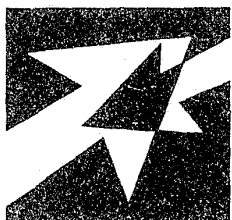


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**TRANSFER OF
KNOWLEDGE
WORKSHOP**

**You Can't Do It Alone:
A Guidebook For
agency Programming**

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**State of California
MENT OF THE YOUTH AUTHORITY
and
OF CRIMINAL JUSTICE PLANNING**

January 1985

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PREFACE

This publication is the product of a transfer of knowledge workshop on interagency programming that was sponsored by the Department of the Youth Authority and the Office of Criminal Justice Planning in September 1984. The format of the publication essentially follows the format of the workshop.

The Workshop was conducted over a two-day period at the El Rancho Hotel Conference Center in Sacramento, California. The participants in this workshop came from diverse professional disciplines with a wide range of experiences in courts, social agencies, law enforcement, education, community action groups and private businesses. Both volunteers and paid staff were represented.

Preceding the opening session, a perspective on interagency programming was provided by James Rowland, Director of the Department of the Youth Authority. The opening session was a keynote address by Dr. Barbara Solomon, Professor, School of Social Work, University of Southern California. Dr. Solomon gave a theoretical framework for generating action principles related to interagency programming. Following Dr. Solomon's presentation, representatives from various communities presented descriptions of their interagency programs. Workshops followed in which participants were able to associate the presented material with their own communities and agency relationships. In the final session, workshop results were presented and Dr. Solomon then summarized and integrated the presented information.

ACKNOWLEDGEMENTS

Many agencies and individuals contributed to the development of this publication. The planning and workshop process was itself a demonstration of interagency programming. The Transfer of Knowledge Workshop that created a vehicle for gathering and sharing information was jointly sponsored by the Department of the Youth Authority and the Office of Criminal Justice Planning to further the development of a concept that will enhance service delivery in the juvenile justice system.

Presiding Juvenile Court Judges, J. Michael Brown of Humboldt County and John Fitch of Fresno County have provided leadership and impetus for successful interagency programming in their counties. As co-convenors of **YOU CAN'T DO IT ALONE — A WORKSHOP ON INTERAGENCY COOPERATION**, they have contributed to statewide expansion of the interagency concept. Project A.C.T.I.O.N. (Active Commissions Through Involvement, Organization and Networking) is a Statewide coalition of county juvenile justice and delinquency prevention commissions. Project A.C.T.I.O.N. participated in the Workshop as co-covenors and also provided valuable administrative support.

The Workshop Planning Committee represented various agencies from across the State. Planning Committee members and their agencies are listed in the Appendix.

A variety of statewide agencies are working to further the interagency concept. Many of these agencies participated in this project by providing staff services for the Workshop. Assigned staff and the agencies they represented are listed in the Appendix.

A workshop is only as informative as its presenters. A special thanks to those who shared the ins and outs of their successful interagency programs. A complete list of presenters can be found in the Appendix. Pauline Davis Hanson, Associate Justice, Fifth Appellate District Court of Appeals, a long-time supporter of interagency programming, generously shared her time and expertise. Dr. Barbara Solomon, Professor, School of Social Work, University of Southern California provided the framework and broad perspective to gather and connect available information.

A complete list of Workshop participants is available in the Appendix. These are the people from across the State who contributed their expertise, time and enthusiasm to make the Workshop a success and to further the development of interagency programs. Their contribution is the basis of this publication.

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WORKSHOP SUMMARY

The Workshop generated a magnitude of ideas — in formal presentations, in planned group discussions, and in informal networking sessions. As a consequence, it is necessary to ask how we shape these ideas into a useful, accessible framework which can guide our efforts to implement interagency programming in our respective communities. This final perspective is a summary of some steps to effective interagency programming.

Step 1: Identifying the Problem

The first step in the development of an interagency program must be to identify the problem or problems which will be addressed by the collective of agencies. The problem may be stated generally; e.g., “to improve services to problem youth and their families by the coordination of youth-serving agencies.” The interagency project in Fresno has such a broadly stated, comprehensive mission. In other communities, a more specific problem focus has been utilized to generate interest in interagency activity. In Richmond, for example, crime prevention was identified as the problem to be addressed by an interagency program. Thus, the problem may be defined narrowly or broadly, depending upon the nature of the most keenly felt need in the community. In some, the fragmented, uncoordinated nature of the delivery of youth services in general may be such a major frustration that an interagency approach seeking to address the fragmentation and lack of coordination in regard to a wide range of problems may be easily supported. On the other hand, in other communities, such generalized discontent may not be felt so strongly but there is much concern about a specific problem; e.g., gang violence or substance abuse. In this instance, the specific problem may be the mechanism for generating interest in an interagency effort.

