

***Community Public Health and Safety Networks:
Case Studies and Governance Structure***

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Executive Summary

Background: In 1994, the Washington legislature passed a comprehensive Violence Prevention Act (E2SHB 2319), with a primary purpose of reducing the rate of violence—particularly youth violence—in the state.

The legislature also directed the Washington State Institute for Public Policy to evaluate the impact of these policy changes on reducing the rates of violence and associated at-risk behaviors.(RCW 70.190.050) Of parallel concern is evaluating whether those factors that protect society against violence and at-risk behaviors have been enhanced. The 1995 Legislature reiterated this evaluation assignment by providing funding in the 1995-97 biennial budget.

The Institute issued its evaluation plan,¹ as directed, in July 1995, its analysis of trends in at-risk behaviors² in January 1996, and issue briefs on related topics in February 1996.³ Regular reports to the Washington Legislature and to the public will be integral to this evaluation assignment.

This Report: The creation of Community Public Health and Safety Networks, to engage communities throughout Washington in reducing violence, was an important part of the 1994 Violence Prevention Act. Across the state, **53** networks have been created—most encompassing entire counties, some covering small, local communities. Most are in their formative stage, as they will complete their plans in the summer of 1996.

The Institute's evaluation plan outlined an assessment of this new process for coordinating interventions in the community. This report gives *preliminary* information on these networks, discusses their initial activities, and compares their responsibilities with those of other decentralized social service systems in Washington. Using a case study approach, we selected seven networks to illustrate Washington's geographic and population diversity: Clallam County, S'Klallam Community Network, Kittitas County, Mason County, Snohomish County Federated, South King County and Spokane County.

Findings: These case studies show that:

1. Networks have approached their assignments with creativity and commitment.
2. Network activity has generated substantive citizen involvement.
3. Networks have selected different at-risk behaviors of youth for priority attention.
4. Half of the non-tribal networks selected county government as their fiscal agent. Educational Service Districts and city government represented the next highest categories.

¹ Steve Aos and Roxanne Lieb, *A Plan for Evaluating Washington State's Violence Prevention Act*, July 1995.

² Steve Aos, Roxanne Lieb, and Robert Barnoski, *Trends in At-Risk Behaviors of Youth in Washington*, January 1996.

³ See Issue Briefs from the Institute's Violence Prevention Study, issued in February 1996 and ongoing.

5. The networks' statutory authority was compared with other state efforts intended to decentralize services in early intervention, mental health, and aging services. The networks have more detailed requirements for activities, outcomes, performance, and program evaluation; lack major responsibilities for managing services in their communities; and are obligated to serve a broader population. Networks are expected to accomplish these responsibilities through a volunteer effort rather than through permanent paid staff.
6. Statutory requirements for the networks appear concise and straightforward. The state Family Policy Council's planning guidelines for the networks set more detailed and complex expectations.
7. Indecision in the 1995 Legislature about the networks' future called into question their standing in the community, as well as slowed momentum in their implementation of the 1994 Act.

I. Background

A. Legislative Assignment

The 1994 Legislature passed a wide-ranging Violence Prevention Act (E2SHB 2319), whose primary purpose is to reduce the rate of violence—particularly *youth* violence—in the state.

To accomplish these reductions, the legislature adopted three policy approaches:

- The Act increased certain *criminal penalties*, including those for the unlawful use of and access to firearms, and changed other policies concerning public safety, education, and the media.
- State agencies and local communities were directed to take a “*public health*” approach in controlling and preventing the problems identified in the Violence Prevention Act.
- The legislature instructed *local communities*, as opposed to state agencies, to take a larger role in planning and implementing prevention activities. To do this, the legislature created a new entity—Community Public Health and Safety Networks.

The legislature directed the Washington State Institute for Public Policy to evaluate the impact of these policies in reducing the rates of violence and other at-risk behaviors and increasing protective factors.(RCW 70.190.050) Specifically, the Institute was directed to perform an outcome evaluation of the networks' success in reducing the rate of at-risk youth. The 1995 Legislature reiterated this direction to the Institute in its 1995-97 biennial budget by appropriating specific funds for the evaluation of the Violence Prevention Act.

The Institute published its evaluation plan⁴ in July 1995, and *Trends in At-Risk Behaviors of Youth*⁵ in January 1996. Regular reports to the legislature and the public are an integral part of the evaluation activity.⁶

B. Community Public Health and Safety Networks

The Violence Prevention Act provided guidelines for setting up a new entity, Community Public Health and Safety Networks, with the intention that parents and other citizens in these organizations identify community needs and establish community priorities. To this end, networks are governed by a 23-member board, 13 of whom are citizens with no fiduciary interest. The remaining ten members include local representatives from various governmental and social service organizations in the network area.

⁴ Steve Aos and Roxanne Lieb, *A Plan for Evaluating Washington State's Violence Prevention Act*, July 1995.

⁵ Steve Aos, Roxanne Lieb, and Robert Barnoski, *Trends in At-Risk Behaviors of Youth in Washington*, January 1996.

⁶ See Issue Briefs from the Institute's Violence Prevention Study, issued in February 1996, and ongoing.

The Act requires networks to perform the following functions:

- Review state and local public health data and analysis relating to risk and protective factors, and at-risk youth and children;
- Prioritize risk and protective factors to reduce the likelihood of their children and youth being at risk;
- Develop long-term comprehensive plans to reduce the rate of at-risk children and youth; set definitive, measurable goals, based upon the Department of Health standards; and project their desired outcomes;
- Distribute funds to local programs that reflect the locally established priorities;
- Comply with outcome-based standards;
- Cooperate with the Department of Health and local boards of health to provide data and determine outcomes; and
- Coordinate its efforts with anti-drug use efforts and organizations and maintain a high priority for combating drug use by at-risk youth.⁷

The Family Policy Council oversees the networks. This Council is composed of: the Superintendent of Public Instruction, the Secretary of Social and Health Services, the Director of the Department of Community, Trade and Economic Development, the Secretary of Health, the Commissioner of the Employment Security Department, one legislator from each caucus of the Senate and House of Representatives, and one representative of the governor's office.

The 1994 Violence Reduction Act specified the guidelines for establishing a network. A group of individuals who met the representational requirements in the statute were directed to apply to the Council for designation as a network. The Family Policy Council ultimately approved 53 networks across the state. Most network boundaries cover a county, but several have significantly smaller boundaries. Ten tribal networks were established, and these apply to tribal members rather than geographical boundaries. A state map showing the networks' boundaries is included as Appendix One.

Each network must submit its comprehensive plan to the Family Policy Council for approval before state funds are released to the network. Most plans will be delivered to the Council during the Summer of 1996. The Family Policy Council is also charged with assisting networks in their planning efforts by providing training, research materials and organizational assistance.

⁷ RCW 70.190.070

C. Study Purposes

The Institute's evaluation plan describes the methods it will use to assess the Act's effectiveness, and the performance of the networks. This report gives *preliminary* information on the Community Public Health and Safety Networks (called networks in this document), discusses their initial directions, and compares their responsibilities with those of other decentralized social service systems in Washington.

Using a case study approach, we selected seven networks to illustrate Washington's geographic and population diversity: Clallam County, Jamestown S'Klallam Community, Kittitas County, Mason County, Snohomish County, South King County and Spokane County. Chapter II includes the seven case studies.

The case studies relied on telephone and in-person interviews, as well as review of written materials and meeting attendance.

The interviews addressed the following questions:

Network Organization

Who sets the agenda for the network?
When and where do you meet?

Membership

Did you have an orientation?
Is there an orientation for new members?
Has your network had any problems related to membership, quorums, or filling vacancies?
Are certain types of members more likely to be active or to resign?
Are there significant differences between the fiduciary and non-fiduciary members?

Relationship With the Community

What steps did the network take to involve the community?
How is the network perceived in the community?

Network Role

What do you see as the network's role?
Is the network area the right size to accomplish its purpose?
Are there groups in the community which have some similar roles and functions as the network?

Fiscal Agent

What were the major reasons for selecting the fiscal agent? Is this arrangement satisfactory?
Has the fiscal agent influenced the organization's work in any way?

Fiscal Issues

How have you allocated your state dollars?
Is there sufficient flexibility for your network to decide how to spend its dollars?

Data Analysis

What data is important to your efforts?
Did you learn something of significance in reviewing the data?

Comprehensive Planning

How will you be going about comprehensive planning?
Will you make recommendations regarding decategorization?

As much as possible, we have reported the answers in the respondent's words. In some cases, the answers include a series of quotes from several different individuals.

D. Future Work

As the networks progress with their legislative assignments, the Institute will assess their performance. This future review will focus on the following questions:

- How are networks *functioning* in conjunction with local government and the non-profit sector?
- What *accountability measures* are in place for networks, including political and fiscal accountability?
- How do *data* on risk and protective factors *influence* networks' decision-making? What are the influences on state decision-making?
- Does *coordination* among social service providers *improve* as a result of network decision-making?
- How effective are the five state agencies that make up the Family Policy Council in ensuring the *coordination of state services* at the network and community level?

The Institute will review the performance and accomplishments of the networks as they proceed in their work. The next publication will assess the comprehensive plans submitted by the networks, and will be completed in the winter of 1997. An assessment of the networks' impact on problem behaviors will be published in 1998.

II. Case Studies

- **Clallam County Network**
- **Jamestown S'Klallam Community Network**
- **Kittitas County Community Public Health and Safety Network**
- **Mason County Community Network**
- **Snohomish County Federated Health and Safety Network**
- **South King County Network**
- **Spokane County Community Network**

Note: Each network chose its own name, thus the titles vary.

CLALLAM COUNTY COMMUNITY NETWORK

NETWORK GEOGRAPHY AND ECONOMICS

Clallam County is a rural community located on the northern tip of the Olympic Peninsula. The 1995 population was 63,600; over half (57 percent) of the residents live outside the three incorporated cities of Forks, Sequim, and Port Angeles. In 1990, 93 percent of the population was white. American Indians, representing 4.8 percent of the population, are the largest minority group. The county ranks 15th in the state in terms of personal wealth, with a per capita income of \$18,873.

Clallam is adjusting to changes from the declining resource-based economy. It is a time of transition for many workers and businesses as residents search for alternatives to fishery and timber related work. Major employment sectors include: finance and real estate, services, and government (Clallam Bay Corrections Center).

NETWORK FORMATION

The Clallam County Network was convened by a county commissioner and a previous state legislator. The commissioner and many social service professionals in Clallam County had been involved in two previous collaborative efforts, Youth 2000 and Code Blue. These organizations brought together health, education, and social services professionals, as well as local businesses, to consider children and family issues. Thus, working together collaboratively was not a new idea.

Several original network members believed that Clallam, Jefferson and Kitsap counties were being encouraged to form one network, and to select the Educational Service District in Kitsap County as their fiscal agent. They thought Clallam County's needs would be lost in a multi-county network. Also, as a practical consideration, the members thought it was difficult enough for individuals in the west end of Clallam County to meet with individuals from Port Angeles and Sequim, let alone to meet with people from adjoining counties.

Clallam County boundaries were selected as the network's boundaries and county government was selected as the fiscal agent. Two events in the network's early formation got it off to an uncertain start: 1) The superior court judge, who had been selected as chair, had to resign because the canon of ethics would not allow judges to participate in such an organization; 2) a citizen who strongly disagreed with the section of E2SHB 2319 on firearms, was appointed to the network. Several members reported that his presence was highly disruptive, and that he was focusing upon only one issue, guns, rather than youth. The new chair thought that he should be able to voice his opinion, and that having done so, he would become a contributing member of the network. Members of the network reported that early meetings were highly contentious, and gave a negative impression to the community about the network. Current members agreed that meetings have since "settled down."

