guiding the cabinet in its adherence to the overall purpose and client need. In addition, these groups have large pools of volunteers that can be encouraged to work alongside the cabinet in promoting the cause and filling human resource gaps. Fundraising efforts can also be managed by these members.

Finally, representation by faith-based community leaders is also desired. These groups have many current ties with agencies of all sectors and can steer the network toward stronger and broader collaborations. These groups also recruit many locals into the congregations who can serve as volunteers for the cabinet.

Each of these cross-sector members would contribute to the overall collaborative effort of the network by knowledgeably representing his/her service area and working towards the wellbeing of children and families. Through the collaboration of multiple sectors, the network can limit service gaps, reduce superfluous service delivery, maintain an effective governance structure, employ services from multifarious sources, secure funding from grants and private donors, and better and more attentively care for the client base—the children of Orange County.

Public/Government Sector

In creating a network, there are some actors and organizations that need to be involved. Some of these potential network members identified by the public sector interviews include

faith-based service providers, members of boards of local foundations, individual donors, business sector, community leaders, parents, youth, educational sector, health care community, child advocates, Head Start, Coalition for the Homeless, University of Central Florida, Public regulatory Agencies, volunteer organizations, and nutrition specialists. The Children's Receiving Center serves as a facility to Faith-based service providers have a great diversity of services to deliver to children and families and many do not turn clients away. Business sector community leaders often serve on executive boards of non-profit or philanthropic organizations not only to give back to their community, but also to make recommendations on how to more efficiently run business. The Florida Nurses Association, Early Learning Coalition, and Greater Orlando Dental Society are forces in the health care community that should be included in the network. The University of Central Florida faculty is often capable of writing and facilitating grants that better serve community or societal needs through innovative programs and services. Volunteer efforts can reduce program costs and increase the visibility of a cause. Looking to other counties such as Hillsborough for a model of child serving activities may also provide a suitable stakeholder.

In terms of stakeholders who have the greatest amount of interest in the child-serving community, the public sector respondents identified children and their families as the primary stakeholders. Others include the court system, the National Association for the Mentally Ill (NAMI), Mothers Against Drunk Driving, and the Department of Children and Families. Many agencies feel that the particular need they serve is of utmost importance for the well-being of children and families within Orange County probably because they see the consequences of the situations they deal with. For example, a school-board official might feel that education is the critical need in the community, while a substance abuse counselor may believe that dealing with drug issues is the most important area in which to assist children and families.

Finally, the public sector assigned salience to stakeholders within Orange County that have high levels of power to set policy and elicit change. These powerful entities include city government and county commissioners, local celebrities like Orlando Magic team members, the Bush Charitable Foundation, the Philips Foundation, Universal Foundations, United Way, judges, the juvenile commission, community leaders, business leaders, hospitals, and the Orange County School Board. Certain individuals named include Judge Perry, Linda Stewart, Andy Gardner, Dean Cannon, Mary Beth McKean, Rich Morrison from Florida Hospital, and Jerry Kasip from Lakeside Alternatives.

Private Sector

There was an agreement amongst the private sector respondents that a varied group of people must be involved to be able to capture many viewpoints of children services. The consensus is that it will take a community effort, and anyone that has an interactive face with children or anyone that is interested in the well being of the community should be involved. Some specific examples include executives from varying sized agencies, regional decision makers, the juvenile court system, health and human services, faith based agencies, and associations that represent client groups like the foster care associations.

Answers regarding the highest interest stakeholders were varied within the private sector, but many stated that all the stakeholders have a large amount of interest in this issue. Several

respondents mentioned the juvenile justice system, as well as parents and schools/educators. One lead organization that was mentioned was Family Services of Metro Orlando (FSMO), as well as Orange County Health and Human Services. Executive directors of non-profits, legislators, and citizen groups were also noted as potential high interest stakeholders.

Yet again, state and local legislators and local government councilmen and commissioners were cited numerously by private sector agencies as powerful stakeholders in the community, as were large non profits, other community leaders, and parents. The university could also be a powerful stakeholder. Other specific agencies that were mentioned are the Department of Children and Families, Department of Juvenile Justice, and the Health Department. FSMO and Healthy Start were other powerful stakeholders that were mentioned. One interviewee noted that the power should be equally weighted between providers and funders, but the roles must be defined. Parents and the media were also mentioned as possible power stakeholders, depending on how they exercised their role.

Nonprofit Sector

Nonprofit organizations would also like to see representatives from mental health organizations, as well as representatives from healthcare organizations which would include local hospitals, the Department of Health, Medicaid, community health centers, the Health Council of East Central Florida, Health Central Hospital, and the Destiny Foundation. In addition, many agencies would like to see the school system involved or some representative from Orange County Public Schools. These agencies acknowledged that the school system is important because they often are the ones with day-to-day contact with children. Other popular network members include more involvement from the faith-based organizations, big business such as the Orlando Magic, the local universities such as the University of Central Florida, political and legislative decision makers from the local, state, and even federal government, and members of the juvenile justice system.

In regards to stakeholder involvement, many agencies believe that any service organization that serves a child or family in some way should have the greatest interest. In addition, the juvenile justice system was also a common answer since they are the ones that have the most experience and knowledge into what's wrong with children and possibly how to treat it. Parents, the child, the school system, and the community in general are also believed to be some of the stakeholders that should have the greatest amount of interest. Finally, one agency believed that funding organizations such as United Way or the Funders Forum should have a great amount of interest.

Nonprofits show consensus in that the most salient stakeholders are government officials, such as those from the city, county, and state, have the most power in the county and should be included. In addition, business leaders and big business also was an answer for many agencies, especially businesses such as Disney or the Orlando Magic. The community, and the tax-payers and voters, were also viewed as powerful in the county because they elect the leaders who determine what gets done, who gets funded, and what the priorities are for the community. Finally, some agencies believe that the school system, the Department of Children and Families,

the Department of Juvenile Justice, and hospitals or healthcare providers also have great power in the county and should be included.

Faith-Based Community

Similarly, faith-based respondents feel government agencies, nonprofits, food banks, foster parents, local community members, schools and other educational institutions, parents, the business community, and faith-based organizations should all be involved in a potential future network in Orange County. Particularly mentioned at a broader level were bishops, brothers, parents, and teachers. Specifically named agencies included Habitat for Humanity, the Salvation Army, and Rescue Mission.

The majority of the faith-based respondents state that the parents/family/homes have the greatest interest in the child-serving work. Faith-based organizations were stated next along with educators, community/county, nonprofits, law enforcement, psychologists, counselors, foster families and government and according to these interviewees, stakeholders with power include County Government, specifically Mayor, Churches-large, specifically Christian Service Center, schools/education system, Department of Children and Families, nonprofits, foundation leaders, religious leaders, some private sector leaders. One respondent mentioned by name, Joel Hunter, and Bishop Wenski, the Roman Catholic Bishop, as key stakeholders in the faith-based community.

Conclusion

In conclusion, it is clear that there is interest in seeing a wide array of agencies and individuals represented in a network of the child serving community. A challenge in bringing this diversity together is observed through the examination of how this diversity is currently represented. We turn to this topic next.

Current Relationships

A survey, designed by Children's Cabinet of Orange County, was administered to a group of service providers to identify the existing features of service providers and to identify the relationships among these service providers. Totally, 89 representatives from various organizations completed the survey via SurveyMonkey.com.

Some questions of the survey relevant to network analysis were used to analyze the current relationship between organizations in the child serving community. The questions that were used as for network analysis were the following:

1. Please complete your contact information below (includes company name)
2. Please list the name of agencies / programs you refer clients to, or contact with, for additional services.
3. Please list the name of agencies / programs you receive referrals from.
4. From what sources does your agency receive its funding? Rank in order (From 1 to 6, 1 refers to most and 6 refers to least).

The survey was intended to be completed for only one representative for each organization. Since, for some organizations, more than one representative completed the survey; their responses were aggregated into one. After aggregating multiple responses into one, totally 62 organizations were entered into UCINET software for analysis. A 62 X 62 matrix was created to look at the relationships between organizations based on the responses to survey questions 2 and 3 above. Organizations' entity (government, non-profit, and private), and major funding source that organizations receive its funding were used as attribute data to look at the relationship among organizations.