Step 2: Identifying Key Actors

The second step involves the identification of key agencies to be included in a collaborative program. It is clear that any effort to deal with problem youth requires the involvement of certain agencies; e.g., the juvenile court, the county probation department, and the schools. On the other hand, other agencies may be equally as vital to the effort depending upon the nature of the specific problem to be addressed. Thus, public social service departments, family service agencies, or health agencies may need to be involved. In some communities — particularly smaller ones — it may also be necessary to involve informal, organizations such as churches or civic groups.

Step 3: Selecting An Organizational Structure

There was remarkable consensus among participants regarding the need to have a clearly defined organizational structure in which roles, expectations and procedures are understood by all involved. There was, however, just as clear consensus that this structure should not be overburdened with bureaucratic encumbrances such as a constitution and bylaws. The concept of collaboration among equals was emphasized; however, a "convenor" with some power and influence was considered to be mandatory. Participants stated, for example, that the convenor should be "neutral," "respected," "credible," and "influential." Although not specifically stated, many of the comments would appear to suggest that a juvenile court judge would be the most effective convenor. It was also pointed out that the chief administrator of each participating agency should be a representative to the interagency planning group since any decision affecting the agency would necessarily have to be reviewed at that level.

Step 4: Assessing Benefits

Participants discussed a number of benefits which could accrue to agencies involved in an interagency effort. It was suggested that these benefits should be stressed when promoting agency involvement. For example, interagency efforts often reduce destructive competition among agencies, improve services to clients, achieve better utilization of scarce resources, and are cost-effective. Major emphasis should be given to those benefits which can *only* be derived from interagency efforts; e.g., reduction in duplication of services or reduction of professional isolation.

Step 5: Assessing Costs

A discussion of the costs of interagency efforts can include both mythical costs as well as actual costs. Some mythical costs relate to notions held by those who are unfavorable to interagency programming. For example, there are those who believe that agencies will inevitably lose visibility as unique and, therefore, worthwhile organizations lose resources, or lose authority to make decisions that affect operations. In reality, these are not inevitable consequences of interagency programming and, depending upon the skill of the leaders involved, opposite outcomes may be achieved. Therefore, agencies can gain visibility, resources, and the capacity for more effective decision-making. There are actual costs, however, which cannot be ignored. Interagency effort requires time, energy, involvement, commitment, and sharing of information and even resources. It increases the discomfort associated with uncertainty when one moves from well-established

procedures to new ones — regardless of how effective or ineffective the old procedures may have been. It may also require a shifting of priorities as new information provides new perspectives on needs. These actual costs, however, will have to be weighed against potential benefits.

Step 6: Implementing the Process

The participants were able to identify specific aspects of the process of implementing an interagency program which should facilitate achievement of program objectives. For example, it was emphasized that decisions should be made only on the basis of consensus. In this way participants who hold minority points of view are given an equal voice in the process. There should be continuity expressed in regular meetings, consistent membership, etc., which institutionalizes the interagency effort. The sharing of information is a minimum goal whereas sharing of resources is a maximum goal. The interagency program should implement some short-term projects with the opportunity for immediate, positive outcome in order to develop credibility and support for the interagency effort. Often, especially in larger communities, subgroups based on type of agency or level of authority may meet as subcommittees when joint meetings may foster “turf struggles” or closed communication. Finally, a method of evaluating the extent to which the interagency efforts achieve stated objectives should be incorporated into the process.

A recurring theme throughout the workshop discussions was the need for mutual trust among those participating in interagency programs. This concern about trust — or perhaps more accurately about mistrust — was quite apparent. The fact that agencies often mistrust or judge other agencies harshly may be related to an unfortunate tendency to generalize based on one or a few negative experiences. It is important to remember, however, that we live in a probabilistic environment. Thus, an agency’s performance should not be judged on the basis of a single or even a few negative experiences. It should be based on the incidence of such experiences relative to *all* of the agency’s interactions with others in the environment. It may well be that mutual evaluations based on soundly derived knowledge rather than subjective judgement is a necessary condition for the development of mutual trust and effective interagency relationships.

A PERSPECTIVE ON INTERAGENCY PROGRAMMING

*James Rowland, Director
Department of the Youth Authority*

A transfer of knowledge workshop is not a typical training event. A transfer of knowledge workshop brings together knowledgeable and concerned individuals and provides an arena for exchange of information and the identification of significant issues related to a specific topic. Interagency programming is a concept that can significantly affect service delivery within the juvenile justice system. This transfer of knowledge workshop and its resulting publication are dedicated to advancing the concept of interagency programming.

Four questions need to be posed regarding interagency programming:

What elements are not needed to make interagency programs work?

Interagency programs do not need a boss; they need a convenor and/or a facilitator. Interagency programs do not need legal mandates; they simply need a cooperative partnership. Interagency programming does not result in a department losing its identity; to the contrary, the departmental identity is expanded. Interagency programming does not result in the loss of discretion; hopefully, there is a better use of discretion because of increased information.

What elements are needed to make an interagency program work effectively?