1. Network Organization

- **Who sets the agenda for the network?**

Helen Dawley, the chair, consults with the executive committee to set the agenda. The executive committee is composed of the chair, the vice chair, the secretary-treasurer, and the chairs of three subcommittees: planning, assessment, and communication.

- **When and where do you meet?**

The network is currently meeting at the Port Angeles School District office at 6:00 p.m. on the third Monday of every month. They had been meeting in the county commissioners' meeting room. The time and place seems convenient for everyone, except for members from the west end of the county.

2. Membership

- **Did you have an orientation? Is there an orientation for new members?**

The early training sessions were perceived as very valuable by the members who attended. There has been no formal orientation for new members. The chair calls the new members, gives them background information, the mission statement, and assigns a current member to serve as the new member's mentor.

- **Has your network had any problems related to membership, quorums, or filling vacancies?**

There was general agreement that a network with 23 members was about the right size. Many members said that if there were any more members it would be "cumbersome" or "unwieldy." The chair said that there was some confusion about a quorum when the network did not have the full 23 members. They decided that a quorum would be the simple majority of the current membership.

Some organizations have not promptly made appointments to the network. The network first directed members of the community to fill out applications for membership and then appointing bodies were asked to select from the completed applications. The problem with this approach was that the appointed members often did not have a tie to the appointing bodies, nor could they accurately represent their positions. Now, appointing bodies are asked to appoint from among their members, or appoint a person who reflects their opinions, and that person is then asked to complete an application.

- **Are certain types of members more likely to be active or to resign?**

Most members agreed that the fiduciary members had been the most active members and came to the network with an understanding of problems and available services in the community. Also, most fiduciary members knew each other or had worked with each other before. Some of those interviewed suggested that the fiduciary members have "something to gain or to lose" if funding is distributed by the network, so they attended "just to protect their interests."

Those who have been less active have been non-fiduciary members, although they bring a personal commitment to children. All agreed that it was most difficult for members in the

west end of the county to come to meetings and to actively participate. Some of those interviewed thought that Native Americans and Hispanics have been harder to recruit and to retain as members. The social-cultural style of the network may be different from the style of these two communities.

Two early network members said they thought the state placed too much emphasis on moving quickly. They both believed that network members needed time to become a team before they had to produce a plan.

- **Are there significant differences between the fiduciary and non-fiduciary members?**

Members agreed that the non-fiduciary members had a steeper learning curve, and many said that they were overwhelmed reviewing the data. Most of those interviewed thought the non-fiduciary members attend and participate because they have a strong interest in improving their community, or because they have a strong interest in a particular issue.

Members agreed that when they are sitting in a network meeting, the average citizen would have a difficult time telling who was a fiduciary and who was a non-fiduciary member. "We've worked hard at being one body. Now, we feel like we are one body. Those who came with narrow agendas or little interest have left."

3. Relationship With the Community

- **What steps did the network take to involve the community?**

Early in the network's establishment, press releases were distributed about the group. The network worked together with United Way so that organization's phone survey included questions related to the network's mission.

The network held three community forums in February 1996.

- **How is the network perceived in the community?**

All members agreed that the network was not well known or understood by the community or average citizen. The network is "more or less ignored" and "is not perceived as being an important actor in the community."

The consultant that the network hired has been interviewing agencies in the county and she reported that many agencies asked her, "Do we still have a network?" or "What is the network?" Many members said it was difficult to explain to other citizens what the network's exact purpose is. Others said that those in the social services may know a network exists, but the average citizen in the community does not. One member said, "it is a struggle to promote awareness of a group that is doing yet another plan."

One member said the network does not yet have authority or legitimacy. "Service providers will look at the network as a force to be reckoned with if there is funding to distribute."

The fiduciary members were more likely to say that the network was perceived as having *no* legitimacy or authority. The non-fiduciary members were more likely to say that the network had *some* legitimacy or authority.

Members thought the awareness and the respect for the network might change when the network holds three community forums in February, or if the network receives a sizable amount of funding from the state to distribute.

4. Network Role

- **What do you see as the network's role?**

When asked about the network's role, all members described a data-driven approach to comprehensive planning for children and youth problems. There was general agreement about this mission and role.

- **Are there groups in the community which have some similar roles and functions as the network?**

The fiduciary members were more likely to know about other organizations in the community with similar interests and to be aware of "turf issues," but all members agreed that no other organization had *exactly* the same role and function as the network.

5. Fiscal Agent

- **What were the major reasons for selecting the fiscal agent? Is the arrangement satisfactory?**

The county boundaries were selected to be the network's boundaries and the county was selected to become the fiscal agent.

The county offered a free meeting site, supported the network's collaboration, but has kept a low key, non-obtrusive stance. Members uniformly agreed that the county's selection as fiscal agent was the best possible choice.

- **Has the fiscal agent influenced the organization's work in any way?**

Everyone agreed that the county had not exerted any influence.

6. Fiscal Issues

- **How have you allocated your state dollars?**

All of the money allocated to the network has been spent for planning and printing of a needs assessment. No funds have been used for direct services.

- **Is there sufficient flexibility for your network to decide how to spend its dollars?**

The members assumed there was enough flexibility, if and when the time would come for distributing funding for direct services.

7. Data Analysis

- **What data is important to your efforts?**

Members agreed that the planning process confirmed some beliefs and made them aware that other beliefs were not grounded in fact. Several members said they probably would have been swayed by social service providers' arguments or articles in the newspapers, but that the data analysis made them feel confident they were selecting the most serious issues for their community.

Some members said there was too much data to absorb. The network reviewed a county survey of agencies, a United Way random telephone survey of citizens, the Hawkins and Catalano risk and protective factors, the state Department of Health data, a local survey of youth, and other county and census data.

The discussion of data analysis elicited such comments as: "The network members had a difficult time in trying to analyze a lot of data." "Many of us didn't understand the data. It was overwhelming—many of us hadn't worked with data before, but once it was explained to us by our consultant, Dr. Katherine Carlson, it was clear." "We had a lot of fights at first about risk factors (especially references to guns)." "It was truly war for a while." "People who believed in the risk factors have convinced the others."

- **Did you learn something of significance in reviewing the data?**

All of the members, even those who said the data at first was "overwhelming," agreed that the data analysis had been an invaluable part of their planning process. They said they would *not* have come up with the four priority issues without the data analysis.

8. Comprehensive Planning

- **How will you be going about comprehensive planning?**

The network has analyzed the data and will be going to the broader community for input. The network will be presenting the four issue areas they have decided are priorities, to the community forums. The four issue areas the network selected are:

- domestic violence
- child abuse
- youth substance abuse
- youth violence

One member thought there was an inherent conflict in what the network was supposed to do. On one hand the network was supposed to objectively analyze the data to find the problems, risk factors, and the protective factors. On the other hand, the network was supposed to go to the community and solicit agreement on problems. The member asked rhetorically, "What if the community doesn't agree with the data analysis?"

- **Will you make recommendations regarding decategorization?**

A few members thought the network would address decategorization of funding, but most members said it was a concept they had not yet discussed.

9. Additional Information

The network held its three community meetings in February 1996. About 30 people attended in Forks, about 30 in Port Angeles, and about 15 in Sequim. The turnout was considered good in Forks and Sequim, but a bit of a disappointment in Port Angeles. Discussion focused on prevention programs (Home Visitation model for new families and the Parents as First Teachers model), activities for youth, and the current juvenile justice system problems.

The input from the community forums confirmed the network's ideas about the importance of prevention, but it also brought up a philosophical conflict between a long-term strategy to reduce violence through prevention and a short-term strategy of dealing with juvenile crime today. The network will try to come to some consensus in their plan. Because the amount of direct funding is not known, the plan will give proportions that they want to allocate to prevention and early intervention.

Also, now that the network has chosen its priorities and received community input, the chair plans for network members to brief their appointing bodies and secure their support.

MEMBERS INTERVIEWED

Paul Coover, Employment Security Department
Claudia Davis, director, Clallam County Human Services
Helen Dawley, chair, citizen
Patty Hanna, United Way
Ken Nichols, Division of Children and Family Services/DSHS
Pete Peterson, Clallam County Juvenile Court Administrator
Don Roberts, citizen

OTHERS INTERVIEWED

Dorothy Duncan, Clallam County Councilwoman, convenor of the network
Wendy Foster, director, Clallam-Jefferson Family Planning Services
Don Zanon, director, Peninsula Counseling Center
Katherine Carlson, network consultant

JAMESTOWN S'KLALLAM COMMUNITY NETWORK

NETWORK GEOGRAPHY AND ECONOMICS

The Jamestown S'Klallam Network includes historically-determined and federally-recognized geographical boundaries. The tribal center is located in Sequim, within the northeastern corner of Clallam County, but tribal members live in both Clallam and Jefferson Counties. In 1981, the tribe was federally recognized.

The 1990 census data estimated the number of Indian people in the Jamestown S'Klallam tribal service area at 644. Children and youth under the age of 18 comprised 37 percent of the total. In 1994, the tribal *enrolled* membership was 222.

The chair of the network, Liz Mueller, is the director for the tribe's social services unit and Andrea Ramsauer, the network's planner, is also the planner for this unit. Other members of the network also hold positions with the Tribal Council or other tribal units. The health and social services units and the network both report to the Tribal Council.

Three members of the Jamestown S'Klallam network also serve, or have served, on a neighboring county network. These three members commented on how different their tribal network is compared to the two county networks: "The tribe looks at a population, not a geographical area. So the tribe as the network makes good sense."

NETWORK FORMATION

The chair of the network, Liz Mueller, first heard about the network legislation while serving on the Indian Policy Advisory Committee of DSHS. She then discussed the concept with the tribe.

The Jamestown S'Klallam Tribe wanted to be its own network, and did not consider joining either the Clallam or Jefferson County Networks.

Liz Mueller and Andrea Ramsauer followed the rules set by the Family Policy Council and acted as convenors. At the first meeting, they reviewed the legislation and what was required of a network. After a two-day briefing session, the network elected officers. Liz Mueller was elected chair and Andrea Ramsauer became the network's plan writer.

1. Network Organization

- **Who sets the agenda for the network?**

The chair, along with the network's planner and the executive committee, set the agenda. The members of the executive committee are: chair, vice chair, secretary, and treasurer.

- **When and where do you meet?**

The members meet at the Tribal Center, on the second Monday of each month, from 6:00 p.m. to 8:00 p.m. Because of this location, both Jefferson County members and Clallam County members can attend. For members who work at the Tribal Center, it is very convenient. Members seem to be satisfied with the place and time.

2. Membership

- **Did you have an orientation? Is there an orientation for new members?**

The chair and the planner discussed the goals and objectives of the network with the newly appointed members. Also, the original members had a two-day retreat. Many of the members knew each other, so working together was relatively easy. There were some exercises that helped members focus on values and priorities. Floyd Brown, from the University of Washington, has also helped.

There has been little turnover in membership, and the few new members that have been appointed have been informally oriented during the recruitment process. They receive a network notebook that contains information, and the chair talks with each of the new members to orient them. At each meeting, someone briefly reviews what took place at the previous meeting. The discussion of orientation elicited such comments as: "Many of them have been involved on the outside and know what's going on." "New members just jump right in."

There has been no need to spend a lot of time on "getting to know each other" before getting down to work.

- **Has your network had any problems related to membership, quorums, or filling vacancies?**

No one mentioned any problems. There are usually 15 to 18 members at all meetings. The membership has been quite stable.