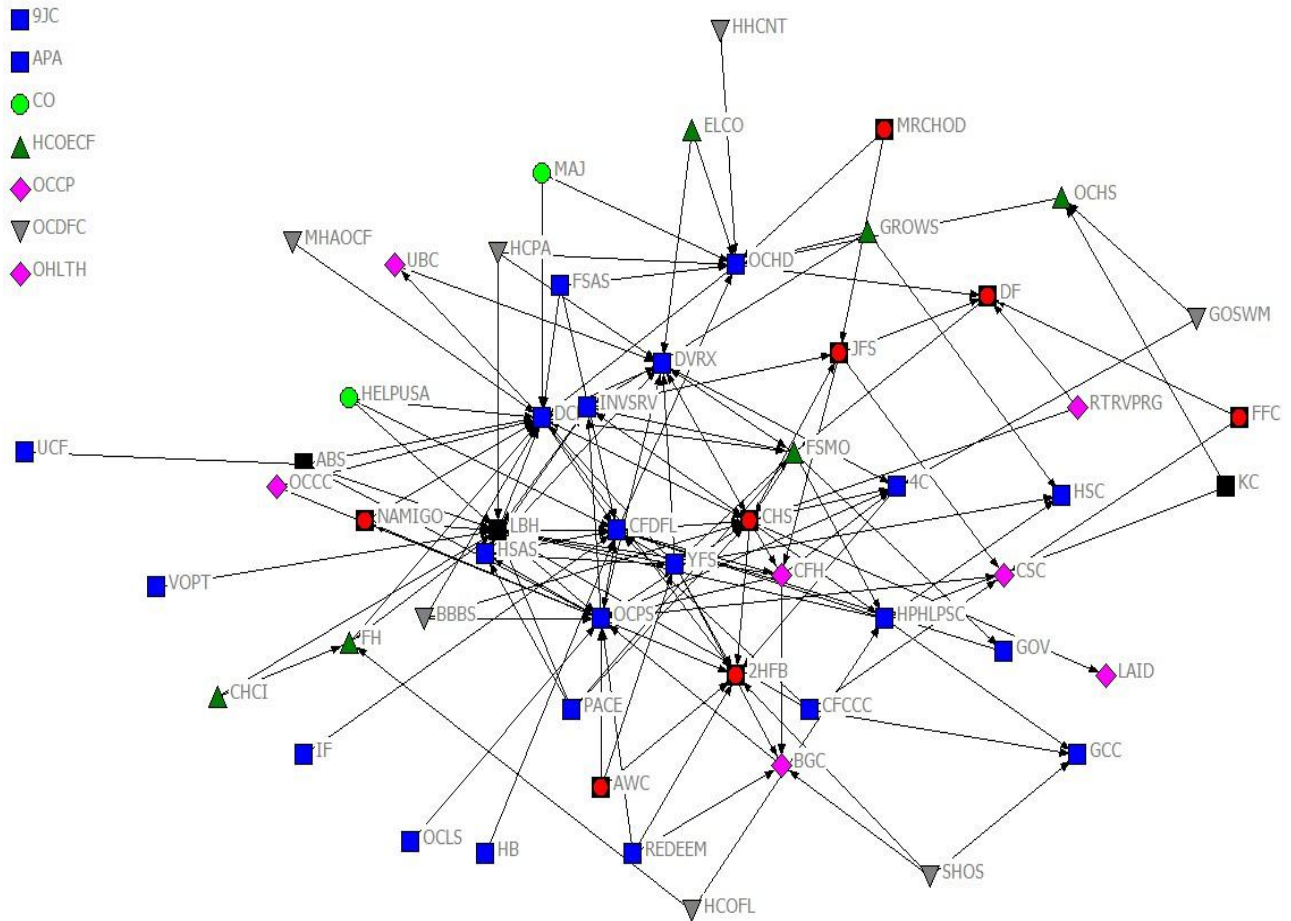


Figure 20: NetDraw Visualisation of Relationship Networks (Refer to with fund sources)

Figure 20 shows that the Center for Drug Free living (CFDFL), a private organization as seen in blue squares in the map, shows a high refer to network. CFDFL receives most of their funding from the state among others Lakeside Behavioral Healthcare (LBH) has a high number of state and private refer to networks indicating they have strong relationship with other state agencies. Devereux, receiving their funding from the state, has also a high refer to network. The map indicates that those who receive funding from the state seem to have a better relationship with those who receive funding from the state.

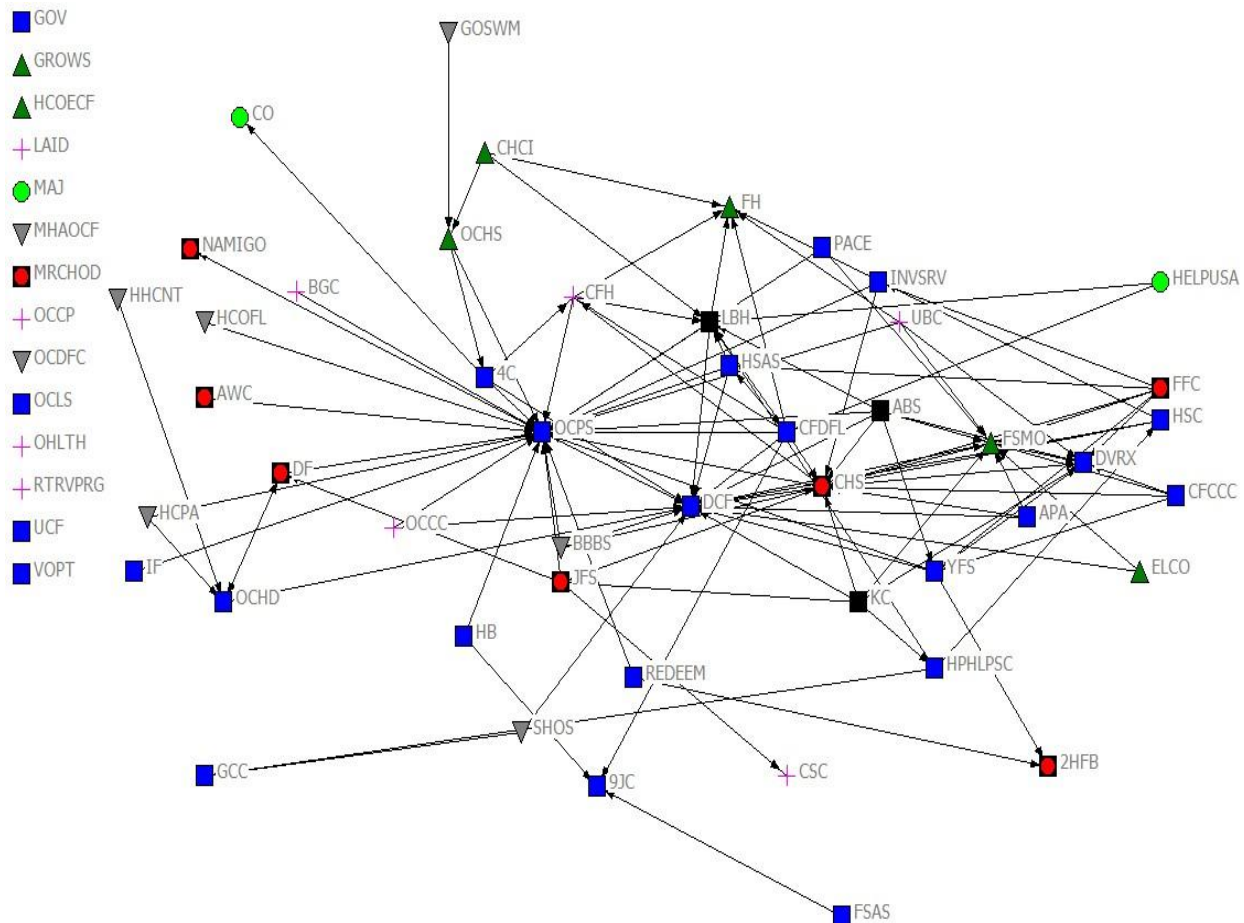


Figure 22: NetDraw Visualisation of Relationship Networks (Refer from with fund sources)

According to figure 22, Orange County Public Schools (OCPS) has a high number of private agencies that refer to them. In addition, Figure 4 also shows that Department of Children and Families (DCF) receive their funding from the State which is indicated by the blue squares that show a large number of private organizations that receive a lot of information from them. Nonprofit organizations such as the Children Home Society of Florida (CHS) have less communication and relationship with state and federal agencies. It also seems that private organizations have a strong communication networks and the nonprofits seem to have a dense refer from relationship with other networks.

Identifying Powerful Actors in the Network—Centrality Measures

Three measures of centrality are reported below, as follows:

Degree Centrality is a measure of the number of direct ties from one actor to another. The higher the value the more direct ties exist.

Closeness Centrality is a measure of the distance between one actor and all others. he lower the value, the closer an actor is to all others in the network.

Betweenness Centrality is a measure of how many times an actor stands between two other actors, who cannot reach each other any other way. The higher the value, the more times the actor serves as the broker.

Refer To Network

Table 3: Normalized Degree Centrality Measures For Refer to Networks

	NETWORK	DEGREE CENTRALITY
1	Entire Network	7.139
2	DCF	29.508
3	OCPS	29.508
4	LBH	27.869
5	CFDFL	24.59
6	CHS	24.59
7	OCHD	18.033
8	DVRX	16.393
9	YFS	16.393
10	FSMO	14.754
11	2HFB	13.115

According to the above Degree Centrality Table (Table 3), two government organizations; Orange County Public Schools (OCPS), and Department of Children and Family (DCF) and one private organization; Lakeside Behavioral Services (LBS) have a high number of direct ties to other networks. This places them centrally in the network and thus establishes them as potentially powerful actors in shaping the exchange of information.

Table 4: Normalized Closeness Centrality Measures For Refer to Networks

	NETWORKS	CLOSENESS CENTRALITY
1	Entire Network	10.725
2	UCF	9.887
3	FFC	10.15
4	HHCNT	10.167
5	GOSWM	10.184
6	HCOFL	10.269
7	SHOS	10.269
8	KC	10.287
9	OCHS	10.321
10	GCC	10.339
11	MRCHOD	10.339

According to the Table 4, the University of Central Florida (UCF), a private organization, has the lowest value 9.887 thus indicating UCF has a close relationship to all others in the network. Foundation for Foster Children (FFC) seems to have also close relationship with other

organizations within the network. These scores may be misleading with respect to the power of organizations, as the network is disconnected. Further, in the case of UCF, referring back to the figures above, the University is dependent on a single broker to connect it to other agency actors. This weakens the power of UCF in that case.

Table 5: Normalized Betweenness Centrality Measures For Refer to Networks

	NETWORK	BETWEENNESS CENTRALITY
1	Entire Network	1.974
2	DCF	15.417
3	OCPS	13.947
4	CFDFL	13.335
5	LBH	13.064
6	OCHD	10.574
7	CHS	10.019
8	HPLPSC	6.87
9	DVRX	3.79
10	YFS	3.776
11	2HFB	3.356

Table 5 illustrates that Department of Children & Family (DCF), a government organization, serves as a broker within the organization since it has the highest value; 15.417. Orange County Public Schools (OCPS) is another important broker which makes other organizations connected to one another. These brokers are key to disseminating information through the network.