It is critical that key agencies come together as equal partners in a voluntary arena to engage in joint information sharing, fact finding, planning, and hopefully, the joint delivery of services and programs. The key agencies that must be involved in the partnership include law enforcement, probation, district attorney, public defender, juvenile court, public schools, social services and the many private agencies that have demonstrated interest in delinquent young people or young people who are at risk.

What problems should interagency programs be tackling?

Interagency programs can effectively be utilized to address child abuse, sexual abuse, family violence, gangs, alcoholism, drugs, school attendance, vandalism, job development and many more arenas of community concern.

Why have interagency approaches?

The benefits are numerous: improved information sharing; better utilization of existing resources; staff become more effective; improved climate for research and program monitoring; departments become less bureaucratic and less self-serving; improved public education programs; increased public confidence; improved service delivery systems and improved environment for experimentation. We have an ethical responsibility to experiment with varied approaches in the field of human services because we may come up with better strategies that could save lives. As agencies work together, we see a demonstration of a new math approach to resources — one plus one really can equal three.

A long time ago, a writer commented on interagency cooperation without realizing he was doing so. He said:

The weak will be fearful,
while the strong will be courageous;

The weak will be angry,
while the strong will be compassionate;

The weak will strike out at others,
while the strong will reach out to others.

It could be that an interagency process is a process of becoming much stronger so we can do the job that we are paid to do, and even more important, we can do the job that we want to do.

PROMOTING INTERAGENCY COLLABORATION — A QUESTION OF POWER

*Dr. Barbara Solomon, Professor
School of Social Work
University of Southern California*

The concept of interagency collaboration requires an assumption that there are multiple agencies in a community seeking solutions to one or more common target problems. In this case, the problems are those presented by abused, abandoned and neglected youth and their families. In urban areas, we have created agency-rich resource environments in which to address these problems. In fact, the term "urban" has been associated so strongly with the term "delinquency" that we tend to perceive problem youth as occurring only in urban communities. However, even in rural communities, we are now seeing a flow of rootless, chaotic families who drift in and out, the intrusion of conflicting lifestyles and value orientations, and many of the problems once considered peculiar to large cities. The relative paucity of agencies in these communities to respond to these problems suggests that the concept of interagency cooperation or collaboration may need to be extended to include not only formal but informal support systems. Not just any form of cooperation may be appropriate for every community at a given point in time. What are the most frequently utilized forms of interagency interaction? What factors influence its acceptance as a problem-solving mechanism in the delivery of human services? Tentative answers to these questions have been presented in research literature and should be of pragmatic value to service providers.

Defining Interagency Activity

Networking, coordination, cooperation and collaboration may be seen as progressively more intense types of interagency interaction. In reviewing the types of interagency interaction which have been identified by participants in this Workshop, it would appear that most often they have been involved in interagency coordination; that is, agencies communicating in such a way as not to duplicate services or fail to provide services, with each agency retaining its autonomy. A sizeable number of participants, however, have also been involved in programs utilizing interagency cooperation in their service delivery; that is, some integration of agency functions rather than just parallel operations. An example would be instances in which agencies have

developed joint agreements whereby some autonomy is given up for certain benefits. Other participants have reported that the agencies in their communities have only been successful in *networking*; that is, the development of formal and informal contacts to exchange information. The least practiced type of interagency interaction is *collaboration* which has been defined as participation in highly shared, joint endeavors in which considerable autonomy may be given up by each agency involved for the collective benefit. Although rare, collaboration appears to be an ultimate and highly desirable goal.

Interagency cooperation is a favorite strategy proposed by cost-conscious policy makers to eliminate waste and duplication and other inefficiencies in the provision of services. Elliott Richardson, the former Secretary of the Department of Health, Education and Welfare, wrote that social service agencies at the community level are too numerous, too limited in function and too isolated from each other: "It is not enough...simply to improve the ability of each provider of service to perform its particular role. We must also provide communication among the various service providers, joint planning among them, coordinated program operations, and a comprehensive system for dealing with the needs of people." But if one assumes that helping agencies are, in fact, "too limited in function and too isolated from each other" then are communication, joint planning and coordinated operations — in other words, an interorganizational solution — the best approach to the problem? There is considerable evidence in the literature that coordination rarely achieves the results intended.

No phrase expresses as frequent a complaint about governmental programs as does "lack of coordination." No suggestion for reform is more common than "what we need is more coordination." Yet, when an evil is recognized and a remedy proposed for as long and as insistently as this one has been, you may wonder whether it is really a problem itself rather than a solution. Furthermore, the failure to resolve the problem of uncoordinated services is most likely a political problem rather than one of inadequate knowledge or skill.

Assessing the Political Environment

A political problem is one in which you must get some other people to act or stop acting in a certain way in order to achieve some goal important to you. Everyone wants cooperation — but on his own terms! If we agree that there is a political dimension to the achievement of interagency cooperation, then there is a good prospect that we can use political tools to help us solve our problem.