- **Are certain types of members more likely to be active or to resign?**

In general, members felt that participation within the group was about the same. They stated that: "Both fiduciary and non-fiduciary, both tribal and non-tribal members seem to attend and to participate about the same." "There is much more of a sense of community here than in a county." "We have a mix of ages from a 14-year-old to an elder. Both our tribal and non-tribal members are pretty active. People are invested in what's going on. People don't come in with agendas."

However, a few members thought that tribal members, who are also tribal employees, were more likely to be active on the network. "Those with a longer tenure on the network, those with a closer tie to the tribe, or people who have been elected as an officer or have some formal role in the network, tend to be more active."

The chair noted that "people from disadvantaged educational and economic backgrounds often feel so out of place in general community working groups such as the network structure.

They feel out of their element. But because life experience as well as formal education is valued, our network board has an open approach respecting diverse backgrounds which helps all members feel at ease."

Many members said that the people who have resigned have done so because of their schedules. "If their working schedules become far too busy, they are not able to attend regularly." "People who had resigned were the people who usually sign on to everything and then don't show up. We refilled those vacancies right away."

- **Are there significant differences between the fiduciary and non-fiduciary members?**

Some members said there were no differences and offered the following perspectives: "The members were real clear about this at the very beginning. It really doesn't matter if a member is fiduciary or non-fiduciary. Their participation is about the same." "We keep a high sense of humor. We don't rant and rave. With fiduciary members, they have a harder time juggling all of their schedules, but we have a real good blend. We're blending fiduciary and non-fiduciary, Indian and non-Indian, and people who live in Jefferson and Clallam Counties."

Another member said that fiduciary members "are used to jumping in and problem-solving. If you've had grant writing experience, if you're used to operating with public money, you know all the hoops. Some of these members really know these things, but it's a new ball game for the other (non-fiduciary) members."

One non-fiduciary member said that fiduciary members "are used to going to meetings. We respect what they can bring to the meetings and I think they respect what we know. We all respect our different perspectives and our experiences. We all get our different experiences in. We all listen to each other just fine."

3. Relationship With the Community

- **What steps did the network take to involve the community?**

In the beginning, the tribe sent out letters to everyone in the tribe to let them know about the network and it sent out membership applications. "We keep everyone informed through the tribal newsletter. We sent out a survey to all tribal members. We're also doing a brochure."

Because the tribe is relatively small, some members thought that most tribal members know at least a little about the network, because someone they know is a member. "The choice of members was key, because each person is also tied into the community. We also have members who are from key families in the tribe."

The network has also interviewed members of the elder group, the teen group, and the pre-teen group.

- **How is the network perceived in the community?**

Most members agreed that it was somewhat difficult to explain the network's purpose. One member said, "I don't think most people are really aware of it. Within the tribe itself, I don't

know, maybe the tribal newsletter or the survey helped. My relatives or neighbors wouldn't know about the Clallam or S'Klallam networks."

A member commented, "I think it's very difficult to explain the long planning process. Until the network starts doing concrete things, the conceptual and planning stuff is just lost on members." Another member agreed noting that, "Sometimes the whole concept is hard to explain. It's a new idea, people are not real certain. My mom's an elder and she asks me, 'What's it going to do for the tribe? Will you just sit around and talk?' "

There is a perception among some members that tribes were overlooked in the original legislation and they have been "shoe-horned" in. This has led to some problems. "Tribes truly are a whole different world."

"The organization's legitimacy is derived from the trust in the members, like Liz Mueller or Matt Adams. Those members are active in other tribal committees. The legitimacy has nothing to do with the legislation, but with actual people on the network."

4. Network Role

- **What do you see as the network's role?**

The members had the same general idea of the network's role, although they stated this in slightly different ways. They agreed on assessment of problems, logical planning, avoiding duplication, and providing efficient services to the tribe.

"I see our network's role is to assess what we feel our problems are in our community and to find an efficient way to do something about them."

"I see that the network is a focal point for planning in a more logical manner, to look at the resources available, and to allocate them in a more reasonable and logical way."

"We're looking at what we have, what the tribe needs, and then what's available. We're looking at what's working and what's not working, what's going to be cut and what can we supplement."

"For so long, it's been the Bureau of Indian Affairs or the state telling us what to do. Now we actually have a chance, through our own self-governance, to focus on what are our own issues, not the issues of the whole state or of a county."

"It's a community that is deciding to get its own funds and to run its own show."

- **Is the network the right size to accomplish its purpose?**

There was general agreement that it was approximately the right size. Several persons said the membership size was too large, but not all members were able to attend every meeting. By having 23, there was good representation at most meetings and it keeps a lot of members involved in the issue.

- **Are there groups in the community which have some similar roles and functions as the network?**

Most members saw the tribe's social service unit and health unit as having a similar purpose. A few cited the Tribal Council, and one thought that there was some overlap with the school board. Because of the overlapping memberships, there did not appear to be any "turf battles."

"The tribe has a social service committee, an education committee, and a health committee. What we have done on the network is to have a person from each committee sit on the network."

"I would assume that the social service committee in the tribe's government would be comparable to the network. My impression is that they work together well, because Liz Mueller is the head of social service and also the chair of the network."

"In our network, the most similar would be the Tribal Council. The network can't make a final decision without the council. The network is a subsidiary to the Tribal Council."

5. Fiscal Agent

- **What were the major reasons for selecting the fiscal agent? Is the arrangement satisfactory?**

The tribe was the natural choice. Everyone is pleased with the arrangement.

- **Has the fiscal agent influenced the organization's work in any way?**

No one thought the tribe had influenced the work of the network in any way.

6. Fiscal Issues

- **How have you allocated your state dollars?**

The great majority of the money has gone to planning. About \$4,000 will go for direct services. Three projects were selected to receive the direct services funds at the network meeting on February 12, 1996. The three projects are:

- Sending youth to a "ropes course," to build confidence
- Sending tribal youth to the Northwest Indian Youth Conference
- Summer mentoring (or job shadowing)

- **Is there sufficient flexibility for your network to decide how to spend its dollars?**

Most members of the network thought there was sufficient flexibility.

7. Data Analysis

- **What data is important to your efforts?**

The network's planner was able to use 1990 census data, Indian Health Service data files, tribal membership enrollment data, the tribe's health and social services reports, a 1991 tribal needs survey, a 1992 health clinic feasibility study, the 1992 Bureau of Indian Affairs labor force and service report, and the Sequim School District's Indian enrollment list.

Members who were most familiar with data said that not enough data, specifically about the tribe, was available from the state and counties. There were data on Clallam and Jefferson Counties, in general, but little data specifically on Native Americans. Other agencies, such as the sheriff or local social services, do not keep records separately by ethnic status. "It's all rolled in together."

"The state staff put together data, but the Jamestown tribe was so small that essentially we didn't get anything that was especially useful."

Many members did not seem aware of a problem with data, and relied on the planner's expertise and the tribal survey. (The tribe conducted its own survey of social services needs. One hundred surveys were mailed out and 48 were completed and returned.)

"Instead of each person's views or biases, the aggregate survey information was really helpful." The network has also conducted focus groups.

- **Did you learn something of significance in reviewing the data?**

Most members thought that the survey gave the plan its basic focus. "I think because it is a community-based project, it had to be done this way. You have to work with the community and current information."

"We could not have skipped over the data analysis."

"It's always enriching to know how other people view the needs of the community."

8. Comprehensive Planning

- **How will you be going about comprehensive planning?**

The network has been meeting once a month, reviewing data and feedback from the focus groups. The planner completed part one of the network's draft plan and it was given to network members on February 12, 1996. "It has taken a long time for all of the aspects of the whole process to come together. It has been simmering, and now it's beginning to fall into place."

The network has a draft plan with four priority areas:

1. alcohol and drug abuse
2. school dropouts
3. teen pregnancy
4. child abuse and neglect

The chair said, "With our planning department plus our network, we are working together. It will mean a whole different organization once we get finished. It might be downsizing some things to concentrate more on other areas. I'd like to focus on the youth."

- **Will you make recommendations regarding decategorization?**

There were some differences of opinion about this. Some members said yes, they would make recommendations, and other members said they were not sure.

Most members thought that the network would make such recommendations, and that with the tribe's experience in self-governance, it would be easier for the Jamestown S'Klallam network than for a county network.

"Tribes will be more successful in decategorization because of their history in self-governance. It will be much easier to re-program funds because of the dynamics."

One member said, "I don't think we'll make those recommendations. It's too much of a headache."

MEMBERS INTERVIEWED

Liz Mueller, network chair and director of Social Services Unit of Tribe
Matt Adams, tribal member
Trina Bridges, family services provider
Dan Cable, tribal member representing education
Michele Cook, state worker
Sandra Ehrhorm, Tribal Council member
Joe Hawe, Clallam County sheriff
Kris Locke, health planner

OTHERS INTERVIEWED

Andrea Ramsauer, network planner and planner for Social Services Unit of Tribe
Lois Smith, Jefferson County Juvenile Court administrator
Judy Tozzer, Sequim School District board member

KITTITAS COUNTY NETWORK

NETWORK GEOGRAPHY AND ECONOMICS

Kittitas County serves as the boundary for the Kittitas County Public Health and Safety Network. This boundary required an exception from the Family Policy Council because the population is below 40,000. The 1995 population was 30,100. Most of the population resides in the Ellensburg area. Whites constitute 95 percent of the population.

The county has one of the highest unemployment rates in Washington. Major employment sectors include: government (Central Washington University), agriculture, mining, cattle, and timber. Compared to their neighboring counties such as Yakima, there are relatively few migrant and seasonal workers.

NETWORK FORMATION

An initial meeting to discuss the network was held in April 1994 following an extensive mailing and invitations to people through informal contacts. Earl Long and William (Bill) Holmes, county employees, convened this meeting. A steering committee was formed, consisting of individuals from several service and governmental organizations. The steering committee contacted several individuals from other counties to research the possibilities associated with linking with other counties.

Although there is a long history of shared governance structures with Yakima County, Yakima was not interested in a joint network. Considerably fewer examples of shared governance existed with Grant County and other counties bordering Kittitas. The committee also took into consideration the difficulty of winter travel, large differences in the population needs of other counties, and the extensive history of cooperation enjoyed within the county.

For these reasons, the group decided to request an exception, allowing a network with a population smaller than 40,000. The steering committee requested this exception from the Family Policy Council in late August, and the exception was granted. Kittitas County government was selected as the network's fiscal agent.

1. Network Organization

- **Who sets the agenda for the network?**

Joan Glover and Bill Holmes, the co-chairs, set the agenda, with staff support provided by Earl Long who is the Kittitas County Director of the Mental Health, Substance Abuse, and Developmental Disabilities Program.

The co-chairs work closely together. There is no executive committee. The co-chairs see themselves as facilitating the process and feel they work well together. Meetings are run by consensus and the co-chairs try to make sure that everybody has their say. Votes are taken by a show of hands.

- **When and where do you meet?**

The full community network board meets at Morgan Middle School on the second and fourth Wednesdays of every month from 7 to 9 p.m. A twice-monthly meeting schedule does not allow them to accomplish as much as they would like, but it is the maximum they can ask from volunteers with other commitments. There are three subcommittees: training, planning, and membership.

2. Membership

- **Did you have an orientation? Is there an orientation for new members?**

There was an initial orientation when a staff member from the Family Policy Council came to discuss the purpose of the network and the legislation.

New members are contacted by phone to discuss their commitment. The library has a shelf with all network materials from previous meetings available to anyone who wants to "catch up" on past network activity. Old members are assigned new members to make them feel welcome at meetings. The group is very nurturing of one another.