Refer From Network

Table 6: Normalized Degree Centrality Measures For Refer From Networks

	NETWORKS	DEGREE CENTRALITY
1	Entire Network	5.817
2	OCPS	40.984
3	DCF	27.869
4	CHS	24.59
5	FSMO	18.033
6	LBH	16.393
7	CFDFL	14.754
8	DVRX	13.115
9	ABS	11.475
10	YFS	11.475
11	CFH	9.836

Orange County Public Schools (OCPS) and Department of Children and Family (DCF), both governmental agencies, have a high number of direct ties to other networks which means that these two organizations are two powerful organizations within the network.

Table 7: Normalized Closeness Centrality Measures For Refer From Networks

	NETWORKS	CLOSENESS CENTRALITY
1	Entire Network	6.199
2	FSAS	5.826
3	HHCNT	5.911
4	GCC	5.951
5	GOSWM	5.951
6	CSC	6.004
7	CO	6.01
8	2HFB	6.034
9	9JC	6.094
10	HELPUSA	6.1
11	CHCI	6.124

According to the above Closeness Centrality table (Table 7), First Step Adolescent Services (FSAS), a non-profit agency, has the lowest value at 5.826 thus indicating FSAS has a close relationship to all others in the network. Three non-profit organizations; Hope and Help Center (HHCNT), the Grove Counseling Center (GCC), and Gift of Swimming (GOSWM) also have close relationships to all others in the network. Their closeness centrality scores are 5.911, 5.951, and 5.951 respectively.

Table 8: Normalized Betweenness Centrality Measures For Refer From Networks

	NETWORKS	BETWEENNESS CENTRALITY
1	Entire Network	1.469
2	OCPS	29.406
3	DCF	13.796
4	CHS	6.164
5	CFDFL	5.502
6	LBH	5.063
7	OCHS	3.086
8	4C	2.97
9	JFS	2.912
10	YFS	2.849
11	OCHD	2.83

As seen in the Table 8, Orange County Public Schools (OCPS) not only in the above charts but throughout the data analysis serves as the primary broker, the leading actor in the child serving community. In the above Centrality table OCPS has the highest value at 29.406 which

means the Orange County Children’s Cabinet will have to collaborate closely with OCPS to start closing the gaps in the child serving community. Department of Children and Families (DCF) also serve as another important broker within the network.

Referrals across Sectors: Analysis of Density Tables

Aggregation of nodes into classes or clusters allows us to look at the relationship by taking into account the similarities of nodes. The main idea of blockmodeling is to divide the actors into clusters that are homogeneous with respect to some features. Block modeling creates a density matrix which gives the average value of ties between actors of one block with actors of another block.

Refer To Network

Based on the responses to the question of “Please list the name of agencies / programs you refer clients to, or contact with, for additional services.” we looked at the referral relationships among organizations by clustering all organizations according to their sector their entity (government, non-profit, and private) and also clustering their primary fund sources.

Table 9: Reduced Block Matrix For Refer_to Network with Sector Entity

	1 (Unknown)	2 (government)	3 (non-profit)	4 (private)
1	0	0.036	0.013	0.026
2	0	0.053	0.036	0.098
3	0	0.052	0.027	0.045
4	0.013	0.068	0.043	0.118

Density matrix table (Table 9) gives the average value of ties between actors of one block with actors of another block. According to Table 9, private organizations have much more relationships with private organizations since its corresponding value is the highest among all blocks (0.118). This means that approximately 12 percent of all possible relationships exist between private organizations. Government organizations have more dense relationships with private organizations compared to government and non-profit organizations (its value is 0.098). This relationship counts approximately 10 percent of all possible ties among organizations.

Table 10: Reduced Block Matrix For Refer_to Network with Fund Source

	1(private)	2(state)	3(federal)	4(insurance)	5(grant)	6(fundraising)	7(unknown)
1	0	0.056	0	0.111	0	0	0
2	0	0.06	0.018	0.139	0	0.073	0.028
3	0	0.071	0.024	0.048	0	0.018	0
4	0	0.083	0.095	0.167	0	0	0
5	0	0.047	0.036	0.042	0	0.031	0.014
6	0	0.052	0.018	0.042	0	0.107	0.069
7	0	0.028	0	0.037	0	0.028	0.014

As related to the question that asks organization representatives from what sources does their agency receive funding, respondents were expected to rank their funding sources from various sources (private pay, state, federal, insurance, grants, and fundraising). Among responses, the fund source that was selected most was chosen as an organizations' primary fund source.

Based on the block density table (Table 10), organizations that receive their primary funding from insurance have much more relationship with organizations that receive their primary funding from insurance. Since their corresponding value is 0.167, approximately 17 percent of possible ties exist among organizations that receive their funding from insurance. The same relationship exists between organizations that are primarily funded by fundraising (Approximately 11 percent of possible ties exists among organizations that are funded by fundraising). Organizations with their primary fund source as coming from state have more dense relationships with organizations that are funded by insurance. Overall, it seems that there are no strong relationships existing across agencies in different funding source categories.

Refer From Network

We also looked at the referral relationships among organizations by clustering all organizations according to their sector their entity and their primary fund sources based on the responses to the question of “Please list the name of agencies / programs you receive referrals from.”

Table 11: Reduced Block Matrix For Refer_from Network with Sector Entity

	1 (unknown)	2 (government)	3 (non-profit)	4 (private)
1	0	0.071	0.004	0.078
2	0	0.061	0.013	0.008
3	0	0.057	0.012	0.026
4	0	0.152	0.023	0.136

According to table 11, private organizations seem to have much more dense relationships with government and private organizations respectively than non-profit organizations. In other words, it seems that private organizations receive fewer referrals from non-profit organizations compared to government and private type of organizations. Non-profit organizations have more dense relationships with government organizations than the other two types of organizations.

Table 12: Reduced Block Matrix For Refer_from Network with Fund Source

	1(private)	2(state)	3(federal)	4(insurance)	5(grant)	6(fundraising)	7(unknown)
1	0	0.014	0	0.111	0	0	0
2	0.014	0.049	0.036	0.042	0	0.052	0.009
3	0	0.024	0.071	0.048	0	0	0
4	0	0.125	0.143	0.167	0	0.125	0
5	0	0.042	0.018	0	0	0.016	0
6	0	0.057	0.036	0	0	0.054	0.028
7	0	0.028	0.048	0.037	0	0	0

Table 12 illustrates that organizations that are funded by state have networks with all other organizations except for the ones which receive their fund sources from grants. Insurance funded organizations seem to have strong relationships with organizations that receive their primary funding from insurance, federal, state, and fundraising sources. It is interesting that none of the organizations has a relationship with grant funded organizations.

Conclusion

In conclusion, the data analysis will give the Orange County Children’s Cabinet basis for closing the gaps in the child serving community. As indicated in the analysis, Orange County Public Schools (OCPS) is a key player; without making a collaborative effort to build relationships with OCPS it will be impossible for the Children’s Cabinet to reach their mission and close the gaps in the Child serving community. There are several other core, potentially powerful actors identified in current relationships as well. A challenge for the future of the child serving community will be to craft a collaborative network that recognizes existing power structures while also allowing for responsiveness to the unique interests of potential network members. According to the data it will take collaborative and collective efforts from nonprofit organizations, governmental and private agencies to close the gaps and connect all the networks together.

Desired Relationships and Type of Network

As part of the cross-sectoral interviews administered, agencies were asked for their input on the type of network that, in their opinions, would optimize the flow of communication and overall collaboration of the Orange County Children's Cabinet. In addition, these agencies were asked to assess existing relationships within the network in order to analyze strong and productive relationships and make suggestions to mitigate weaker and less efficient collaborations.

Based on these interview findings, an organized network structure, in which exists limited vertical hierarchy with a horizontal flow of communication and exchange of information seems most desired by respondents across sectors. It is important to reiterate that the type of network each sector views as important is one in which information is shared multi-laterally. The scope of this information is still tentative and will evolve as the network grows. Primarily, an information-sharing network would focus on identifying child-serving agencies in Orange County and disseminating service delivery information throughout the network in order to create a database for clients in need. As the network matures, client-based information may be a source for network members, rather than just simply agency-based information.

The interviewed agencies also state that a focus on structure and organization is crucial, but discourage an overarching authority that has a vested interest in the network and their particular child-serving agency. A real opposition exists to the idea of a private firm or public agency leading the network. For this, it can be concluded that a centralized, neutral facilitator seems most efficient and progressive.

Other communicated network arrangements include representation from all service areas and sectors. Community outreach is another factor for network relationship, as well as advocacy and policy-change to facilitate funding and service delivery for children's services. Some interviewees also expressed a desire to create a network in which members participate in joint service delivery and resource sharing. Controversy arises here in that many agencies fear loss of autonomy, loss of clients, and loss of funding. However, the benefit to the children and families in which these agencies serve could increase with an effectively organized collaborative network.

Public Sector

Many public sector agencies desire a network that would share information across agencies to better meet the needs of the child serving community in Orange County to reduce duplication of services, the redundancy of information collected from clients, and to reduce costs. However there is not unilateral support for the Children's Cabinet role in facilitating a network. Additionally the level of information sharing that public agencies desire is ambiguous. Public entities also support sharing resources cross-sectorally, but caution that this may lead to competition between agencies. Many public agencies are willing and interested in partnering not only with other public agencies, but also non-profits, direct service providers, and faith-based organizations. There is also a strong desire to create a single point of contact for families and children who need to access services. Although the Department of Children and Families

provides this to a degree, there is still service duplication, and children sometimes fall through cracks in service delivery.