A well-documented tool to assist in the resolution of political issues — or at least to determine the feasibility of achieving such resolution — is the Prince Political Accounting System. The word PRINCE is actually an acronym developed by political scientists to identify a process whereby it is possible to determine how to successfully manage the politics of life. PR = probe; i.e., searching the environment to determine the key actors who are involved in some political decision-making process; IN = interact; i.e., implementing formal and informal efforts with a wide range of persons in the environment to determine the key actors and the relative power each has to bring about the political goal; and CE = calculate; therefore, determining the extent to which the power distribution among key actors signifies that your political goals are feasible or not. This system would appear to be applicable to the political issue of interagency collaboration since its implementation is based upon the extent to which key actors favoring it can influence other key actors who are neutral or actively oppose it.

Power is a function of resources. It would be a mistake, however, to perceive resources as only a monetary entity. Resources include not only money but staff, space, equipment and supplies, clients wanting services, information, status — anything that when provided to an organization is a benefit and when taken away is a cost. Some principles regarding the manner in which perceptions of benefits and costs influence willingness to engage in interagency efforts can be extracted from organizational theory and research literature:

- Interagency cooperation is most likely in a “turbulent” environment. The turbulent environment is a threat to the power; i.e., the resources, of even large and stable organizations because of a gross increase in relative uncertainty. There are several indicators of a turbulent field or environment; e.g., a relatively large number of organizations which may affect any single organization thereby creating a situation of interdependence. Other indicators include:
 - the inability of agencies to satisfy the demand for service because the clientele is too large to be accommodated;
 - the amount of the service provided is too small;
 - unstable social situations such as “the long hot summers” of the 1960’s;
 - a new federal or state law or program, or new regulations or

interpretations of existing law which affect the organizations' abilities to operate as they have been doing;

— large unexpected consequences of a federal or state law or program;

— a retrenching economy which increases the demand for services by creating more problems for people while reducing available funds to pay for them;

— large amounts of "soft" money which a Congress or state legislature can withdraw in economically troubled times.

- Agencies competing for resources may turn to cooperation if competition turns out to have more costs than either agency wishes to endure. This will usually involve some negotiation of the nature and extent of their respective domains.
- There is a strong tendency on the part of staff to rationalize any perceived benefit to the organization as a benefit to all significant others and any perceived cost as a cost to all significant others. So, if the agency perceives interagency cooperation as costing it money or clients or status, it is most likely to rationalize that strategy is not only detrimental to the agency but to clients, the public and the American way of life. If the agency perceives interagency cooperation as beneficial to the agency, therefore increasing its clients or money or status, it is most likely to rationalize the strategy as not only beneficial to the agency but to all good people everywhere!
- Situational or contextual factors which influence an agency's power to bring about a desired outcome, such as an interagency operation, include; physical proximity to other key actors; ability to provide other key actors with access to information and contacts and flexibility of the agency to modify policies and procedures to achieve better "fit" with other key agencies.

Although support for interagency cooperation on the part of key agencies is a necessary condition for its implementation, it is not a sufficient condition. Thus, you may have support but the effort can still fail. We may determine the key agencies; invite them to come together to plan collaborative activities in pursuit of some agreed upon objective; and yet, a year or two later, the collaboration has not happened. Why not? How can theoretical perspectives on power serve to explain this state of affairs?

Implementing An Interagency Process

Once support for an interagency effort to take place has been identified, steps must be taken to develop the structure and the process. The issue of the distribution of power among the key actors is still a crucial one. For example, the key actors' power is determined by the extent to which they have access to or control information, clients, programs and services or material resources such as money, equipment or space. Coordination of information will involve the development of feedback mechanisms so that an assessment of system effectiveness can be made. Coordination of clients will most often mean case management or case monitoring to make sure that individual clients receive the proper services in the proper sequence. Coordination of programs and services will require that they are organized so that overlap and duplication are minimized while accessibility and comprehensiveness are maximized. Finally, coordination of material resources will mean that these resources are administered so that they flow to appropriate targets in such a way that duplication, waste and needless overlap are reduced or avoided.

At the same time that these different elements in the service delivery system can be targeted for coordination, there are different kinds of coordinating structures that may be employed; e.g., a network of service organizations coordinated by one organization in the network, using few or no formal links but relying on voluntary cooperation alone. Another type structure would be a coalition of organizations in which representatives from all the agencies giving services to a particular category of client formally band together and agree to manage joint programs to deal with interdependent needs of clients. Still another structure is a formally constituted board of individuals representing organizational interests as well as interests of the wider community. These types of coordinating structures have differential power to achieve success depending upon the elements to be coordinated.

There is evidence that any effort at coordinating *either* information, clients, programs and services, *or* material resources by means of a network of service agencies coordinated by one agency in the network will be ineffective unless the coordinating agency controls a major portion of the other agencies' resources. On the other hand, a coalition of organizations has more power to coordinate programs and services than to coordinate either clients or resources. Finally, a formally constituted board of individuals representing organizational interests as well as interests of the wider community is more likely to be effective in coordinating material resources than would either of the other two structures.