- **Has your network had any problems related to membership, quorums, or filling vacancies?**

There is a membership committee. The number of individuals able to serve in a small rural community is not extensive, but as of yet, there have not been major challenges in filling vacancies. The network's mission is perceived by some community members as quite subjective and unclear, and many people prefer to join a group that does something concrete.

It is harder to recruit upper county residents who have to drive to Ellensburg for meetings.

- **Are certain types of members more likely to be active or to resign?**

Active members are those who have been involved in other community efforts. Individuals with "Type A personalities" are more likely to be active, as are people in their thirties and forties. The student involvement is great, as they ask good basic questions that others might be reluctant to ask. For several members it is more difficult to participate actively due to language barriers, although they attend the meetings.

There has not been an extensive turnover in membership. The private sector members are more likely to resign due to the enormous time commitment. In some cases, people have resigned because they wanted more immediate results or preferred to spend the planning money on direct services.

- **Are there significant differences between the fiduciary and non-fiduciary members?**

There are not major differences. Many members do not realize who is fiduciary and who is not. The fiduciary members tend to be more familiar with the issues. The non-fiduciary members have a major investment in examining their communities' problems. Everyone has an equal status unless a vote comes up.

When funding issues are examined in the future, members noted that these differences may become more apparent.

3. *Relationship With the Community*

- **What steps did the network take to involve the community?**

There is regular notification in the newspapers about the meetings. The board members also talk to people in the community. The board needs to do more in this area (e.g., surveys, interviews). The board recently held a training session on outreach, but most believe that until some well-defined issues are tackled, it will be hard to draw in community people.

"Most people still do not know the network exists. There is a lot of apathy in our community. People do not want to get involved unless they have first-hand experience with some of the problems."

- **Was it easy or difficult to explain the network's purpose to citizens?**

"It is extremely difficult; it is like trying to sell Amway to your peers." Outside groups (those which are not service providers) have a hard time understanding the nebulous nature of comprehensive plans. Most people understand direct services better. Many people who want less government are skeptical of the community network process.

- **Have you had sufficient time to build a relationship with your community?**

This is an area the board will spend more time on in the future. The board must come up with a short, consistent message of what the network is doing and how the community can be involved. There are many resources at Central Washington University that have yet to be tapped, perhaps due to the distrust of the "town versus gown" mentality (the traditional uneasy relationship between academic institutions and their neighboring community).

- **How is the network perceived in the community?**

There has been no impact yet. At first, public officials may have thought that the network was challenging the way they did their jobs, but that concern has gone away. Others may have thought the network was another layer of government. The real obstacle is to get the community interested and to accomplish whatever the network sets out to accomplish. Until some allocation decisions are discussed and implemented, there will be no real authority.

4. Network Role

- **What do you see as the network's role?**

To develop a definition of what our community needs and how to meet those needs. To continue to provide a quality, healthy lifestyle for all those who live in the county and keep out the problems that have occurred in other, more urban counties.

The board must serve as a "cattle prod" to identify problems and keep the process rolling. In the short term, the network needs to make itself known in the community. In the long term, the network should serve as a liaison between service providers and the community to explore and act upon risk factors for prevention of violence.

- **Is the network area the right size to accomplish its purposes?**

Yes, although there is a definite split between upper and lower Kittitas County. Travel in winter weather is difficult. Perhaps a smaller, more community-based approach would have made more sense.

- **Are there groups in the community which have some similar roles and functions as the network?**

Yes, there are some natural ties with existing organizations that have a focus associated with the network's mission: Kittitas Substance Abuse Program; the Domestic Violence Task Force; the Kittitas County Coalition for Youth Safety; the Developmental Disabilities/Mental Health services; the Public Health Improvement Plan; and the Law and Justice Plan.

All these community activities deal with risk and protective factors. The network makes an ideal focus to plan among these entities and to develop a comprehensive approach. Many of the network board members serve on one or more of the above groups, as well. The network has the potential to reduce the redundancy that currently exists.

5. Fiscal Agent

- **What were the major reasons for selecting the fiscal agent? Is the arrangement satisfactory?**

The county took the lead at county staff's suggestion. No other entity seemed appropriate. ESD 105 submitted a proposal, but they are located in Yakima County and too far away to be a serious contender.

Yes, the arrangement is satisfactory at this point. The county staff provides extensive information on legal procedures. Because the county has a lot of knowledge, it may be difficult for some members to assert themselves because they feel less knowledgeable. This would probably happen with any governmental office serving as the fiscal agent. In the future, there may be a potential problem if the network wants to do something the county opposes and the county refuses to release funds.

- **Has the fiscal agent influenced the organization's work in any way?**

The fiscal agent gives the network structure and organization. The fiscal agent has been very objective and made it clear that the network is the decision-maker.

6. Fiscal Issues

- **How have you allocated your state dollars?**

We have received about \$47,000: \$29,000 will be used for planning (a firm called Praxis was just hired to help the board review data and trends in the county); \$13,000 is for the fiscal agent for administrative services; and \$5,000 is for board training.

There has been no discussion about using the money for direct services. The money is being spent very carefully. The training received by the board members has been very helpful. There needs to be a strategy for obtaining money independent of the state allocation to do outreach brochures, etc.

- **Is there sufficient flexibility for your network to decide how to spend its dollars?**

Yes.

7. Data Analysis

- **What data is important to your efforts?**

The review of data is just beginning. "There is enough data to fill the ship Queen Elizabeth II." The question is: what data will be useful? The network has a close

relationship with the County Public Health Department, which has some good data. Central Washington University has extensive census records available. There is extensive information on some issues and very little on others, such as child abuse.

Although some board members wanted to do all the data analysis themselves, there was not enough time. By hiring a contractor (Praxis), the board hopes that the data will be reviewed objectively with no vested interest. On the other hand, the board intends to maintain sufficient oversight to ensure that the planning contractor does what is in the interest of the board.

Some major issues that the board will face include:

- How does the board decide what data is useful?
- Who determines how the data is interpreted?
- How do you make decisions based on data? Will theory rather than data influence decisions?

In addition to the review of existing data the board also wants to do some community surveys.

- **Did you learn something of significance in reviewing the data?**

Not yet. There are problems that have already been identified in the community such as domestic violence, youth violence, and youth chemical dependency. There also appears to be more people moving into the upper county ready to retire who have older children attending high school, according to a demographer from the University of Washington who is doing some work with our Public Health Department.

Data is important to support or disprove any "gut feelings" that board members may have.

8. Comprehensive Planning

- **How will you be going about comprehensive planning?**

There are volumes of reading left to do. The board needs to talk about its vision and what it means, get input from the community, and then make revisions to that vision.

The group wants to produce an active plan that doesn't "sit on a dusty shelf in a three-ring binder." The plan must be a working document with measurable objectives that is broadly disseminated and reviewed on a regular basis. It's important that our plan have link to the other systems in the community.

- **Will you make recommendations regarding decategorization?**

It is too early to tell. The board needs a good understanding about what money comes into the county currently. Some providers on the network are very worried about shifting the money away from their service areas. Other board members feel that if there is a demonstrated need, the board will be able to reallocate funds to address the top needs.

MEMBERS INTERVIEWED

Joan Glover, co-chair, citizen
Bill Holmes, co-chair, Kittitas County Juvenile Court
Earl Long, director of Kittitas County Human Resources Department
Arturo Calzadillas, police officer
Elizabeth Frederick, former school board member
Barb Monteith, social services worker
Carol Wirth, Headstart/ECEAP director

OTHERS INTERVIEWED

Terry Schwartz, Central Washington University professor
Margaret Condit, citizen

MASON COUNTY COMMUNITY NETWORK

NETWORK GEOGRAPHY AND ECONOMICS

Mason County serves as the boundary for the Mason County Public Health and Safety Network. The 1995 population was 45,300. Shelton is the only incorporated city and contains one-sixth of the population. In 1990, 93 percent of the population was white.

Major employment sectors include: government, timber, shellfish, and cottage industries. A large number of retirees are moving into the area. Two Native American tribes are located in the county: the Skokomish and the Squaxin.

NETWORK FORMATION

A meeting to discuss the network was held in the middle of May 1994. The group discussed the long-standing split in the county between north and south, with North Mason residents expressing the view that they are traditionally disenfranchised, underserved, and often ignored by government and social services. The roles of tribal government were also discussed.

The general agreement among the participants was that the network allowed an opportunity to "let go of the past and build fresh commitments for the benefit of the families of Mason County."⁸ The superintendent of North Mason Schools made a motion to establish a network covering the entire county. The motion was adopted.

1. Network Organization

- **Who sets the agenda for the network?**

Kim McNamara is the current chair. (Judy Jordan is the past chair.) The chairperson sets the agenda. A planning committee meets twice a month and also helps set the agenda.

Four standing committees exist: planning, speaker's bureau, public relations, and evaluation. Task forces focus on the three behaviors identified through the planning process: 1) school drop-outs, 2) child abuse and neglect, and 3) substance abuse. The task forces include board and community members, with approximately 15 to 20 members on each task force.

- **When and where do you meet?**

The board meets twice a month on the first and third Thursday. The first meeting of the month is a business meeting and the second is a task force meeting. The group had been meeting throughout the county and at the Shelton School District office, with a goal of encouraging people from different areas to attend. The group decided to meet at the Shelton School District office from now on, because member attendance falls away when the meeting place is changed.

⁸ Pre-application to Family Policy Council

2. Membership

- **Did you have an orientation? Is there an orientation for new members?**

The board has held two retreats: one at the beginning and one during the winter of 1995 to map out a mission and vision statement. A third retreat is planned for early March 1996. There is no formal orientation for new members, however, they are briefed through telephone conversations. There was thought given to a mentor program, but it has not been implemented.

- **Has your network had any problems related to membership, quorums, or filling vacancies?**

Yes, the network has struggled to keep the involvement of the Native American representatives, since they are busy with the multi-tribe planning process, South Puget Intertribal Planning Agency (SPIPA). The network has reached out to SPIPA to work on school drop-out issues; there may be some collaboration in the future.

Some board members wished there had been more student representation on the network (there has been one student and one student alternate). Members commented that student representatives need a board member to serve as a mentor.

Some members commented that financial barriers exist for many citizens. "People who can financially afford to serve on the board serve on it. It's hard when you are a poor person and you go to meetings where you are facing the heads of social service agencies who control your life financially. It is embarrassing to tell them you need gas money just to come to a meeting." It was suggested that travel reimbursement would help low income people who want to participate on the board, but cannot afford to.

- **Are certain types of members more likely to be active or to resign?**

The diversity of the current membership is appreciated by several board members. As one noted, "The network is made up of a group of incredible people ranging from students to retirees."

The active members were described as those who typically have been involved in the community for a long time. The people who are less active at the table are not used to the "bantering discussions" commonly found in work or community service settings.

Some members noted that the time commitment required by the network has been more extensive than other community service activities. As one noted: "It's not just going to a few meetings and saying a few things. We have put in countless hours of our time." The first chair estimated that it took her 20 to 25 hours a week to run the network during its first year.

Some members were frustrated because they wanted to get to work right away, rather than spend a year planning. Other members felt that they needed time at the beginning to work on team building and learn to listen to one another and understand different perspectives.

Several members expressed concern about the lack of diverse ethnic participation on the board.

- **Are there significant differences between the fiduciary and non-fiduciary members?**

There are not major differences, although the non-fiduciary members tend to see this work as their passion and the fiduciary members view it as part of their job. Some fiduciary members may have perceived the network as a burden at times, although they really "care about the kids." They are also more familiar with some of the problems in the communities while the non-fiduciary members have to play "catch-up."