In terms of outreach, public agencies believe that there is a need to educate legislators to develop public policy and partnerships between government and service providers. The public sector also asserts that there must be a change in service culture. Facilitation of the development of a healthier community and a greater emphasis on proactive prevention would potentially reduce the costs of reactive service delivery in the long term. Prevention is currently the most neglected area of children's services. Finally, other areas that the public sector thinks the network should address are issues of homelessness, the creation of a unified voice, and the incorporation of non-governmental partners to assist with the shaping of legislation and policies.

Currently, the public sector engages with a variety of child-serving agencies in many capacities. This includes information sharing, referral systems, contracting with service providers, organizational partners, and overall collaborative efforts. The extent of these relationships varies.

Overwhelmingly the interviewees within the public sector noted that they were in favor of a network that would allow for information sharing. Reasons for this include the prevention of duplication of effort, to see where clients have already received services in the system, and to put clients in the programs that they need. However, one interviewee noted that the information sharing may not be beneficial because each caseworker has a specific job to perform and will not need the information from another area with which they are not familiar. One barrier to this information sharing that was cited was the privacy issues of health records.

Generally speaking, most public interviewees agreed that a network that allows for the sharing of resources across agencies would be beneficial. Because many children require services from multiple disciplines, this would facilitate meeting all of the client's needs. Some cited that the sharing must include not just money but information, expertise, and a common mission. Several noted that this process could be quite difficult because each organization might protect its own interest. Some rules and procedures might need to be in place to provide the structure for this sharing to occur. Some organizations that overlap services might even benefit from jointly delivering services to make better use of scarce resources. One interviewee stated that such sharing could potentially create conflict with the child serving community by creating conflict and decreasing accountability as agencies become unsure of who is responsible for the various tasks.

Private Sector

All private sector respondents supported the concept of a network that provided for the joint delivery of services, yet most noted how difficult this would be. The reasons for such a concept included to ensure that services are delivered efficiently and effectively without overlap and with access to a variety of services. As families become involved with multiple organizations they must meet the expectations of many programs and thus become overloaded. Such a joint delivery of services may prevent this if a family is referred to only the services that it needs in the interest of a true strategic intervention. Given the size of the county, the large

bureaucracy, protection of resources, legal barrier, and confidentiality of medical records, this joint delivery of services may be a daunting task as cited by the interviewees.

All replies from private organizations stated that a network that would develop a policy agenda is beneficial to the child serving community. The legislators must be educated to see the common vision of the child serving community beyond their term for systemic change to occur. The development of a policy agenda could help legislators to see the larger mutual benefit of improving the well being of children. This policy agenda would also give the agencies themselves a sense of direction in terms of advocacy efforts. One interviewee noted that if the funding mechanisms are not behind the policy than the only result is information sharing.

The strong advocacy for service prevention measures, as seen within the public sector, overflowed into the private enterprise with similar support, but greater skepticism. While prevention was cited as a key element of the child serving community and all interviewees were in favor of a network that supported prevention, the major barrier to this is budget cuts. Society is often reactive and invests more in intervention than prevention, and in fact prevention funds are often the first to get cut. It is less expensive to focus on preventing children from coming into to the system in the first place. For instance, it is much more expensive to shelter families and get them back into housing than to prevent them from being without shelter in the first place. Funding and institutional strategies are not focused on prevention but rather on intervention. Two interviewees noted that it is important that one effort does not overshadow the other, but rather a two tiered effort is important to deal with current issues and to prevent problems in the future.

Suggestions from the private sector for other needs for a network were broad and include: a network to address better educational outcomes, a communication network for job vacancies and training, a network to involve a grant writing component to seek federal dollars, and a foster care network to provide records access across agencies. The general sentiment is that collaboration must occur in order to see better outcomes for children and so that the agencies are aware of the other services in the community. The network should serve as a one stop shop, as one interviewee stated. It should be noted that one interviewee was skeptical of the concept of a network and saw its potential merely as a means to compare information and complain rather than as a mechanism for change.

Nonprofit Sector

Every single nonprofit organization agreed to the idea of sharing of information, with a few agencies agreeing but cautious on sharing certain information that might violate HIPAA and confidentiality laws. These few agencies would not think it would be necessary or appropriate to share certain information such as a child's information on mental or emotional issues or social security numbers. In general, there was a unanimous agreement and strong advocacy for the sharing of information, especially across an online database of information. Many agencies expressed significant interest in such a database where one could access where the family or child has been, what services they received, who has what or how many resources, and things of that nature. A significant factor in agreeing to the sharing of information was that it could reduce the redundancy of information, fliers, and forms that parents, children, and families would have to fill out as they go from one agency to the next, which increases stress on an already stressed

family. An interesting thing to note is that some individuals recalled talks of a similar database based around an identification number or smart card years before, but it apparently fell to the wayside because of a lack of support and resources.

Similar to information sharing, most nonprofit agencies would like to see the sharing of resources but cautioned on what those resources would be and on the difficulty of constantly updating those resources. Many agencies believed in the full sharing of resources, whatever they might be, while other agencies thought that resources should be shared only if they were personnel, staff, data, or best practices. Another agency disagreed nearly entirely with the sharing of resources. This individual cautioned that different agencies have different views of resources so some agencies would complete tasks differently than other agencies. In addition, if a collaborative agreement is made to fund an agency and that funded agency does poorly, then the rest of the group may receive a negative reputation. Ultimately, the many agencies that did agree to resource sharing, agreed to it because they would like to see better use, leverage, and procurement of resources as well as a reduction in the duplication of services.

Again, all nonprofit organizations agreed to the idea of jointly delivering services, especially in a form of co-locating at certain venues. Several agencies gave brief examples of their current practices or building plans to co-locate many agencies and services in one location. They explained that this would be effective, by reducing the duplication of services as well preventing a parent or family member from running all over town to get different types of services. Much of the support of this streamlined form of service stems from a belief in the "no wrong door policy." Concerns with the idea of jointly delivering services are due to possible turf issues, as well as making sure that such a thing is not mandated.

Many nonprofits agreed to the idea of promoting a policy agenda with local, state, and even federal officials. These agencies believed that it would be a great benefit if they could bring in primary decision makers, politicians, and legislators, and educate them on what the child serving community is doing and what is going on in the community. By doing so, these agencies believed they would receive much more political backing and support, better leverage of local and state funds, and ultimately achieve more progress than they have now. In addition, there were a few concerns over this idea due to the uncertainty of how to achieve this, especially among smaller agencies, that too much bureaucracy is involved enough already and that it's difficult to walk a fine line between promoting policy agenda and lobbying. Also, a couple agencies believed that more focus should be on the federal officials and that the general public and media should be included within this group.

Several needs that nonprofits want addressed are to have more involvement and funding for the healthcare services, including mental health care. Other agencies advocated the creation of an additional network of healthcare agencies, or even to limit the size of the Children's Cabinet network into smaller groups because of concerns that there were too many agencies which caused difficulty in getting things done. An additional similar need presented was to divide services based on socioeconomic conditions; in that lower class individuals need the services of healthcare and developmental teachings while upper class individuals need access to opportunities to see the diversity in their community. Finally, another agency described their need as wanting more involvement from the faith-based community.

Nonprofit agencies collectively agree that the inclusion of the Orange County Public Schools as a network member is optimal for network success. According to some agencies, they have good, strong, and friendly relationships with the school system as well as running programs with them such as anger-management programs, eye-care programs, and back-to-school programs. One agency acknowledged that they do work with Orange County Public Schools but they need more commitment from the School Board, and especially from the Superintendent. According to this same agency, they work with representatives of the Superintendent but claim that it doesn't work well because that individual doesn't have the authority to act for the Superintendent. Another agency said that they have a relationship with the school system but that it could always be stronger or better.

Faith-Based Community

Faith-based respondents feel a network of information sharing would be great. This could help the involved organizations identify other services in the community and even combine efforts instead of duplicating them. Additionally, respondents feel being able to share personal knowledge of families and children across organizations could be helpful because they do not know and are not always given historical information on families and children seeking their services. In addition, respondents agree that the sharing of resources, both financial and other, could be productive to have in place, as long as the organizations are ensuring they meet the needs of the child/children for which the resources are being used. By working together, the goal or objective can be met better collectively rather than alone. This could also not allow for duplication of services and efforts among the organizations. Some respondents feel several of the larger faith-based organizations might be hesitant because they meet the needs of their congregation without the need for support.

Faith-based participants feel the joint delivery of services to children and families is already taking place in some instances. If a network were created to address this issue specifically, all the respondents support it as long as the needs of the children are being met in the end. The consensus is a more effective and efficient way of delivering services and avoiding duplication of services. There is a concern, however, that the faith-based organizations primary mission of spiritual and religious teaching might be diluted by including other organizations outside their mission. If this can be avoided, all are on board.

Although respondents feel promoting a policy agenda could be useful if approached the right way, there is a lot of hesitation to involve government in their agenda. They feel they would lose their freedom to teach their core values and mission and constantly be fighting bureaucracy. There is not a lot of confidence among respondents that this type of network would ever work successfully. However, all the respondents agree that a network created to focus on prevention is vital in the community. They feel it is critical to reach out to children at a young age to ensure they are following the right path in life and know the consequences of moving in the wrong direction. Prevention is the key to developing a stronger community.

Faith-based interviewees affirmed that healthcare, homelessness, hunger and education needs are the most salient needs for a network to address. Especially with the economic

downturn, there is an even greater need to address homelessness and hunger. Additionally, someone suggested it would be nice to see a network that addresses health care issues in the community. Another thought it would be beneficial to have a network created to help with parenting issues, such as addressing the needs of parents who do not speak English whose children are English speakers. One respondent suggested a network of people who would be willing to evaluate the need for a program in one area of the County where children do not have access to any kinds of after-school or other programs.