It is apparent then that failure of coordinating efforts to succeed even when

there is support of key agencies may be a matter of the mismatch of the coordinating structure to the specific service delivery element to be coordinated. For example, if an interagency effort is targeted toward coordination of clients, it should not be structured as a coalition of organizations; if any interagency effort is attempting to coordinate programs and services, a community board model would be inappropriate; and a loose network of agencies would have little success in attempting to coordinate material resources.

There are some other, more concrete influences on the success or failure of interagency efforts at coordination, cooperation and collaboration. There are characteristics and skills of individuals involved in implementing an interagency effort which are of paramount importance. For example, the fact that representatives to an interagency planning group occupy at least two roles is significant. First, they are representatives of their home agencies and must be loyal to interests which are not the same as other group members; secondly, they are members of this task-oriented group in which emphasis is upon cooperation among the members to achieve a common goal. This mixed-motive situation creates dilemmas which individuals are more or less capable of resolving. It is individuals after all who span the boundaries between the organizations and who make the decisions regarding the extent and nature of cooperation. Some individuals have greater motivation, knowledge and skill in determining cost-benefit, and skill in negotiating with other agencies to maximize benefits and minimize costs to their agency while compromising enough to make it possible for other agencies and their representatives to do the same.

Perhaps the most immeasurable element of all is leadership. In fact, leadership skills in any agency can be defined as that organization's most valuable resource. The absence or presence of effective leadership can affect the success of any interagency effort at various stages. In its early stages, its absence can lead to aimless drifting while later on it may affect the group's ability to recognize, frame and make key decisions. The group leader may emerge from the group itself in the person of one organizational representative who is able to provide the other members with a clear sense of direction and purpose and help them to move the agenda along. One of the most important skills of the leader is the skill in recognizing the kinds of resources which agencies actually and potentially possess, assisting these agencies in developing and utilizing these resources, and helping these agencies to achieve a balance of power which will facilitate interagency cooperation, coordination and collaboration.

Summary:

In summary, effective interagency cooperation requires a satisfactory level of support from key actors as a precondition. However, that support is a necessary but not a sufficient condition. It will also require an appropriate structure for administering the interagency activity. Utilizing the most potentially powerful structure for a given target problem is important. Finally, even if the level of agency support and an appropriate structure for interagency work are present, the effort may still fail without individuals participating in planning and implementation who are skilled in leadership and group problem-solving and skilled in working with individuals who may be seeking to meet their own personal needs rather than either the need of their home agency or the needs of the collective agency network.

INTERAGENCY ACTION MODELS.FROM COORDINATION TO COLLABORATION

Coordination Model

JUVENILE JUSTICE CONNECTION PROJECT provides a demonstration of interagency coordination being used to enhance service delivery in the juvenile justice system. The Project is a diversion program that serves a tri-valley area in Los Angeles County. By connecting offenders with appropriate services, the program is able to create alternatives to the costly placement or incarceration of a young person. Through coordination of resources, it is possible to better utilize existing services and to identify service needs. Agencies participating in the program retain their autonomy and do not have high visibility as individual participating agencies.

A loosely organized network of concerned individuals representing a variety of community services constitutes the base of the Juvenile Justice Connection Project. The hub of the network is the Project Director. A young person may be referred to the Project by a probation officer prior to a disposition hearing or by an attorney, minister, counselor or other professional. Services of the Project are available to any youth in the community whose record and behavior are not serious enough to require some form of restrictive programming.

After a referral has been made, the Project Director conducts a comprehensive background investigation including information regarding school, health and family. Contact is made with the youth, family, teachers and anyone else involved in the case. Based on the information gathered, the youth may be referred to one or more programs that can address identified problem areas. There is a wide variety of community resources in the Project area available to address basic problems related to juvenile delinquency. The Project utilizes the full range of community based resources available to intervene and correct identified educational, psychological, emotional and medical problems. The approach is very individualized and ensures that a young person will get needed services.

The Juvenile Justice Connection Project differs from standard probation services in that it is entrepreneurial in spirit and places an emphasis on community programs. If there is not an existing agency to deal with a specific problem, an appropriate solution is created by recruiting private practitioners or helping existing agencies create new programs.

A wide variety of influential community leaders is involved in governing the Connection Project. The Board of Directors includes representatives from

the legislature, unions, education, medicine and private industry in addition to service providers. The diversified and influential Board is particularly of value when it becomes necessary to develop new programs or locate unique resources.

As a highly successful justice system interagency program, the Juvenile Justice Connection Project has:

- Brought the expertise of the full community to bear on the problems of young offenders.
- Reduced the placement of delinquents in juvenile hall and detention camps.
- Saved taxpayers money by utilizing less expensive alternatives to placement.
- Coordinated the better utilization of available community resources.
- Provided a way to ensure that a young person will receive appropriate services to meet identified needs.
- Received statewide recognition as a model service delivery program.