It is important to have the non-fiduciary members serve as chairs. Some non-fiduciary members have felt overwhelmed by the fiduciary members and their computers and fax machines. It takes courage for some non-fiduciary members to speak up.

3. *Relationship With the Community*

- **What steps did the network take to involve the community?**

The network held five meetings around the county on each of the following topics: mission statement, vision statement, behaviors, and risk factors. These meetings were not well-attended. Twice a month the network submits articles to the newspapers. Surveys were done at the community fairs and several of the high schools.

Board members have given 20 presentations in the community, including presentations to fire districts, chambers of commerce, and civic organizations.

- **How was the network perceived in the community?**

It is very difficult to explain that the network is a hybrid, not a state entity, yet it is supposed to do the legislature's bidding. If the network is explained in terms of "the legislature wants to see control go to the local level," then people are more receptive. "People are also impressed with the fact that the network is made up of volunteers who represent all walks of life."

Generally, people are confused by the network and wonder what its relationship is to programs such as Communities in Schools. Service providers in the community, who are not on the board, want to "sit back and see what happens. Several of them do not want to be collaborative players." It is hard to get the word out. Many people do not read a Kitsap County newspaper so they don't know what the network is doing. Public relations has been the weakest link in the whole process. The network continues to have an uphill battle. No matter what problems the network addresses, there is a real possibility that the problems cannot be solved and that people's expectations will be raised to a level that cannot be met.

Members said they feel that more efforts to involve the community need to occur. The challenges that lie ahead for building a relationship with the community are: 1) public relations, 2) a definition of what the future role of the network will be, and 3) an ability to work with other community efforts.

Members mentioned that a number of community members have their "head buried in the sand" about certain issues, such as teen pregnancy. The network did not make this a priority issue because they felt that too many community members would not want to address it. There is an undercurrent among service providers that the network is a threat to their funding sources. The board members have tried to keep their county commissioners abreast of the network.

4. Network Role

- **What do you see as the network's role?**

Government has to do something different. This is an experiment; maybe it will fail, but it is worth doing. Nobody knows how it will turn out. The potential is there for a dramatic change in how government operates. The networks need to: 1) find out what people need, 2) determine what the community has, and 3) pull together the resources in a comprehensive, easily accessible way, and fill in the necessary gaps.

Members described the network's role in various ways:

"Grassroots effort of a community caring for its community."

"A facilitator of a community process that enables a community to solve its own problems."

"An effort to figure out who are we, what is unique about us, and how we address problems."

"A way to get the community back to where it used to be: a small town where people help and care about each other."

- **Is the network area the right size to accomplish its purposes?**

Yes. There was the potential that the network could have split into two settings: north and south. It has worked out really well having one network countywide. Membership on the network has been equal between north and south. It was an unofficial goal to have the county work as one, because services are already scarce and fragmented.

- **Are there groups in the community which have some similar roles and functions as the network?**

United Way has similar human service interests, but also a broader agenda than just youth. United Way and the network worked together on the community asset mapping and they are both interested in looking at evaluation outcomes. The Health Department and Employment Security are the only two human service programs located in this county.

There is a new program "Communities in Schools," which one of the network board members is running. The program is working with at-risk children in the school system and thus has some of the same interests. The Squaxin and Skokomish Tribes, through the SPIPA network, may interact with the network when their work overlaps.

5. Fiscal Agent

- **What were the major reasons for selecting the fiscal agent? Is the arrangement satisfactory?**

The Shelton School District was the only one willing and they are not charging the network, although the network gave them \$500 for copying costs. The Educational Service District wanted to charge the network nine percent for overhead, and this was not acceptable to the group.

Yes; the arrangement is satisfactory. The school district has an "open door" policy.

- **Has the fiscal agent influenced the organization's work in any way?**

No.

6. Fiscal Issues

- **How have you allocated your state dollars?**

Planning budget: \$36,909 (\$24,000 to a planner, plus some of the training money to the planner, as well.)

Training budget: \$5,500

Direct services budget: \$10,000 (Communities in Schools, Mason County Literacy Council, Pacific Peaks Girl Scouts.)

When the network decided to allocate \$10,000 for direct services through a RFP (Request for Proposals) process⁹ there was tension among some board members about which groups should be funded. The discussion about how to allocate money made the board a stronger group. Putting money into direct services was a good way to develop community ownership in the process. Future allocations of substantial direct service money could be a lot more difficult.

In hindsight, the planner could have been hired later, with more emphasis on using her skills toward the end of the process rather than at the beginning.

- **Is there sufficient flexibility for your network to decide how to spend its dollars?**

Yes. (One board member disagreed.)

7. Data Analysis

- **What data is important to your efforts?**

The data was easy to access. "We went through mounds of data, but a lot of it was outdated." The difficulty was in extrapolating from state data to a subregional basis and assessing the health of our community. The Health Department data was the most useful; other data was obtained from the sheriff's office. There is underreporting in child abuse and neglect, and domestic violence. Data for dropouts does not include middle schools. The surveys (for clients of various social service programs, individuals at community fairs, and several high schools) did not provide new information and in some cases, responses seemed to indicate a denial of problems.

⁹ Criteria for RFP were that the proposal had to be a new program and had to be focused on prevention.

Some board members felt that the community has been "surveyed to death," others wanted more input from the community. The data they did receive was important for validating the problems. The purpose of the data subcommittee was to develop a framework in which to understand data.

The survey responses from the high schools provided some of the best information. A number of high schools did not want to respond to the state Department of Health survey because either they did not think there was a problem, or they did not feel some questions were appropriate. The meeting with students at the alternative high school was very valuable. Additional work will be done by board members to evaluate service agency programs, determine how well the programs are functioning, address network target behaviors, and map assets.

- **Did you learn something of significance in reviewing the data?**

"There is a perception in the community that they know what the problems are. The data allowed the board to put teeth in the perceptions and broaden people's horizons to examine the interplay between problem areas." Teenage girls are impregnated by men in their twenties. There is a decrease in the number of cases reported to law enforcement, to Child Protective Services and to the prosecutor. The drop-out rate is a big problem. A large number of the Native Americans are dropping out of school. And finally, the board learned that Mason County has an alcohol problem, rather than a drug problem.

The board could have skipped some of the data review, but it would have taken longer to arrive at the adopted priorities. The data review provides some legitimacy. The community asset mapping was interesting because it showed board members that human services agencies they thought were located in Mason County, turned out to be based in Seattle, or elsewhere.

8. Comprehensive Planning

- **How will you be going about comprehensive planning?**

The network has reviewed risk and protective factors. Three behaviors have been selected (as mentioned earlier) to pursue: school drop-out, child abuse and neglect, and substance abuse. Plan segments will be given to the County Health Board to review and then sent to the Family Policy Council by the end of March.

There were mixed views on the planning effort. Some board members felt the network lost its sense of creativity by going through too much planning and emphasizing the process. Other people felt the planning process was a very important part of validating the community's problems.

The plan will be a "living document that speaks to our vision statement" of what Mason County will look like in 2005, as well as a two-year action plan regarding programs that should obtain re-allocations. One board member felt that although the board could identify certain behaviors, they did not have a clue about how to address them. "Every time we put a task behind us, the next one seems even more difficult."

- **Will you make recommendations regarding decategorization?**

The network is not capable of making those kinds of decisions at this time. It feels "scary" to recommend funding changes. As someone said, "The state is asking volunteers to do things that no one at the state level has the guts to do." Despite guidance from the Family Policy Council, many members did not know how to proceed on this task.

The former representative from a tribe expressed more optimism about recommending decategorization efforts, "because the Native American community doesn't put things into boxes." This person noted that federal, state, and tribal regulations may prevent the networks from decategorizing.

MEMBERS INTERVIEWED

Kim McNamara, chair, citizen
Steve Whitehouse, lawyer
Dutch Allen, citizen
Jim Gonzales, Headstart parent
Sandy Miller, Employment Security
Steve Kutz, Mason County Health Department
Judy Jordan, former chair, citizen
Claudia Schroeder, Communities in Schools

OTHERS INTERVIEWED

Sally Brownfield, citizen
Vince Matulionis, United Way
Lin Kohn, staff planner

SNOHOMISH COUNTY FEDERATED HEALTH AND SAFETY NETWORK

NETWORK GEOGRAPHY AND ECONOMICS

The Snohomish County Federated Network principally follows the geographical boundaries of Snohomish County. The county's 1995 population was 525,600, with wide dispersal between urban and rural areas. There are twenty incorporated cities, the largest of which is Everett. In 1990, 93 percent of the population was white.

The most significant employment sectors are manufacturing, retail trade, services, and government.

NETWORK FORMATION

Three preliminary meetings to discuss the network were held in Marysville, Everett, and Edmonds in 1994. A follow-up meeting on June 9, 1994, involved over 100 participants. A professional facilitator helped the group discuss its options and arrive at a consensus.

The key agreement was to create a federated network structure that allowed for maximum participation at the local grassroots level but that maintained a county-wide structure for overall coordination and resource allocation. During the remainder of June through August, numerous meetings were held to discuss how the sub-networks might be organized. In late August, the group agreed to submit a single application for Snohomish County, with the following organizational principles:

- Network programs should build on existing programs and collaborations and not replace them. More specifically, current school-based networks, collaborations, and programs already in place need to be recognized, preserved, and built on.
- School districts need to be considered as full-fledged "partners" in any network implementation planning process. This includes full recognition and involvement of any parent groups which are currently a part of school-based programs.
- Networks need to be able to subdivide into enough semi-autonomous sub-networks to allow for maximum grassroots parent involvement and control.
- Formal network boundaries need to be large enough to meet Family Policy Council requirements and put the network into a competitive position for state and federal funds.
- Any network alignment needs to facilitate the role of the health districts in collecting risk data.
- We need flexibility to structure a role for the formal network that strikes a balance between maximum control at the local level in service design and how resources are used, and the need to have a coordinated structure.

The network decided to form the following affiliate groups:

North Affiliate: Darrington, Arlington, Lakewood, Marysville, Lake Stevens and Granite Falls.

East Affiliate: Snohomish, Monroe, Goldbar, Sultan, Startup, Index and Skykomish.

South Affiliate: Lynnwood, Brier, Edmonds, Mountlake Terrace and Woodway.

Central Affiliate: Everett, Mukilteo and Mill Creek.

1. Network Organization

- **Who sets the agenda for the network?**

The affiliate groups are described by the members as providing the key direction for the network. Each affiliate group has its own officers and sets the agenda for its monthly meetings. The Federated Board meetings occur once a month and are chaired by Mark Clark. This board has several committees that meet regularly: nominating, finance, policy relations, planning, education, and communications. Committee membership includes board members, affiliate members, and community members.

Most of the decisions are made by consensus and occur at the committee level.

The network had a full-time planner/coordinator, Scot Felderman, who recently took another position out-of-state. In recent months, Karen Gahm has coordinated the community organizing and asset mapping tasks.

- **When and where do you meet?**

The Federated Board meets on the fourth Tuesday of each month at the Bethel Baptist Church in Everett at 6:30 p.m. The north affiliate meets the first Wednesday of the month at 7 p.m. at Trinity Lutheran Church. The south affiliate meets the first Wednesday of the month in the Goddard Room at Valley General Hospital at 9 a.m. The east affiliate meets the second Thursday of the month at 9 p.m. at Valley General Hospital. The central affiliate meets the third Thursday of the month at 9 p.m. at Explorer School.