Conclusion

Given the consensus around information sharing as a purpose for a network, the challenge next is to determine a governance structure that aligns with potential network member interest. It is to this topic that we turn next.

Strategic Orientation and Management Structure of Network

When discussing the strategic orientation and management structure of a network, it is very unlikely that complete consensus will be reached among all parties within the child serving community. Here, four different sectors, with varying missions and goals, were asked to describe their preferences for strategic orientation and management structure. Although each sector had its own preferred style, they all share relatable similarities, which indicates all sectors share a somewhat similar vision as to how a network should be run.

For strategic orientation, three potential systems were presented to the organizations interviewed: (1) a system where the network is bound by clearly stated rules and procedures for decision-making and some hierarchical accountability mechanisms, (2) a system that is less hierarchical and rule-based that is built around teams with shared interests and goals, and (3) a decentralized system where all or most decisions are made by group consensus and dialogue. When discussing strategic orientation with the public sector representatives, they mostly agreed there should be structure that allows for guidance and flexibility, but the leadership should be by consensus. The private sector seemed to share a common interest in having a decision maker who allows for flexibility, but also maintains structure. Within the non-profit sector, the consensus was geared toward a system with flexible rules, which would allow for teamwork and network evolution. Faith-based organizations preferred a teamwork-oriented system that provides structure and accountability. Within each sector there was a suggestion similar to that of a possible teamwork-oriented, group-like, board or committee, which would help maintain structure and provide for accountability.

When discussing the management of the network structure with the organizations interviewed, three types of structures were introduced: (1) a network with no administrative core, in which all or most decisions are made through dialogue and consensus, (2) a network in which a single member of the network serves as the primary decision maker and face of the network, and (3) a network with a network administrative organization who would not be a member of the network, but would serve as a broker between network members, facilitating communication, information sharing, and decision making. Again, most respondents believed one of these systems alone would not be sufficient. The public sector agreed there must be an administrative core but also wanted to have the ability for group consensus. The private sector agreed there must be leadership represented at the meetings but could not agree on whether it should be an organization involved in the network, or a third-party broker who would facilitate communication and information sharing. In the nonprofit sector, group consensus and dialogue were viewed as important, but structure needed to be in place in order to accomplish goals. Faith-based organizations preferred a third party broker which would allow for the facilitation of communication and information sharing, but suggested paying for such a service might not be conducive to a successful network. Each sector seemed to have differing views as to the network structure, but each one came back to two potentially compatible ideas: a third party facilitator or a group of network representatives to help provide structure and still allow for group discussions and dialogue.

Public Sector Key Findings: Strategic Orientation

The reality of any large-scale network is the need for some level of management or strategic orientation. In our work to create a proposal for the child serving community, we interviewed members of the public/government sector regarding their needs and desires in the development of a possible network. Strategic orientation describes the rules within a network rather than the structure that shapes the decision-making process.

The first concern we wanted to address was of expectations of our network members for their participation in the network. Most respondents agreed a certain amount of structure would be necessary to hold the group together, though they expressed concern that too much control would inhibit flexibility and hinder the network's ability to keep pace with changing demands. A smaller number of parties expressed a desire to begin the network with more structure in the beginning stages, but then relax toward a more consensus-based system as the network relationships mature over time. The desire for structure arose from the practical need to manage activities rather than the desire to have a clear delineation of power or accumulation of authority. Interviewees also were in favor of leadership by consensus, though some respondents admitted such processes may be overly burdensome or inefficient for certain situations.

When asked about their feeling concerning a less hierarchical and rule-based structure that is built around teams with shared interests or goals, respondents suggested a combination of the two. Both structure for guidance and flexibility to adapt to mission needs were seen as important. One interviewee stated regardless of the structure, there needs to be a sense of direction and progress. Some have reported disillusion on the current efforts toward collaboration because it seems that little progress is being made and previous meetings have become unproductive. Other agencies expressed a desire for a non-hierarchical system where all members have a vote and equal say regardless of organizational funding or size.

Moving in the direction of less control, a third option was presented featuring a decentralized structure where all or most decisions are made by group consensus and dialogue; however, this approach was not widely supported in the public sector. This option ensures all parties have a voice and may lead to more participation. One respondent in favor of this organizational method said some structure would still be needed to prevent complete chaos, such as a board and executive committee. Other respondents stated the need to build trust in order to nurture the Children's Cabinet beyond its infancy. Another interviewee stated democracy encourages relationship building and establishment of trust because everyone would have an equal voice. An interesting point brought up by one party was this will happen in the subcommittees once they become active. The subcommittees will report back to the governing board, and there will be an opportunity for input and consensus at that level. This allows several organizations models to exist vertically.

Public Sector Key Findings: Network Structure

Network structure is the model of governance being applied to the network, which provides shape, guidance and decision-making authority. Three network structures were proposed including self governance, strong central leadership and weak central leadership. Few

public respondents supported a self-governed network, stating the lack of an administrative core and the loose structure of this type of consensus-based network would not be manageable. One interviewee stated there would need to be complete agreement among all agencies on the governance of a self-governed network. Without buy-in from all the stakeholders, the network would hold no value.

Another avenue of network structure is establishing a strong administrative core, in which a single member of the network would serve as the primary decision maker and face of the network. Some participants stated although consensus is important, it is not always possible. Rather, there should be a conflict resolution process that could mediate differences. Though this rationale would be better served in a weak core system, it is applicable here. The challenge lies in deciding who would be in charge. One respondent pointed out the network might get into some territorial issues when selecting leaders. To this end, one agency felt very strongly against a strong core expressing it would dictate the agenda.

The last proposed network is an administrative organization serving as a broker between network members, facilitating communication, information sharing, and decision making. A network administrative organization would be a separate organization, not a network member. One coalition in Orange County felt that this could be preferable to other models since it would help tear down some of the fences and ease tension. A government entity providing oversight to the childcare system suggested a managerial entity capable of strict leadership to establish the network and foster the initial relationships. This strict approach would then be relaxed over time as the network develops. One interviewee expressed his support for the model saying networks want all parties to have a voice because some members are not as outspoken as others. A facilitator would be able to solicit participation from all members. Several public agencies felt a network administrative organization would provide some much-needed structure, but would also encourage consensus-building, dialogue, and participation.

Private Sector Key Findings: Strategic Orientation

The preferences for network arrangements were fairly consistent with little deviation amongst parties across all sectors. None of the interviewees prefer a network bound by clearly stated rules and procedures for decision making and some hierarchical accountability mechanisms. Many see this concept as too rule bound and fear the procedures will kill creativity and innovation in the community. The general preference is for a less hierarchical and rule-based structure built around teams with shared interests or goals. One stated reason is because shared accountability between members who are working on issues of shared interest will be the most stable way to create a network and preserve the creativity that the agencies want to see. One interviewee suggested that rules do not get made by committee very well, so there must be some kind of decision maker who allows for flexibility but maintains structure. Rules and operational procedures serve to facilitate communication, minimize misunderstandings, and prevent any one group from overriding the values and opinions of another group. The rules should be based on function, one interviewee noted, for instance, formulating a policy agenda will require different rules than service delivery.

Most of the interviewees think that a decentralized type of management structure is a little too loose. Some think due to the size of Orange County and the bureaucracy revolving around it, the network should start from a less hierarchical and rule-based structure and be built around teams with shared interests or goals. Then the network may move to a more decentralized structure where all or most decisions are made by group consensus and dialogue.

Private Sector Key Findings: Network Structure

Only one of the interviewees prefers a self-governed network based on the fact the Children's Cabinet of Orange County needs a self-governing structure which actually does make decisions and "doesn't apologize for those decisions". Only one of the interviewees prefers a lead-organization network management structure with the condition that the lead organization is a member of the network and has a demonstrated history of professionalism, as well as neutrality ethics. One noted that to be truly collaborative there cannot be a lead organization. Another interviewee felt if the network had the purpose of legislative advocacy and communication, then there would be no need for a lead organization, but once funding was involved, a lead would be established.

The majority of the interviewees envision a network administrative organization (NAO) structure as most the most sustainable means to building lasting relationships between the network members. Suggested funding for an executive director, board, and skeleton staff could be from organizations, state match, or philanthropy. One interviewee best summarized this network administrative organization as a broker between network members for facilitating communication, information sharing, and decision making. One even suggested the Children's Cabinet serve as an administrative organization for the network, although it is unknown how this person envisioned such a structure. This same interviewee suggested the NAO be a board of network members and not a separate organization.

Non-Profit Sector Key Findings: Strategic Orientation

A large majority of non-profit agencies said they would prefer to have a mixture of both a hierarchical mechanism in place, with rules and procedures, as well as one which values the input of group consensus and dialogue. As one agency member stated, he would still like to have consensus on issues but would also like to have some sort of operations and accountability in place. Many agencies agreed the network would need more structure than currently exists in the Children's Cabinet. Some agencies suggested this structure should be comprised of experts in the field, head-decision makers, and representatives of core agencies who would serve on a board-like structure. These individuals would be elected into board based on a group consensus or, as several agencies wanted, a voting system which grants one vote to one agency, regardless of its size. In addition, many agencies wanted more rules and regulations in place which would also be decided upon by group consensus and dialogue. Some agencies stressed these rules would have to be flexible and not as strict so as to promote teamwork and team building as well as allowing the network to change or evolve whenever needed.