For further information contact:

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Van Nuys, CA 91405
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Cooperation Models

WEST CONTRA COSTA CONSORTIUM FOR CHILDREN provides an example of interagency cooperation. The Consortium is a coalition of human services agencies that serve children, youth and families. Participating agencies work with each other to enhance integration of services. A joint agreement provides the foundation for the coalition. Agencies remain separate, but some autonomy is given up to gain specific benefits. There is considerable contact between members of the participating agencies and the group is quite visible in the community.

The Consortium has three major purposes: to provide coordination and linkage of services; to advocate for social and institutional change on the local, county, state and federal level in behalf of youth; to provide training and technical assistance to member agencies.

To carry out the purposes of the Consortium, there are two working committees: Advocacy and Technical Assistance Bank. The Technical Assistance Bank Committee (TAB) monitors a system for agencies to share human and technical resources. The Advocacy Committee works to publicize Consortium activities; to recruit new member agencies; to provide support of member agencies; and to impact large social problems affecting children and youth.

The general membership of the Consortium meets on a monthly basis to share agency news; to report on committee activities; and to discuss issues affecting Consortium members and their clients. Member agencies are asked to sign a memo of understanding that specifies the goals of the organization and member responsibilities. Although membership is encouraged, it is not a prerequisite for participation in Consortium activities. Members are asked to pay annual dues to help support the organization.

There is a range of benefits available through participation in the Consortium including support, technical assistance, opportunity to coordinate programs with other human service agencies, information sharing, problem solving and having a base for efforts to improve conditions in the community.

During six years of operation, the West Contra Costa Consortium for Children has:

- Served as a focus and gathering point for children, youth and family serving agencies.
- Assisted in the election of proactive human services representatives to key positions, including the local school board.
- Identified needed services in West Contra Costa County and worked cooperatively to bring those services to the area.
- Supported the development and funding of a program to provide training to youth and services to seniors.
- Planned and sponsored a youth services bureau program.
- Participated in statewide advocacy in behalf of children.

- Supported increased county funding for human service agencies.
- Cosponsored training workshops on parenting and interagency collaboration.

For further information contact:

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SAN DIEGO COUNTY JUVENILE JUSTICE INTERAGENCY COMMITTEE focuses on interagency cooperation as a way to provide better integration of services within the juvenile justice system. The Committee was organized to provide an ongoing forum for communication, problem solving and the coordination of services. Participating agencies maintain their autonomy but work cooperatively on issues of mutual concern. There is considerable contact between participating agencies; the Committee provides a way to make that contact more productive.

All governmental agencies involved in the juvenile justice system participate in Interagency Committee meetings and activities. The approximately fifty members represent varied departments and agencies: city police, Probation; Social Services; Department of the Youth Authority; Juvenile Court; County Sheriff; Mental Health; District Attorney and schools. Participants are generally from a middle-management level and have the authority to make procedural decisions. Participation is informal and the level of staff involvement is flexible.

The Committee meets monthly to share information and discuss any issues of group concern related to service delivery. Members share perspectives and knowledge to develop procedural guidelines for dealing efficiently with identified issues. The established guidelines become the basis for interagency agreements; the resulting agreements are flexible, and participating agencies maintain discretionary power on a case by case basis. If a change in policy is indicated, the group sends its recommendations to the appropriate agencies for consideration. Steering committees are created to oversee major issues. These committees meet quarterly and provide

an ongoing arena for assessment and problem solving. Because there is an available vehicle for communication, situations can usually be resolved before they become problems.

Committee meetings are convened by the Chief of the Juvenile Division in the District Attorney's Office. This leadership role was determined by a number of factors, including the availability of meeting space and individual interest.

The Juvenile Justice Interagency Committee has addressed a number of issues and created many benefits since it was formed two years ago. Some examples are:

- Guidelines for handling illegal aliens within the juvenile justice system established.
- Guidelines developed for juvenile case processing by law enforcement agencies, the Probation Department and the Office of the District Attorney.
- Subcommittee established to implement changes required by recent child abuse legislation.
- Developed a standardized law enforcement juvenile arrest form.
- Provides impetus for other interagency activities in the county.
- Provides an arena for agencies to address and implement ongoing legal changes within the juvenile justice system.

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Collaboration Models

CITY OF RICHMOND CRIME PREVENTION PROGRAM is an example of collaboration between diverse agencies and groups to accomplish a common goal. This particular collaborative approach is problem centered; the

the purpose of the collaboration is to successfully implement a city-wide crime prevention program in Richmond. To plan and implement the Program, participating agencies and groups are willing to trade considerable autonomy for the collective benefit. Working together on the Program involves both a high degree of contact between the participants and a high degree of visibility in the community.

Richmond's Crime Prevention Program is built around the effective use and coordination of existing agency resources, and neighborhood involvement. Leadership for the Program is provided by a Steering Committee. The Committee is chaired by a representative from the City Manager's Office; this provides a neutral, yet powerful leadership that is a necessary component of the Program. Other members of the Steering Committee include representatives from the Police Department; the Citizen Participation Unit of the City Housing and Community Development Department; the Department of the Youth Authority; the Crime Prevention Committee of Contra Costa County; and citizen representatives. The Steering Committee meets biweekly, or more often if needed. The Committee is responsible for overall program planning, the effective use of resources and providing coordination, resources and technical assistance to the Crime Prevention Task Force.