2. Membership

- **Did you have an orientation? Is there an orientation for new members?**

The network members went through extensive training in conjunction with the community outreach activities and the data review. The nominating committee assists with the orientation of new members.

- **Has your network had any problems related to membership, quorums, or filling vacancies?**

There is general agreement that the affiliate model is an excellent structure, and that it allows the network to have grassroots citizen participation, while achieving a county-wide focus.

The law enforcement representative has been the one position that has been difficult to fill. Most of the police chiefs in the county feel over-extended already, and were unable to join the network.

- **Are certain types of members more likely to be active or to resign?**

For some members, the time required for network participation has been difficult. Some people have expressed displeasure with "so many meetings."

- **Are there significant differences between the fiduciary and non-fiduciary members?**

The network has enjoyed enthusiastic participation from both fiduciary and non-fiduciary members. As one member said, "There is not a big split between the two categories of members. We have become like a big family and we are not keeping track of which members are in-laws."

3. Relationship With the Community

- **What steps did the network take to involve the community?**

The key step taken by the network occurred in its decision to create an affiliate model. This model offers broad participation by citizen members in network activities.

In addition, several activities have involved hundreds of community members in helping understand the particular dynamics of this network and selecting appropriate strategies. These included the following:

Network Formation: During the community discussion regarding network boundaries and the federation structure, large numbers of people throughout the community were involved. These conversations and meetings helped introduce the network concept to Snohomish County.

Data Collection: In addition to reviewing quantitative information, the network decided to gather qualitative information through key informants. The goal was to gain in-depth opinions from a variety of knowledgeable and informed individuals in the county. Members of the four affiliates administered the interview to people in their geographical areas. Between 20 and 24 face-to-face interviews were conducted in each affiliate area, including youth, parents, school personnel, police, agency staff, community and grassroots leaders, government officials, and church representatives. Through these interviews, over 100 individuals in the community were included in the network's information-gathering process, and they, in turn, learned about the network's mission.

Parent Forums: More than 200 people attended seven county-wide forums. A consultant facilitated these forums.

Study Groups: During the first week of August, county-wide study groups were held to review the quantitative and qualitative data associated with the problem behaviors identified in the Violence Reduction Act. Each study group examined one or two of the issues and included facilitators with expertise. The four affiliates appointed reporters to attend the study groups, then report back to their affiliates and lead the discussion within that group. They examined the information with their own regions of the county in mind. Each affiliate then selected the four behaviors for priority attention by the network. As it happened, all affiliates chose the same areas: child abuse and neglect, youth violence, domestic violence, and substance abuse as priority concerns. The network chair, Mark Clark commented in a network newsletter that "this selection process firmly commits the network to finding solutions to these problems. The fact that the four affiliate groups, representing all of Snohomish County, selected the same issues presents us with a clear mandate."

Panel Discussions on Risk Factors: In October, the affiliates held panel discussions regarding the risk factors, using professionals with various perspectives and experiences working in that region with youth, parents, and service recipients. The purpose of these discussions was to "bring to life" the role of risk and protective factors, and to individualize the focus on particular geographic areas.

Asset Mapping: In recent months, the network has been interviewing people in the community who have an interest in improving the quality of life for children, youth, and families. These individuals may or may not have formal ties to institutions and organizations. The mapping process will identify who these people are, what they do, and what they would like to do or see others do. Each of the affiliates is approaching asset mapping in a unique way. Member Pat Aaby noted that the asset mapping has been a highlight for general members because it involves a "positive focus on community *strengths*."

Involvement of Washington State Grange: Shirley Johnson, a network member, was instrumental in getting the Grange to support the network concept, as well as facilitating the local Grange's involvement in the Snohomish Network. The Grange has contributed meeting space and volunteers to this effort.

- **How is the network perceived in the community?**

Overall, the network enjoys an excellent reputation. Professionals in the county and the health department spoke very highly of the network's process of decision-making and community involvement. Several legislators from the area are well-informed regarding the network's progress and quite pleased about the comprehensive approach taken to planning.

A leader from a local non-profit organization commented that the leadership role taken by citizens in the network is very impressive, and the "spirit of community and quality of people have made all the difference."

Because the network has concentrated on connecting with existing organizations, those organizations know that the group intends to have a thoughtful, careful planning process. This confidence has reduced many of the anxieties one might expect to see from service organizations that fear a significant, immediate change in funding priorities or processes.

The network members have found a language that communicates the network's purpose and the key phrase is "grass roots organization." As member Shirley Johnson explained in her presentation to the Senate Human Services and Corrections Committee, "I believe this is a unique opportunity given to the communities of our state to have a say and vested interest into the process that determines what the needs of the community are and how those needs can be met. What a wonderful concept, giving people the opportunity and the vehicle by which to help themselves. Having ownership in the process makes it mine (speaking of the community) and I will be more inclined to take care of and nurture that which is mine."

Another member, Jamie Kinion, echoed this point of view, saying that she heard a presentation regarding the network in its early stages and was quickly convinced that this organization was a grassroots effort and worth her time and effort.

The network's former planner, Scot Felderman, commented that the network concept posed some difficulties because two masters defined it: the master of community involvement, and the master of public health planning. These masters are at odds with each other, he said,

because community involvement sets a goal of inclusiveness whereas the public health model involves careful review of pages and pages of data, a task not everyone enjoys or welcomes.

4. Network Role

- **What do you see as the network's role?**

Network members have a common understanding of the network's purpose. Citizen member Gretchen Weber described the network in a letter to the legislature: "It is a highly individualistic, non-bureaucratic approach to building and maintaining strong families and communities. It takes advantage of all the talents, dreams, and assets that already exist, and seeks to nurture them to full and satisfying expression. It is a grassroots effort, not dependent on any special tricks, pulling together moms and dads, youth, effective social service programs, law enforcement, schools, government and businesses to form a safety net for our children. But it is more than that. We intend for this collaborative effort to change, fundamentally, the dynamics of our communities, from the current pattern of distrust, isolation and struggle for financial and emotional survival, to one of trust, adult/youth bonding and meaningful support."

Another citizen member, realtor Joyce Bell, described the group as "connecting families, schools, social service agencies, health districts, law enforcement, churches, and communities in a way that partnerships are formed that address causes as well as solutions to youth violence."

Shirley Johnson used these words: "Youth violence did not happen overnight and it will not diminish overnight. There is no quick fix. We do not need a band-aid, we need a cure. I liken the network process, in its present stage, as the petri dish under the microscope (the legislature), in the lab (the community) on the verge of the creation of a vaccine that will, over time, inoculate families and youth with the power to build an immunity to those elements that permit youth violence and its effects to take over communities."

- **Is the network area the right size to accomplish its purposes?**

Everyone agreed that a federated model allowed the network to address county-wide issues and capture community variation.

- **Are there groups in the community which have similar roles and functions as the network?**

When the network was being formed, most of the key social service organizations in the county were involved to some extent. The convenors of the network perceived a role for the network that enhanced existing work, rather than threatening it. Thus, several groups have been involved in the network, and many collaborative efforts have occurred.

5. Fiscal Agent

- **What were the major reasons for selecting the fiscal agent? Is the arrangement satisfactory?**

The county Human Services Department was selected as the fiscal agent and has been very generous with meeting sites, copying, etc. The involvement with the county is generally viewed as an excellent strength and support for the network, and there do not appear to be any drawbacks to this arrangement.

- **Has the fiscal agent influenced the organization's work in any way?**

Everyone agreed that the county had not exerted any influence.

6. Fiscal Issues

- **How have you allocated your state dollars?**

All of the money allocated to the network has been spent for planning purposes. No funds have been used for direct services.

- **Is there sufficient flexibility for your network to decide how to spend its dollars?**

The members said there was sufficient flexibility.

7. Data Analysis

- **What data is important to your efforts?**

The network's planner, Scot Felderman, noted that sometimes the data review was "a stretch for volunteers." He said the county Human Services people and the Health Department were particularly helpful in reviewing the data, and in focusing attention on the key points. He said that sometimes the data was too extensive and detailed and it was "like using a sledge hammer to swat flies." In his view, the network could have reviewed data that was more distilled and it would have been a more effective process.

The Snohomish County Health District's Epidemiology Program published a document in the late summer entitled, "Web of Problems." Several members commented that this document was of great value to them as it synthesized key data issues and allowed them to consult a single document.

- **Did you learn something of significance in reviewing the data?**

Members agreed that this was an important part of the planning process. Because the network combined quantitative data with qualitative data, several members found this part of the process very interesting. They commented that it was interesting to learn about the "big picture" trends, then to talk to experts from their community about what it looked like "from the street up."

8. Comprehensive Planning

- **How will you be going about comprehensive planning?**

The earlier sections have reported on the approaches used by the network to gather information and identify key resources in the community. Because the network's planner accepted a new position recently, the final pieces of the planning process will be completed by relying on contracts.

- **Will you make recommendations regarding decategorization?**

The network has discussed decategorization and determined that several important discussions and decisions need to occur prior to such a step. First, there must be a common understanding of how a community determines whether a particular program is successful in accomplishing its goals. Several individuals have been discussing this issue in depth, identifying the type of information that is needed, and the process that can be used to establish this information.

9. Additional Information

This network was selected by the Department of Social and Health Services for a review of fiscal procedures because it had been operating for several months and was far enough along in its tasks to have experienced a variety of fiscal issues. The review found that procedures were in order and made a few minor suggestions.

NETWORK & RESOURCE TEAM MEMBERS

Pat Aaby, school representative
Marty Bishop, county representative, network member
Blair Brooke, health representative

OTHERS INTERVIEWED

Alix O'Reilly, United Way
Pat Whitcomb, Deaconess Children's Services
Scot Felderman, staff
Karen Gahm, staff

NETWORK MEMBERS AND OTHERS, WHO PROVIDED TESTIMONY TO THE LEGISLATURE

Mark Clark, attorney in private practice, citizen representative
Shirley Johnson, citizen representative
Joyce Bell, business representative
Jamie Kinion, business representative

SOUTH KING COUNTY NETWORK

NETWORK GEOGRAPHY AND ECONOMICS

The South King County Network is defined by the geographical boundaries of eight King County school districts: Auburn, Enumclaw, Federal Way, Highline, Kent, Renton, South Central and Tahoma. This territory covers 900 square miles and represents 43 percent of the land area of King County. With nearly 600,000 residents, the area includes more than one-third of the county's population. Approximately 134,000 of these residents are children, a significantly higher proportion than found in the other King County networks.

A 1993 King County Health Department report identified this area as having a significant number of the youth population below poverty, the highest percentage of children in single-parent households, a high birth rate for school-age girls, and low birth-weight babies.

NETWORK FORMATION

Several groups led the discussion about the best network structure for south county, including the Family Support Consortium, the South King County Youth Violence Committee, and the South King County Council of Human Services. During these discussions, consensus emerged that residents would be best represented by decision-making and control at a scale lower than the county level. During an August 1994 meeting with representatives from all of King County, the group was asked for a show of hands for those favoring a single county network. Not one vote was cast for that concept.

The individuals and organizations representing the south county arrived at an early consensus to apply for a network covering this area. Vashon was invited to join the network, but elected to form their own organization.

1. Network Organization

- **Who sets the agenda for the network?**

The executive committee plans the agenda for the twice-monthly network meetings.

- **When and where do you meet?**

The monthly board meetings are held in various locations around the county on the first Tuesday of the month from 7 to 9 p.m. and the third Tuesday from 4 to 6 p.m. The meeting locations include school buildings, churches, community centers, and non-profit organizations.

2. Membership

- **Did you have an orientation? Is there an orientation for new members?**

The network held several training sessions during its first months. New members are oriented through telephone conversations.