The reason many agencies want a mix of a hierarchical structure in addition to group consensus and dialogue is because they feel other structures foster a lot of talk but no action. All

the non-profit agencies greatly value the group consensus and dialogue; however, they need some sort of structure or steering group within the network so they can guide the process and hold some sort of responsibility to the Children's Cabinet. Many respondents believe presently each agency is acting individually and are only concerned with individual issues or problems. To solve this, some agencies said to create common goals and interests determined by group consensus and dialogue. By doing this, the hierarchical mechanism, whether it is a board, commission, council, etc., would allow the group to focus on goals while also being able to measure them in the future to gauge their outcomes. Another respondent thought one could solve the problem of individualism within the Children's Cabinet by having a neutral party as the lead-decision maker or facilitator.

However, a couple agencies wanted to focus much less on group consensus and dialogue, and have more a primary decision maker or elected figure head guiding the group. This primary decision maker would be decided upon through consensus, but he would then create an action plan and enforce it upon the group while still being accountable to the Children's Cabinet. In addition, this figure head would speak for the mission of the group and be representative of the entire group or Children's Cabinet. Ultimately, primary concerns with solely group consensus and dialogue as a strategic orientation were due to the idea nothing would get done and there would not be enough structure to guide the Children's Cabinet toward progress.

Overall, the non-profit agencies definitely want to keep group consensus and dialogue in mind when the Children's Cabinet network is created. They want the value of having everyone's voices heard; however, this takes time to implement. Because of this, most of the non-profit organizations are willing to entertain the idea of a hierarchical mechanism in place, mostly to guide the process and keep the network's mission or goals in mind. Most of the rules, regulations, and representatives of the hierarchical mechanism would be decided upon by group consensus and dialogue, with some agencies suggesting a voting mechanism.

Non-Profit Sector Key Findings: Network Structure

Similar to that of the strategic orientation, many agencies preferred having a network structure not entirely self-governed and one that is not entirely a network with one lead organization. In other words, these agencies preferred a network somewhere in-between a self-governed and lead-organization network. They preferred one which valued group consensus and dialogue but still needed structure in order to accomplish anything. Only a few respondents were willing to agree to only one lead organization or figure head. Issues with one lead organization stemmed from concerns the agenda would vary based on who is leading the group. Many agencies would much rather prefer an organizational group of agencies such as a board which would coordinate efforts and manage, oversee, and fix the issues as well as be accountable to the rest of the group, due to possible buy-in of members. In addition, some agencies preferred this organizational body would measure progress regularly and report back to the group.

Additionally, there were a few agencies which would prefer just a self-governed network based around group consensus and dialogue. These agencies believed groups were capable of governing and leading themselves toward a common goal. In addition, the supporters of this structure preferred having agencies to still have individual interests take place so these agencies

can collaborate and form a consensus that would fit well with everyone. Finally, there were concerns by these agencies that a lead organization or a board may not be able to speak for the entire group of agencies and their interests, even with a voting system in place to determine who would be on that board or governing body.

Finally, there were a few agencies which preferred a neutral broker between network members who would facilitate communication, information sharing, and decision making. One agency member gave an example of a neutral broker on another board. This agency member had no idea who this neutral party was funded by but knew that this neutral party was not affiliated at all with its board. This agency member described the neutral broker as very effective and helpful in guiding the process the entire way. Another agency member who preferred a neutral broker said it would depend on how this neutral broker was assigned, what accountability measures would be in place, and if there is any oversight of this neutral broker. Another agency preferred a neutral broker or third-party facilitator because networks need empowerment without micromanagement.

Overall, a majority of agencies still preferred the group consensus and dialogue which would come with a self-governed network but didn't trust anything would get done. Thus, many of them would also like to see an organizational body, whether it be a board, council, or another governing body, which would help guide the process of group consensus and dialogue and help move progress forward before it stalls with endless talking and consensus. Nevertheless, some agencies still preferred just using group consensus and dialogue in hopes that the Children's Cabinet could run itself. Finally, a few agencies preferred the neutral party that would facilitate dialogue between agencies, while having no biases in decision making.

Faith Based Sector Key Findings: Strategic Orientation

The faith-based community is exemplified by structure and in many cases organization. Commitment to its cause is very strong and communication was noted to be very important when thinking strategically about a network orientation. There is a need for transparency amongst a somewhat hierarchical structure. Accountability was seen as imperative and without some form of regulation, be it some rules or procedures, there must be structure amongst their vision of a network.

The respondents did lean toward a teamwork-based orientation; however, there was an additional concern the network would not be as tightly managed. This left some room for suggestion as to whether there could be a balance between the two orientations of a hierarchical structure with clear procedures and a team-based orientation with similar interests driving collaboration. This teamwork ideal carried much weight as to being effective, but only if participants shared the same vision/philosophy.

One position amongst the respondents was clear regarding decentralized network structures, and this point presented suggested this form of structure should work, but does not as it offers several issues. One main issue mentioned included the inability of a decentralized network to reach agreement. If agencies are deadlocked in decisions, policies and actions toward addressing community needs, they cannot be realized and stalemates can hinder progress. It

became very apparent that a group consensus process was deemed inefficient by the majority of the faith-based participants.

Faith Based Sector Key Findings: Network Structure

All the faith-based respondents noted how they envisioned networks being governed depended on the specifics of the involved network. The idea of a self-governing network was deemed ineffective due to the absence of a governing entity. Management of the network from some form of administration was mentioned several times throughout the interview process.

The management of a network could be effective if governed or administered by the proper organization, positioned within the network. Through coordinated and established philosophy, the faith-based participants stated a lead agency which was positioned in the network could properly govern the network. This understanding came with a stipulation that the network would need to be administered with a team atmosphere for organizational effectiveness.

A few of the respondents felt although a third-party administrator might effectively operate the network, the degree as to the effectiveness would be less than the administration of a lead agency within the network. Credibility was important amongst the participants and the administrator of the network should have a stake beyond financial rewards in the work the network addresses. Issues regarding cost were mentioned for third-party administrators. Paying an administrative body was not seen as ideal when dealing with the child-serving community and budget restraints of funding agencies.

Conclusion

In the next and final section of this report, we consider the divergent interests and preferences among prospective network members and offer a hybrid governance structure. This and other ideas are offered in conclusion.

Recommendations, Challenges, and Next Steps

Through analysis of the project's findings, determinations were made to develop several suggestions for network development in the child-serving community. Our findings concluded that there is a significant need for information sharing amongst child-serving agencies in Orange County. Our research also determined that agencies do not desire a largely hierarchical network governance structure that does not leave room for consensus and dialogue, but prefer a hybrid structure to determine network objectives, facilitate agency collaboration and promote policy agendas.

Our recommendations for effective network collaboration are provided as incremental steps to ensure the process of mutual agreement, deliberate action, and multi-level assessment. The following recommendations to build a more effective child-serving network in Orange County are included below.

Short Term: Develop a Community Based Information Sharing Network

The purpose of an information-sharing network is to provide informational resources for all stakeholders within a network. Information provided to members can include agency contact information, programs and services, special event information as well as service delivery schedules for program synchronization. Agency information can be utilized to begin coordination amongst participants in the network. Specific client information would be deferred for long-term objectives, as a more intensive information-sharing network would require specific legal and ethical considerations.

The components of the network include several sub-committees as the base and heart of the organization, a steering committee as the coordinative body, and a Network Administrative Organization (NAO) as the facilitative body. The composition of the information-sharing network would operate as an online database for convenience and accessibility.

Sub-Committees

The formation of the sub-committees will be established according to service area, plus the faith-based and law enforcement communities. Each sub-committee will be self-governed, encouraging dialogue and deliberation across sectors and districts. Each sub-committee will appoint a single representative to the Steering Committee and will be charged with promoting the ideas and strategies of their area of expertise with the Steering Committee. Sub-committee members affiliated with agency participants will be subject to the rules of their institutions, ensuring that members do not speak in a manner inconsistent with the missions or interests of their organizations. Community participants not affiliated with an organization are subject to the rules that apply for all members of the network.

The preliminary suggested list of sub-committees is based on responses to survey and interview questions. They include:

- Mental Health,

- Delinquency,
- Dependency,
- Substance Abuse,
- Medical,
- Basic Needs,
- Case Management,
- Education,
- Transition into Independent Living
- Faith-Based Organizations
- Law Enforcement/Judicial Organizations

Steering Committee

The steering committee will be comprised of a total of 16 members, to begin. Members will come from each of the 11 sub-committees identified above, plus a representative from each of 5 agencies that were found to be central in the current network of relationships. These five additional member agencies consist of: (1) Department of Children and Families, (2) Orange County Public Schools, (3) Family Services of Metro Orlando, (4) Orange County Health Department, and (5) Heart of Florida United Way.

The function of the steering committee will be to establish governing rules for the network, identify goals and objectives, and serve as the public face for the community. Like the rules for institutional representatives in the sub-committees, members here must be granted explicit authority to speak on behalf of the sub-committee, on one hand, and on behalf of their home organization. The steering committee will direct the work of the network administrative organization, described next.

Network Administrative Organization

The network administrative organization (NAO) will operate under the direction and with the support of the steering committee for the information-sharing network. Specific functions include data management, evaluation, capacity building, facilitation, and public education. The NAO chosen to operate and oversee an online database must be self-proficient in both resources and manpower to oversee data management and resource development, without depleting financial resources from any of the agencies in the network. It is important for the NAO to be a credible, neutral body to ensure that the information provided is not perceived as biased toward any sector, agency, or individual in the network.