The connecting link between agency resources and neighborhoods is the Crime Prevention Task Force. To ensure city-wide citizen involvement in the Program, the City's Neighborhood Councils which were already established, are used as a base for the Task Force. The Task Force is comprised of two representatives from each of the Neighborhood Councils. The group meets monthly and serves as a focal point for providing training, planning crime prevention activities, articulating the needs of neighborhood programs, and ensuring that resources and support are provided to meet those needs. Members receive information to assist them organize block groups and implement Neighborhood Watch, Operation I.D., and other prevention programs. A part-time Crime Prevention Coordinator, paid with City block-grant funds, assists with program coordination and implementation. The Coordinator provides information, training materials and technical assistance for neighborhood organizing activities.

During the short time it has been in existence, the City of Richmond Crime Prevention Program has had several major accomplishments. Some of them are:

- Fifteen of the City's twenty-one Neighborhood Councils are involved in crime prevention activities.
- Several dormant Neighborhood Councils have been reactivated.

- The level of citizen involvement and leadership in crime prevention has increased markedly.
- The Program has provided an arena for improving police and community relations.
- The first annual crime prevention fair and awards reception, presented in October 1984, was a huge success.
- Plans are being developed to address special crime prevention needs including those of seniors, youth and the business community.
- Agencies that did not work cooperatively in the past have developed relationships that carry into and benefit other areas of common interest.
- Agencies unable to individually implement a crime prevention program have collectively been able to do so.

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FRESNO INTERAGENCY COMMITTEE represents a structural approach to interagency collaboration. The Committee provides a systematic vehicle for youth and family serving agencies to network, coordinate and cooperate, assess service delivery, set interagency priorities and implement collaborative programs. It is a comprehensive program that not only creates an arena for information sharing and issue identification but also has the structural capacity to address issues that are identified as priorities.

The Interagency Committee is comprised of three levels of participation: Subcommittee "A"; Subcommittee "B"; and At-large Members. Varied degrees of agency interaction are demonstrated at the different levels.

Subcommittee "A" is the policy-making body of the Committee. Its membership consists of the heads or their designee of the twelve major public youth-serving agencies and departments in the county. This group includes: Probation; Social Services; District Attorney; Juvenile Court; County Administrative Office; Health; County Office of Education; Public Defender; Sheriff; Fresno City Police; Fresno Unified School District and Valley Medical Center. The participation of these agencies in Subcommittee "A" is a highly collaborative involvement. Decisions are reached by consensus. Agencies have agreed to give up a considerable amount of autonomy to advance joint endeavors, function in a highly visible arena and work very closely with each other. This group meets monthly and is responsible for program policy and the implementation of Committee recommendations. Implementation often means a commitment of agency resources, and furthering a common goal may take precedence over the interests of an individual agency.

The second level of the Interagency Committee is Subcommittee "B". Subcommittee "B" is comprised of youth-serving commissions and organizations. Membership includes representatives from: Council on Child Abuse Prevention; Delinquency Prevention Commission; Economic Opportunities Commission; Juvenile Court Institutional Council; Juvenile Justice Commission; Central Valley Regional Center; Fresno City and Fresno County Councils of the PTA; City Parks and Recreation; Human Services Coalition; and the Junior League. Subcommittee "B" demonstrates cooperative agency interaction. Participants meet monthly to share information and to provide advice and feedback to Subcommittee "A".

The third level of the Interagency Committee is At-large Members. Twenty-three community agencies belong to the Committee as At-large members. These members join Subcommittees "A" and "B" at General Meetings four times a year. The General Meetings provide a forum for networking and coordination. Information is shared, new issues are discussed and prioritized, past issues are updated, and project reports are presented. General Meetings provide line staff as well as department managers the opportunity to visit informally, meet new people and build new linkages. At-large Member agencies operate for the most part autonomously. When a critical issue is adopted by the general membership, a task force may be appointed to study the issue and recommend solutions. These study groups and the generated recommendations provide the basis for interagency planning. A task force is composed of representatives from key agencies involved in the issue. One agency is designated as the lead agency to chair the task force and to provide clerical support. The resulting report and

recommendations are presented to Subcommittee "A" and "B" and at the General Meeting; Subcommittee "A" is responsible for acting on the recommendations.

The Interagency Committee is staffed by a part-time coordinator who plans monthly meetings of the Subcommittees as well as the Committee General Meetings. The Coordinator also provides technical assistance to established interagency task forces and to resulting implementation teams established by Subcommittee "A". All Interagency Committee meetings are convened by the Presiding Judge of the Juvenile Court. The neutrality and prestige of the Court ensures effective leadership for the Committee.