- **Has your network had any problems related to membership, quorums, or filling vacancies?**

The network has had some difficulty filling non-fiduciary positions, particularly the chamber representatives. As a result, on several occasions the group has not had a quorum and could not take action. Because of this, the group agreed that if 50 percent of fiduciary and non-fiduciary members were present, they could take action.

One person noted that the initial process for selecting members, outlined by the legislature, was extremely vague. The legislation specified that some members should represent the chamber of commerce, some the government, etc. Given the size of the network, it was difficult to figure out which organizations to approach. A meeting of individuals interested in serving on the network was held, and the group voted to select the members. Some individuals chosen to represent a segment did not have an ongoing relationship with the particular entity. This process was described as "confusing and frustrating" and some people believe the legislation should have either dictated the process with more precision, or given the network flexibility to select members within broader guidelines i.e., business representatives.

There are differences of opinion within the group as to the purposes of the network and how to best proceed on certain tasks. As a result, the meetings have been contentious at times. Some members resigned because they were not willing to work through these disagreements.

- **Are certain types of members more likely to be active or to resign?**

Citizen volunteers have been active on the board, as have individuals who work in the areas of health and human services. Some members commented that it has been difficult to get business volunteers because they have other time commitments and the activities of the networks are not the "nuts and bolts" type of work these individuals usually prefer.

Some previous business members had trouble relating to an organization that is billed as grassroots activity, but then the government, through the Family Policy Council, sets demanding expectations and demands. It was noted that some business members also did not like being treated by other people in the community as politicians, and chose to resign as a result.

- **Are there significant differences between the fiduciary and non-fiduciary members?**

Members have different views on this question. Some members, as well as some observers, believe that the fiduciary and non-fiduciary members should represent fundamentally different interests and a clear distinction must be made.

One member believes that these role differences are not of real consequence, and commented that the non-fiduciary members sometimes behave more like fiduciary and vice versa. Although this person expressed sympathy with the legislature's intent that average citizens control the network, he believed the emphasis on fiduciary distinctions produced an "artificial process" and the goal could have been accomplished in a much more flexible way.

3. Relationship With the Community

- **What steps did the network take to involve the community?**

The network's first outreach activities were organized around the eight school districts. Attendance at these meetings was sparse, so network members next contacted existing coalitions and service providers to generate interest. Through these combined activities, the network involved over 550 individuals. One member noted that this approach has been a good choice and yielded important connections, but it has not been "flawless nor does it provide perfect coverage of all stakeholders, particularly given the network's vast size."

The network's consultant developed and administered surveys regarding the priority issues that the network should address. In recent weeks, the network has been working with a public relations expert to develop an organized set of plans for community involvement. This activity is being done in conjunction with other networks.

The network has worked closely with the South King County Youth Violence Committee, and has planned several joint events.

- **How is the network perceived in the community?**

Most members believe that the network is not well known. One member commented that the network concept is difficult for most people to understand, and the organization is trying to address a geographical area that is not a coherent community.

One member agreed with these observations, but noted that it is still far too early in the process to be discouraged by this lack of understanding and visibility. In his view, there is "still solidarity in our vision. We are getting closer to where we need to be, and the jury is still out as to what will happen down the road."

4. Network Role

- **What do you see as the network's role?**

Members have disparate opinions about the network's role. For a majority of the members, the organization is seen as a grassroots effort to define the community's needs for its youth and families. As one member said, "our role is to be the voice of the community." Another said that the network is intended to "find new ways to do business in community, to meet needs, and to enhance protective factors. The network can be a catalyst to involve people in this important process."

One member described the role to include three chief tasks: "1) prepare a comprehensive plan that incorporates a vision for South King County and supports local efforts, 2) look at new ways to deliver health and human services to citizens, and 3) make some allocation decisions eventually on services."

One person described the network as "absolutely unnecessary, another layer of bureaucracy feeding on itself."

Another said, "the network is a way to uncover, recover, and discover strengths in communities to find solutions."

- **Was it easy or difficult to explain the network's purpose to citizens?**

The network chair noted that there are several organizations with a similar title, and this duplication complicates the process of introducing the network. The organization's purpose is not always easy for the average person to grasp, she said, and the product is not easy to visualize.

The average citizen is certainly more aware of the government entities that have been around for decades, noted one member, using the example of city and county government and school boards. "Those individuals that are aware of the network, however, do respect the process and the difficulty of the task that the networks have undertaken."

- **Is the network area the right size to accomplish its purposes?**

This network covers the largest population in the state. Some members noted that when the network was first being organized, the Family Policy Council staff strongly suggested that networks needed to include at least 40,000 people. Later in the process, several communities were granted exceptions to this policy and allowed to develop smaller networks. Had this possibility appeared feasible during the network formation, some people who were interviewed believe that communities within the South King County Network would have applied as their own network.

Another member said that although the territory is large, it is important for the south county area to stand together so it can compete against the city of Seattle, which typically receives the "lion's share of funds" for the county. Other members agreed with this point of view, pointing out that four or five additional networks for King County would not make any sense.

- **Are there groups in the community which have some similar roles and functions as the network?**

Most members agreed that although overlap exists with several organizations, the network has a unique role to play. The South King County Human Services Coalition was cited as an example of a group that exists to share information and collaborate, but it does not have the same broad charge to recommend decategorization of funds.

"No organization exists with exactly the role of the network," said one member.

Although there are significant differences among some of the communities in the network area now, one member believes that in the future, these communities will look more and more alike, and the advantages of a larger network will become apparent.

5. Fiscal Agent

- **What were the major reasons for selecting the fiscal agent? Is the arrangement satisfactory?**

The city of Auburn serves as the fiscal agent. There was uniform agreement that this arrangement is satisfactory.

United Way of King County supports the network with office space, use of business equipment, and mailing of network materials at a charge of \$100 a month.

- **Has the fiscal agent influenced the organization's work in any way?**

Members agreed that the agent played a non-obtrusive role.

6. Fiscal Issues

- **How have you allocated your state dollars?**

This network was one of the few to allocate some of its resources to direct services. The group decided that direct services were a clear priority for their community, and could be balanced by the remaining funds spent on planning. A Request for Proposals process was established, with funds given to existing programs. The following awards were made:

Birth to Three Development Center: \$3,500
Catholic Community Services/Family Support Center: \$10,000
Childhaven: \$5,437
City of Auburn/Auburn Youth 2000: \$4,900
DAWN: \$10,000
East Hill Elementary School/Kent School District: \$2,500
Emergency Feeding Program: \$6,000
Highline Communities in Schools: \$3,000
Kent Youth & Family Services: \$7,500
Life Choices of King County: \$5,000
Maple Valley Community Center: \$8,500
Renton Area Youth & Family Services: \$5,000
Valley Cities Counseling & Consultation: \$7,500
Way Back Inn: \$4,478

Total: \$83,315

- **Is there sufficient flexibility for your network to decide how to spend its dollars?**

Members agreed that this flexibility was present.

7. Data Analysis

- **What data is important to your efforts?**

Members expressed positive points of view about the data review and analysis. The Department of Health and the local health department provided sufficient data that was reasonably easy to digest.

- **Did you learn something of significance in reviewing the data?**

Several members commented that the data review did cause them to see their community differently. One noted that the data was "fine, as far as it went, but ultimately data is disappointing to people because it doesn't give answers." The network members still needed to apply judgment and analysis to the data review.

One member said there was "too much data, and too little was digested by the board. The data focused on a macro-level and it was difficult to tease anything out about the risk factors."

8. Comprehensive Planning

- **How will you be going about comprehensive planning?**

The board selected four behaviors for their initial focus: teen substance abuse, violent delinquent acts, child abuse and neglect, and domestic violence. The board is currently reviewing the information collected in surveys and meetings and making decisions on network strategy.

They will focus initially on three areas to reduce risks: poor family management practices, friends who engage in problem behaviors, and low neighborhood attachment/community disorganization. They will support activities which increase bonding with family, school and community, and the development of healthy beliefs and clear standards.

- **Will you make recommendations regarding decategorization?**

This issue is likely to be approached in stages, rather than as a one-step process. The network is meeting with other networks from the county to outline an appropriate set of steps and decision-points regarding decategorization.

One of the network consultants pointed out that this task is extremely difficult and very technical. She pointed out that the King County Human Services Roundtable decided last year to identify all sources of funding for human services, and several staff people were dedicated to this effort. After a year, the group has a fairly complete listing of funding sources. This is the first step in such an endeavor, the consultant noted, and the next steps are even more complex because they require a sophisticated understanding of each of the programs, their funding sources, and the population that is served.

9. Additional Information

Network members and others made additional observations about the networks and government. These include the following:

"The network has done many things that are wrong. There is no accountability in the organization, including fiscal accountability."

"Board members come with all their talk about one philosophy and how to change people and they are unwilling to look at ideas and approaches outside of that philosophy."

"The state is asking us to do things that they are unable to do themselves, and then they want to tell us exactly what steps to take, and yet they tell us they want us to be creative and innovative."

"The network legislation was built on an assumption that existing social service organizations are at best incompetent and at worst, corrupt. This view is reinforced by the emphasis on domination by non-fiduciary members, and people are led to believe that those who have dedicated their lives to social services are interested only in personal self-interest. Thus, people with expertise are often left out of the discussion and decision-making."

"The community members have taken their charge seriously and have put in countless hours. We are pushing forward into uncharted territory, like Star Trek."

MEMBERS INTERVIEWED

Kathi Skarbo, chair, citizen
Margaret Harto, citizen
Steve Bull, city representative
Mark Okazaki, Private Industry Council
Amy Webster, citizen
Shirley Basarab, judicial representative

OTHERS INTERVIEWED

Jack Bronger, citizen
Sylvie McGee, All for a Good Cause (consultant)
Jerry deGrieck, King County Health Department

SPOKANE COUNTY COMMUNITY NETWORK

NETWORK GEOGRAPHY AND ECONOMICS

Spokane County, located on the state's eastern border, contains the state's second largest city. The county's 1995 population was 401,200, with only five cities containing more than 2,000 residents (Spokane, Cheney, Medical Lake, Airway Heights, and Deer Park). Approximately 30 percent of the population are children and youth. The 1990 census found 95 percent of the population was white and the minority population was almost equally divided between Black, Native American, Asian, and Hispanic. The major economic sectors are services, retail trade, manufacturing, and government.

NETWORK FORMATION

The network was convened by citizens and professionals in a volunteer organization of social services, health, education, and business representatives known as "Breakthrough for Families." This organization was formed after the death of Becca, a 13-year-old runaway who was murdered, and the namesake of the "Becca Bill" (E2SSB 5439 in the 1995 legislative session). One of Breakthrough's goals was to create a plan for at-risk children, youth and families in the Spokane area. Members of Breakthrough saw the network as a vehicle to accomplish its goal, and they contacted the appropriate appointing authorities to help recruit the mandated 23 network members.

One unusual feature about Spokane County is the number of collaborative and planning activities: Communities That Care (The Prevention Board), the Health Improvement Partnership, and the Chamber of Commerce's New Century Plan. Of particular note is Communities That Care, an organization based on the risk and resiliency factors identified by University of Washington professors David Hawkins and Rico Catalano. This grass roots community group has almost an identical function as the network, but is perceived by many individuals as a "truly grass roots organization," rather than an organization created by the state legislature.

1. Network Organization

- **Who sets the agenda for the network?**

The network has had two previous chairs, and currently has co-chairs. The co-chairs work with the executive committee, and the paid coordinator, to set the agenda. The executive committee includes: the chair, vice chair, chairs of the standing committees (finance, planning and development, communication and collaboration), and a past chair.