Short Term: Develop a Network Capacity for Policy Influence

Advocacy Committee

Our research noted the importance of a network to develop and promote child-serving policy. In order to establish the capacity and structure for advocacy, we recommend that an Advocacy Committee be created as an extension of the Steering Committee. The committee is comprised of volunteer participants. The Committee will be responsible for educating elected

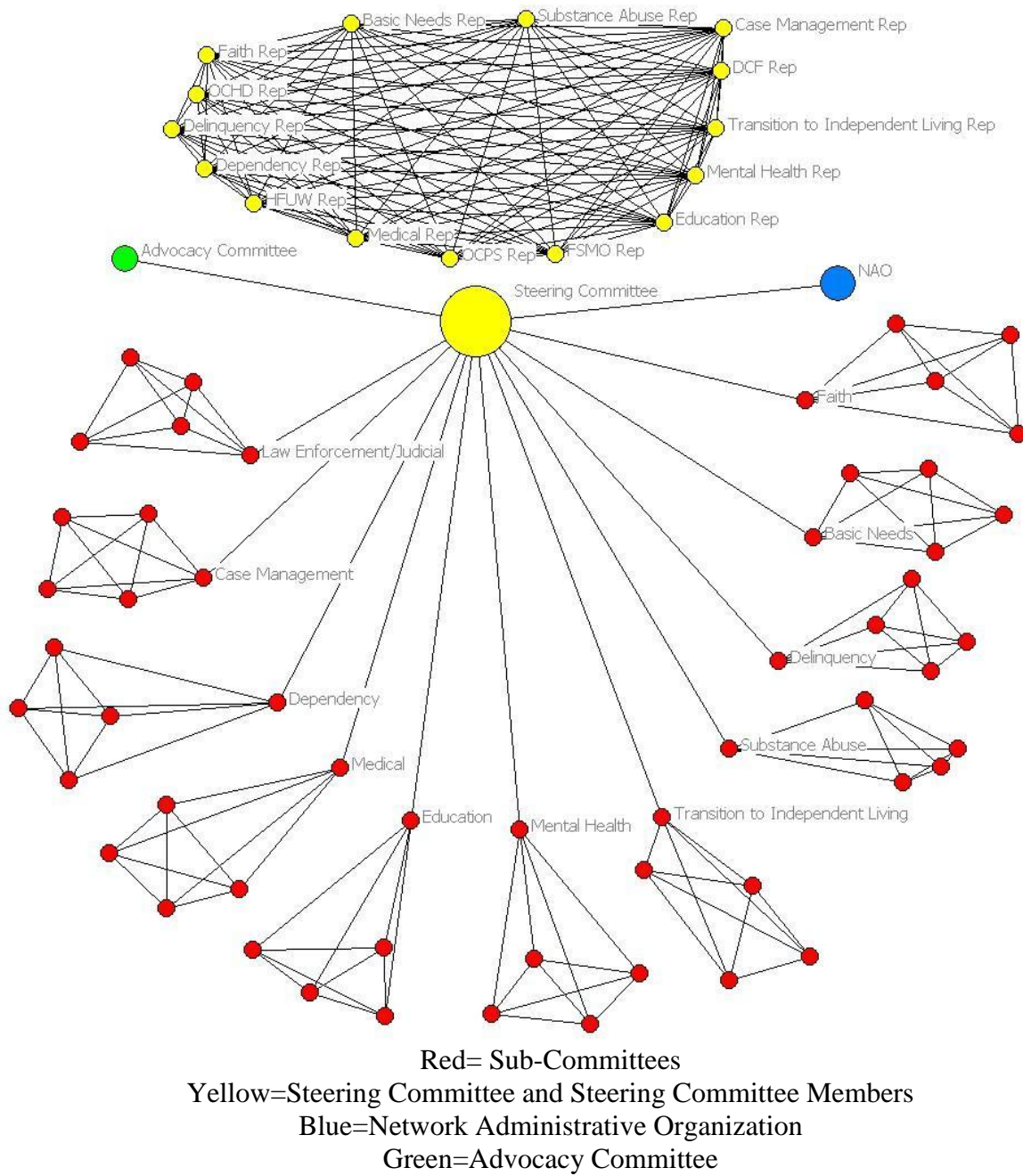
officials, promoting public awareness, and interfacing with the media on matters concerning the child serving community as determined essential through the steering committee. The Advocacy Committee is charged with implementing a targeted outreach initiative for more inclusive network membership. It will utilize all available resources provided by the NAO. If deemed necessary, the Steering Committee can create additional committees to meet network objectives.

Short Term: Summary

Figure 23 summarizes the recommendations above.

Figure Found on Next Page →

Figure 23: Summary of Short-Term Recommendations



Short Term: Considerations for Implementation

For an effective information-sharing network, the following implementation items are provided:

- ❖ Institutional Representation
 - Agency representatives act under the direction and with the authority of their affiliated entity
- ❖ Decision Rules for Committees
 - Each committee will govern coordination with specific rules and guidelines to enable progress and efficiency
- ❖ Identification of the NAO
 - Cabinet members will choose a NAO to oversee the information-sharing network encompassing areas of data management and resource development

Intermediate Term: Develop a Community Based Information and Resource Sharing Network

The utilization of an information and resource-sharing network is to increase the participation amongst the agencies in a network from a cooperative approach to a coordinated approach. In this intermediate recommendation, network members will begin to share program and service resources. Agencies will begin to coordinate funding for programs, such as grant partnerships for joint service delivery.

Long Term: Develop a Community Based Joint Service Delivery Network

The purpose of a joint service delivery network is to provide for the optimum utilization of agency and community resources for the child-serving community. It is recommended in this network that agencies build sustainable collaborations to deliver consistent services to the children of Orange County. All previous benefits of network cooperation and coordination such as information and resource sharing are established as members operate in a deliberative manner.

Network Challenges and Strategies

In order to achieve short, intermediate, and long-term objectives, network members must focus on developing an effective cooperative network first, to enable the development of trust and confidence in shared governance. There are challenges that need to be overcome in order to move in this direction. These challenges are identified below with suggested actions to overcome.

Short Term

- ❖ Inclusive Representation Amongst Sectors

Suggestion: Targeted Recruitment Campaign

- Implementation of Cabinet Ambassador or Speaker's Bureau Program
 - Utilization of NAO resources

- Build Cabinet Taskforces
- Host Network Cooperation Meeting
 - Participants Receive Education and Training on Network Cooperation and Participate in Deliberative Exercises
- Partnership with Local Media Representatives

❖ Consistent Committee Meetings

Suggestion: Creative Meeting Solutions

- NAO Host Steering Committee Meetings
- Creation of Subcommittee Online Meeting Forums
- Scheduling of Conference Calls for Committee Members
- Sponsored Meeting Locations Through Private Sector Support

Intermediate Term

❖ Power Sharing and Territorial Concerns

Suggestion: Focus on Complementary Services

- Identification of Program Assets for Supplementary Services
- NAO Facilitation of Joint Funding Opportunities
 - Grant Writing and Capacity Building Support

❖ Movement Toward Client Privileged Information

- Develop Network Parental Consent Form
- Identify Access Privileges/Positions for Agency Representatives

Long Term

❖ Consolidation of Agencies and Programs

Suggestion: Focus on Sustainable Partnerships in Case of Potential Merger

References

- 2008 Annual Report to the Community. (n.d.). Retrieved July 8, 2009, from The Children's Services Council of St. Lucie County:
<http://www.cscslc.org/agency/Annual%20Report2008.pdf>.
- 2008-2009 Annual Report. (n.d.). Retrieved July 7, 2009, from Children's Services Council of Martin County: <http://www.cscmc.org>.
- Alexander, J. & Renee, N. (May 2009). Public-nonprofit partnership realizing the new public service. *Administration & Society*, 41, 3, 364-386.
- Annual Performance Report for Funded Programs 2007-2008. (n.d.). Retrieved July 8, 2009, from Juvenile Welfare Board Children's Services Council:
<http://www.jwbpinellas.org/Funding/PerformanceReports/0708performancereport.pdf>.
- Austin, M. (2003). The changing relationship between non profit organizations and public social service agencies in the era of welfare reform. *Nonprofit and Voluntary Sector Quarterly*, 32: 97-114, doi: 10.1177/0899764002250008
- Big Bend Community Based Care (n.d.) Retrieved July 7, 2009 from
<http://www.bigbendcbc.org/downloads/2007102308475670.pdf>.
- Brown, K. & Keast, R. (2003, June). Citizen-government engagement: Community connection through networked arrangements. *Asian Journal of Public Administration*, 21, 1, 107-131.
- CBC of Seminole. (n.d.) retrieved June 7, 2009 from www.cbcseminole.org.
- Child and Family Connections.(n.d.).retrieved July 7,2009 from
<http://www.cfcpsc.org/services.htm>.
- Child and Family Connections, Inc. Report (n.d.). provided by agency on 7/7/2009.
- Child Trends Databank. (n.d.) *Foster Care*. Retrieved from
http://www.childtrends.databank.org/pdf/12_PDF.pdf
- Childnet Inc.(n.d.) retrieved July 5,2009 from
<http://www.childnet.us/network.aspx?nvar=networkservices>.
- Children's Network of Southwest Florida.(n.d.) retrieved July 1, 2009
<http://www.childnetswfl.org/services.php>.
- Council, F. C. (2009, February). Briefing Document on Children's Services Councils.