Since its inception in 1977 the Fresno Interagency Committee has addressed a wide variety of issues and generated benefits such as:

- Studied numerous issues concerning youth and their families and then developed specific approaches and needed services and programs based on the information provided. Some of the issues studied are:
 - Disruption & Violence in Schools, 1978
 - Juvenile Alcoholism and Toxic Substance Abuse, 1979
 - Services to Female Status Offenders & Delinquents, 1980
 - Parenting, 1980
 - Youth Gangs, 1980
 - School Attendance Review Boards, 1981
 - Services to Indochinese Refugees, 1982
 - Chronic Truancy, 1983
 - Family Violence, 1984
 - School Dropouts, 1984
 - Single Parent Families, 1984
 - Youth Substance Abuse, 1984
- Provided an ongoing forum for communicating, problem solving and interagency programming.
- Served as a model for a comprehensive structural approach to interagency collaboration.
- Generously shared experience and knowledge with other counties interested in interagency collaboration.

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CONCLUSION

Interagency programming is an accepted strategy for strengthening the juvenile justice system and improving service delivery, but methods for implementing interagency programs have not been firmly established, written down or widely disseminated. The Transfer of Knowledge Workshop on Interagency Cooperation and this publication are a step in that direction. Sharing information and knowledge can encourage us all to take a broader perspective and to focus our energy and expertise on the operation of effective service delivery systems, rather than on the survival of individual agencies.

This work is meant to stimulate the development of a climate that supports and encourages interagency programming. You can't do it alone, but it only takes one person to initiate an approach that can make a real difference in a community. That person could be you.

APPENDIX

**YOU CAN'T DO IT ALONE — A WORKSHOP ON
INTERAGENCY COOPERATION**

**El Rancho Hotel
Sacramento, California
SEPTEMBER 26-28, 1984**

SPONSORED BY

DEPARTMENT OF THE YOUTH AUTHORITY
James Rowland, Director

OFFICE OF CRIMINAL JUSTICE PLANNING
G. Albert Howenstein, Jr., Executive Director

CONVENED BY

*J. Michael Brown, Presiding Juvenile Court Judge
Humboldt County*

*John Fitch
Presiding Juvenile Court Judge
Fresno County*

PROJECT A.C.T.I.O.N.

YOU CAN'T DO IT ALONE — A WORKSHOP ON INTERAGENCY COOPERATION

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YOU CAN'T DO IT ALONE — A WORKSHOP ON INTERAGENCY COOPERATION

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YOU CAN'T DO IT ALONE — A WORKSHOP ON INTERAGENCY COOPERATION

El Rancho Hotel
Sacramento, CA
SEPTEMBER 26-28, 1984

AGENDA

Wednesday, September 26

- 3:00 p.m.-6:00 p.m. Registration
- 6:00 p.m. No Host Hospitality Hour
- 6:30 p.m. Introductions
- 7:00 p.m. Dinner — Welcome
G. Albert Howenstein Jr., Executive Director
Office of Criminal Justice Planning
- James Rowland, Director, Department of
the Youth Authority

Thursday, September 27

- 8:00 a.m. Continental Breakfast — General Meeting Room
- 8:30 a.m. Workshop Orientation
Janet Lyons, Consultant, California
Youth Authority
- 8:45 a.m. Opening Session
John Fitch, Presiding Juvenile Court Judge,
Fresno County
- 9:00 a.m. Promoting Interagency Collaboration —
A Question of Power
Dr. Barbara Solomon, University of
Southern California
- 9:40 a.m. Program Examples
City of Richmond Crime Prevention Program
Abraham Braxton, Chairperson, Crime
Prevention Task Force
Ivy Lewis, Citizen Participation Coordinator,
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Fresno Interagency Committee
Ann Shine-Ring, Interagency Coordinator

San Diego County Juvenile Interagency Committee
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Los Angeles County (Retired)

West Contra Costa Consortium for Children
Don Lau, Community Services Director,
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10:15 a.m. BREAK

10:30 a.m. Program Examples - continued

11:15 a.m. Questions and Answers

11:45 a.m. LUNCH

Project A.C.T.I.O.N.

Paula Lancaster, Former Chairperson,
Project A.C.T.I.O.N.

Youth in Jeopardy

Pauline Davis Hanson, Associate Justice
Fifth Appellate District Court of Appeals

1:30 p.m. Workshops

3:00 p.m. BREAK

5:00 p.m. Workshops conclude

6:00 p.m. No Host Hospitality Hour

7:00 p.m. DINNER

Friday, September 28

8:00 a.m. Continental Breakfast — General Meeting Room

8:30 a.m. General Session
J. Michael Brown, Presiding Juvenile Court
Judge, Humboldt County

8:45 a.m. Workshop Reports

10:00 a.m. Questions and Answers

10:30 a.m. BREAK

10:45 a.m. Summary
Dr. Barbara Solomon, University of
Southern California

12:00 a.m. ADJOURN

YOU CAN'T DO IT ALONE — A WORKSHOP ON INTERAGENCY COOPERATION

SEPTEMBER 26-28, 1984
Sacramento

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