- Cross-sectoral projects kindle mutual respect. (2005, January 20). *Community Care*, 1556, 50-50. Retrieved from the Academic Search Premier
- Department of Children and Families Community Based Lead Agencies. (n.d.) Retrieved June 30, 2009 from http://www.dcf.state.fl.us/cbc/docs/lead_agency_map.pdf.
- Dias, J.J., and Maynard-Moody, S. (2006). For profit welfare: Contracts, conflicts and the performance paradox. Oxford University Press (17): 189-211, doi: 10.1093/jopart/mul002
- Eckerd Youth Alternative. (n.d). Retrieved July 9, 2009 from <http://www.eckerd.org/ECA/PDF/System%20of%20Care%20and%20Community%20Involvement%20Model.pdf>.
- Family First Network .(n.d.). Retrieved July 1,2009 from <http://www.elakeviewcenter.org>.
- Florida Network of Children's Advocacy Centers. (2009). Retrieved July 8, 2009. <http://www.fncac.org>.
- Florida People, Florida Promise. (n.d). retrieved July 9, 2009 from <http://www.floridaspeople.org/>.
- Graddy, E.A., Chen, B. (2006). Influences on the size and scope of networks for social service delivery. *Journal of Public Administration Research and Theory*, 16(4): 553-552.
- Graddy, E.A., and Chen, B. (2006). The consequences of partner selection in service delivery collaborations. Paper presented at the Syracuse University's Collaborative Public Management Conference, Washington, DC, September 28-30.
- Horwath, J. & Morrison, T. (2007). Collaboration, integration and change in children's services: Critical issues and key ingredients. *Child Abuse & Neglect*, 31, 1, 55-69.
- Howell, J.C. Kelly, M.R., Palmer, J. & Mangum, R.L. (2004). Integrating child welfare, juvenile justice, and other agencies in a continuum of services. *Child Welfare*, 83(2), 143-156. Retrieved from the Academic Search Premier.
- Illback, R. J. (1994). Poverty and the Crisis in Children's Services: The Need for Services Integration. *Journal of Clinical Child Psychology*. 23(4): 413-424.
- Kids Central Inc (n.d.) Retrieved July 5, 2009 from <http://www.kidscentralinc.org>.
- Lewandowski, C. A. & GlenMaye, L. F. (2002). Teams in Child Welfare Settings: Interprofessional and Collaborative Processes. *Families in Society: The Journal of Contemporary Human Services* 83(3): p245-256.

- Mandell, M. & Keast, R. (2007). Evaluating Network Arrangements: Towards Revised Performance Measures. *Public Performance & Management Review*. 30: 574-597.
- McBeath, B., and Meezan, W. (2008). Governance in motion: Service provision and child welfare outcomes in performance-based, managed care contracting environment. *The Ohio State University*.
- New York State Office of Children and Family Services. (2007). *Statewide Assessment Instrument*. New York State.
- Partnership for Strong Families. (n.d.). Retrieved June 30, 2009 <http://www.pfsf.org/home.php>
- Rivard, J. C. and Morrissey, J. P. (2003). Factors Associated With Interagency Coordination in A Child Mental Health Service System Demonstration. *Administration and Policy in Mental Health*. 30(5): 397-414
- Safe Children's Coalition. (n.d.) Retrieved July 9, 2009 from <http://www.sarasotaymca.org/index.cfm>.
- Title XI Chapter 125. (n.d.). Retrieved July 7, 2009, from The 2008 Florida Statutes: http://www.leg.state.fl.us/STATUTES/index.cfm?App_mode=Display_Statute&Search_String=&URL=Ch0125/SEC901.HTM&Title=->2008->Ch0125->Section%20901#0125.901.
- United for Family. (n.d.) retrieved July 3,2009 from <http://uff.us/services1b.php?servCatID=2003060616521447>
- Waldfoegel, J. (1998). Rethinking the Paradigm for Child Protection. *The Future of Children: Protecting Children from Abuse and Neglect*. 8:(1), pp. 105–118.
- Whitaker, G., Altman-Sauer, L., Henderson, M. (2004). Mutual accountability between governments and non profits: Moving beyond surveillance to service. *American Review of Public Administration* 34(2):115-133.

Appendix A: Students Enrolled in the Class

Kristin Aiello
Shena Applewhaite
Juan-Carols Barrientos
Tyzhwa Chiu
Jacquelyn Craft
Tarik El Bir
Heather Hanna
Alyson Hayes
Steven Hyatt
Fernando Jones
Sedat Kula
Tracy Moffett
Miriam Moore
Robert Reinhold
Lyndora Thompson
Stephanie Tobin Kaiser
Michael Wajda
Keith Wall
James Walsh
Kari Williams
Timothy Wood
Carrie Woodell
Hua Xiao
Nadezhda Yordanova

Appendix B: Community Interview Guide

Interview Guide

PREFACE

We are interviewing you today to seek your input on the development of a possible network of child serving agencies and organizations in Orange County. We are students in the UCF Department of Public Administration, studying with Dr. Thomas Bryer in a class entitled “Cross-Sectoral Governance.” This summer, our class is working collaboratively with the Orange County Children’s Cabinet to recommend how agencies across government, nonprofit, and private sectors might work together differently in order to: (1) Reduce the number of children falling through the cracks in terms of getting needed services, and (2) Enhance the focus on prevention rather than treatment. I have a series of questions to ask you to help us accomplish this goal. Before I begin, do you have any questions for me?

Before I start, I need to let you know that I am recording this interview. I am doing so only to ensure that we have an accurate record of what you say. All digital audio files will be kept on Dr. Bryer’s UCF office computer in a password protected folder, only accessible by him. Your name or agency name will never be associated with anything you say in any written report that may be generated from this interview.

SECTION I—Identify Problem or Information Needs

1. What is the function of your agency/organization/church with respect to the well being of children and families in Orange County?
2. In thinking about the needs of children in Orange County, what do you perceive to be the greatest needs?
3. What are the barriers to achieving the needs you have identified?
 - a. (Prompt once respondent completes answer: Sharing information across agencies? Lack of resources? Competition for scarce resources? Outreach to clients, e.g. children and families?)
4. What would help you and your agency to better meet the needs you have identified?

SECTION II—Identify the Type of Network

5. The Orange County Children’s Cabinet has expressed a desire to create a network, or a stronger set of relations, across agencies that serve children and families in Orange County. Would you like to see a network created that:
 - a. Allows for the sharing of information across agencies? Why/why not?
 - b. Allows for the sharing of resources across agencies? Why/why not?
 - c. Jointly deliver services to children and families in the county, across agencies? Why/why not?
 - d. Develops a policy agenda to promote with local government officials, as well as State officials? Why/why not?

- e. Facilitates the development of a healthier community focused on prevention?
Why/why not?
- f. Do you see another need a network of agencies across sectors might address?

SECTION III—Identify Possible Network Members

- 6. Thinking about a potential future network, who needs to be involved in some form? What agencies, organizations, and/or individuals? (Interviewer: Allow the respondent to be as broad or specific as they wish; you can seek types of organizations and types of people, as well as specific names).
- 7. What stakeholders have the greatest amount of interest in the work of child serving agencies and organizations?
- 8. What stakeholders have power in the county and should be included? (e.g., if required, power to provide resources, set policy, other).

SECTION IV—Existing Relations

- 9. What kind of relationship do you have with the organizations and stakeholders just discussed? (e.g., if needed, share information? Share resources? Jointly delivery services? Other?)

SECTION V—Environmental Conditions

- 10. What factors in the environment or in the county might influence the ability of the network to operate or achieve its goals? (Prompt as needed:
 - a. Are the problems facing children and families hard to pin down or frequently changing?
 - b. Do evens, like a severe economic downturn, limit your resources or the needs of your clients on a regular basis, or are needs and resources relatively stable over time?
 - c. Do employees of child serving organizations and agencies leave their positions frequently? That is, is there high turnover?
 - d. Do political priorities change often with respect to serving children in the county?

SECTION VI—Strategic Orientation

- 11. When you think about your participation in a possible network, do you have expectations of how relationships will be managed?
 - a. Would you prefer a network that is bound by clearly stated rules and procedures for decision-making and some hierarchical accountability mechanisms?
 - b. Would you prefer a less hierarchical and rule-based structure that is built around teams with shared interests or goals?

- c. Would you prefer a decentralized structure where all or most decisions are made by group consensus and dialogue?

SECTION VII—Network Structure

- 12. How would you envision a network being governed?
 - a. Would you prefer a self-governed network with no administrative core, in which all or most decisions are made through dialogue and consensus?
 - b. Would you prefer a lead organization, which a single member of the network serves as primary decision maker and face of the network?
 - c. Would you prefer a network administrative organization serve as a broker between network members, facilitating communication, information sharing, and decision making? A network administrative organization would be a separate organization, not a network member.

SECTION VIII—Other Thoughts

- 13. [Interviewer: Ask any additional question you feel to be relevant for your respondent].
- 14. Do you have any additional thoughts to share that might assist us as we prepare a recommendation to the Children’s Cabinet regarding the development of a network of child serving agencies in Orange County?

Appendix C: Current Practices Surveys

Children's Advocacy Center Survey for Current Practices

The following questionnaire was distributed to eighteen full members of FNCAC in order to determine how this network is organized and how the individual CACs operate.

1. What is the organization of your community Children's Advocacy Center? Who reports to whom, who regulates whom, and how is communication networked?
 - a. How are you affiliated with the Florida Network of Children's Advocacy Centers (FNCAC)? How does this network work?
2. How does your community CAC network with the local service-providers and/or statewide agencies?
3. Why is a statewide network (FNAC) important for community-based agencies (CACs)?
4. What agency is responsible for lawmaking and regulation of child advocacy centers? Where do funds come from (government, private, nonprofit)?
5. Is there any data-collection, evaluation procedures, or outcome measurements in place to determine mission adherence, growth, or set-backs for your community CAC?
6. How does this CAC fulfill its mission?
7. Please include any additional comments or information that may be beneficial for identifying network formation, organization, communication, governance, evaluation, funding, and operations.

Lead Agency Survey for Current Practices

This survey was distributed to twenty Florida Lead Agencies in order to assess network efficiency and organizational effectiveness.

1. What is function of your organization?
2. Does it your structure meet the needs for coordinating services for children?
3. Who is involved in organization?
4. Is it publicly or privately funded?
5. What population do you serve?
6. What services do you offer?
7. Do provide services that are of direct benefit children?
8. What other important information would like to share?
9. What other resources or contacts could you recommend?

NOTES