- **When and where do you meet?**

The network meets in different places throughout the county, every third Wednesday, from 4:00 p.m. to 6:00 p.m. Attendance is stable. Members have said that the time and places have been convenient and have little impact on attendance. The network has met in such places as the West Valley Community Center and the ESD 101 main office.

2. Membership

- **Did you have an orientation? Is there an orientation for new members?**

There was a one and one-half day orientation when the network was first organized. Carol Darby lead the retreat, and was later hired as the consultant for the network. During the retreat, the organizational work began—envisioning the work of the network, drafting bylaws, and planning the timeline.

There has been little turnover in membership, so a second formal orientation has not been necessary. Three new members are being recruited now from the city, county, and school boards.

- **Has your network had any problems related to membership, quorums, or filling vacancies?**

There has been a quorum at every meeting. The network lost two judges who could not serve because of a conflict of interest according to the canon of ethics, and a few members have resigned.

Several members said that the city and the county have been slow in appointing new members, and were the hardest appointing authorities to work with.

- **Are certain types of members more likely to be active or to resign?**

Many members said differences like these were due to a working style, rather than a particular appointing body. Members with community leadership experience were likely to be active. Currently, three members appointed by the Chamber of Commerce are quite active. The coordinator said that members who were the busiest outside the network often worked the hardest on the network.

The past chairs said they have tried to blur the line between fiduciary and non-fiduciary and that each type of member contributes with special skills. The fiduciary members have been the least likely to resign.

- **Are there significant differences between the fiduciary and non-fiduciary members?**

Most members agreed that the fiduciary members came to the network with more knowledge of programs and funding, and the non-fiduciary members have tried to learn human service issues and the jargon about programs and funding. The non-fiduciary members, however, come to the network without any conflict of interest. Most agreed that the non-fiduciary members were personally committed to improving the community for the sake of children and families, and many came with specific skills that were useful to the network.

The fiduciary members "know what the score is and where this is going. They get it. We have to work very hard with the non-fiduciary members to get them up to speed. Their frustration level with the process is higher."

"We have some non-fiduciary members who have played very significant roles. We've used the skills of each of our members well."

"The non-fiduciary members tend to be more confused about the system and to see the funding of social services as ambiguous and amorphous."

"The fiduciary members already see the handwriting on the wall, and are already positioning their agencies differently."

3. Relationship With the Community

- **What steps did the network take to involve the community?**

The organization "Breakthrough" sent out a mass mailing about the network when it first began.

The network began its community involvement plan at the end of February 1995 and during March. They hired a consultant from a public relations firm to help with community input. The strategy will involve community meetings, neighborhood meetings, and agency surveys.

- **How is the network perceived in the community?**

Most of the members agreed that it was very difficult to explain the function of the network in the community. They agreed that the average "person on the street" would not know the network existed.

"In general, not too many people know about it. It doesn't have a reputation in the community."

"People outside the network said that the members of the network believed the organization had legitimacy because it was created by statute, but other groups in the community have more legitimacy and more grass roots support."

"Groups with whom we collaborate wonder if we'll be here tomorrow."

"No, we don't have any legitimacy or authority, yet. Maybe it will come as part of the planning process. We have got to prove ourselves through our plan."

4. Network Role

- **What do you see as the network's role?**

The role was described slightly differently by each member interviewed. One of the co-chairs said, "Every community has other issues or concerns—like low income housing, the elderly, or the poor. We're doing a component of an overall plan. We're not the main thing, but a part of a comprehensive solution to a quality of life issue."

Other members gave these answers:

"We're a planning entity, an entity for collaboration with others, and an entity for allocating funds for problem behaviors."

"To reduce problem behaviors of children by decreasing the risk factors and increasing the resiliency factors."

"The job is to educate ourselves and our communities and the legislature, to bring together as many groups as we can for the planning and the collaborating, to find the best match of services for our community."

"I'm not sure. I'm one of the more cynical members. I think our government has decided instead of throwing money at problems, just to throw process at problems."

"To analyze the services currently being delivered at the local level by the state, in the categories outlined, and see if there is a better way to deliver them."

"I'm still trying to figure it out personally, and I think the group is trying to figure it out."

- **Is the network area the right size to accomplish its purposes?**

Most members agreed that the membership size was about right. About two-thirds of the members typically show up at each meeting. A few thought the size was too large, but like the mix of representation it brings to the table. One person commented that the size of the board was right, but that the composition seemed to favor the city of Spokane. "We have to remember to talk about rural issues."

The choice of county boundaries is seen as ideal by most people. "The county is already known as an entity. So many of the services reach out to the county."

- **Are there groups in the community which have some similar roles and functions as the network?**

There are several groups in the community with similar roles and functions. The most similar has been Communities That Care (The Prevention Board), although the Health Improvement Partnership and the New Century Plan, by the Chamber of Commerce, also focuses on children and families. All three groups have noted that poverty is a root cause of many problem behaviors of families.

The network has spent extensive time trying to collaborate with the Prevention Board. There seemed to be a great deal of time spent "jockeying for position" within the community. One person reported that the network had spent nine months on collaboration rather than working on the plan. The network was mandated by the legislature and had a budget, but the Prevention Board was seen as having more "vitality, energy, and community leadership."

Most people interviewed mentioned the time it has taken to bring these two groups together. Several mentioned the work of the network's coordinator, Carol Darby. They said she recognized the "politics" of the collaboration and works hard at it.

The Prevention Board and the network have agreed to work together to create one community plan. One member suggested that the two organizations may join forces in the next year. Another person said that the two groups should stay separate, because each could bring a separate strength—the network could work with state and federal funding and the Prevention Board could work with local, non-profit, and foundation funding.

"We're trying to get the collaborators to collaborate. It's kind of funny. We have so much collaboration that we're tripping over each other."

"We'll come up on just one plan. The community meetings are jointly sponsored by both the Prevention Board and the network."

5. Fiscal Agent

- **What were the major reasons for selecting the fiscal agent? Is the arrangement satisfactory?**

The county was the obvious choice and the only organization interested. The network has extended its contract with this organization.

- **Has the fiscal agent influenced the organization's work in any way?**

No one interviewed believed that the county had influenced the network in any way. Everyone said they thought the county had remained neutral and had been helpful.

6. Fiscal Issues

- **How have you allocated your state dollars?**

The network has allocated all of its dollars towards planning.

Some members said that it would be premature to put dollars in direct services without having a plan, while others didn't think the network had the option of giving money to direct services until the plan had been completed. A few members wished the network would have given direct service dollars out early.

- **Is there sufficient flexibility for your network to decide how to spend its dollars?**

Most members said that they thought there would be sufficient flexibility. A few members said that they thought there would be flexibility because the Family Policy Council would not care *how* the Spokane Network allocated its funds, as long as a plan had been "turned in to Olympia."

7. Data Analysis

- **What data is important to your efforts?**

The network is currently in the data collection phase. They have discussed how the data might be analyzed, and are beginning their community input phase.

Some members said that data was abundantly available. "There is plenty of research. We're surrounded by universities and community colleges, so that's been one source. We also had research and data from the state agencies." Some members said that the network had a problem in obtaining data that was consistent and congruent for several years.

"We decided to use data from 1990 on. We only collected data that we were certain were congruent from year to year."

"The statistics are not as refined as people think they are. We need to be sure that we can draw conclusions from the data. If they're not reliable, we need to recognize we've drawn 'observations' not conclusions."

"We've learned that data is what you want it to be. It can be shaped. We could have different interpretations of the data by different groups."

"We took a business approach—we're not showing the trends, but rather, the patterns within each area. We're trying to make the data user-friendly. Unless you have hundreds of thousands of dollars for a major piece of research, you can't get it all down."

- **Did you learn something of significance in reviewing the data?**

Most members said that the data analysis step was useful. One member said if the data will be presented clearly, visually, and in a manner that is easy to understand, it will be of use to the entire community. Another member said that some members were surprised by the data on poverty and the violence in the home.

"I think they were surprised that drug and alcohol abuse was down, and surprised at the limited amount of violent crime. It was different than they thought from the media."

8. Comprehensive Planning

- **How will you be going about comprehensive planning?**

The network has five consultants working on coordination, data collection, data analysis, community input, and plan writing. "We've put the whole process out to bid. We hired local consultants for individual components. It's more cumbersome, but we get a better buy-off, locally."

The network will present the data to the community in the upcoming community meetings and ask the community, "which problem areas and risk factors should we be working on?"

"We're doing community forums in two ways: first, conducting forums throughout the county in school buildings, both rural and suburban areas; second, we're also visiting neighborhood groups, and going into people's homes. In future years we might need to interview families who would never go to the forums."

- **Will you make recommendations regarding decategorization?**

There was a mixed response to this question. Some said they did not think so and others thought the network would make recommendations.

"That subject hasn't been broached yet."

"We might, but we shouldn't because we don't understand what we are doing. We've no information or training on this topic. It was a crazy idea to think that the networks could have any clue about that."

"I don't see us doing it at this time. It's not realistic in the first year. We don't have enough information to do it."

"I don't think the members think they have the grounds to do this yet. They need solid ground—community mapping, assessment, and program evaluation. They want to make sure they have a sound basis for doing this."

9. Additional Information

Most members expressed frustration with the unreasonably short time frame allotted to complete the plan. They said that it was unrealistic to start a process, bring together 23 people who had never worked together before, organize a non-profit corporation, collect and analyze data, gather input from the community, and write a plan within one year.

MEMBERS INTERVIEWED

Anne Marie Axworthy, Washington Water Power
Brian Barbour, Division of Children's Services/DSHS
Mark Lewis, (past chair), Spokane County Juvenile Court
Marilee Roloff, Breakthrough for Families
June Shapiro, city of Spokane
Frank Tombari, Farmers and Merchants Bank
Vic Torni, United Way
Linda Urquhart, (past chair), Clark-Urquhart Training

OTHERS INTERVIEWED

Joanne Benham, director, Chase Youth Commission
Roy Harrington, regional director, DCFS, DSHS
Carol Darby, network coordinator, Darby Team Consulting

III. Perspectives

This section draws on our observations from the case studies, as well as summarizing the comments from network representatives. Perspectives related to the networks as well as state's role are included.

NETWORK PROCESS AND DECISION-MAKING

- **Networks have approached their assignment with creativity and commitment.**

The networks must prepare a comprehensive plan using a public health approach that relies on careful examination of pages and pages of quantitative data. Additionally, the legislature set high expectations for involving citizens in network decision-making. (The statute directs that the Family Policy Council shall evaluate whether the network "promoted input from the widest practical range of agencies and affected parties."¹⁰) These simultaneous requirements have posed a keen challenge to networks, particularly given the requirement that the plan be completed in a year. One network planner commented that the legislation required network members to "serve two masters who are constantly at odds with each other."

Each network has charted its own course in fulfilling the legislative requirements. A "cookie cutter" approach was not handed down to the networks or copied by them. Instead, each community set about the task in a unique way. There are 53 stories to tell about the particular network dynamics. Some networks operate as a cohesive, cooperative unit and others struggle with different visions of the organization's purpose and the role of government. The case studies reveal that each network has its own "personality," challenges, and opportunities.

The case studies describe the steps taken to involve the community and review existing data. The Snohomish Federated County Network summarized its activities and timeline in a chart that is included as an appendix (see Appendix Five). This chart provides a good example of the scope of the networks' assignment and the time pressures.

- **Network activity has generated substantive citizen involvement.**

The networks involve 1,219 individuals, 56 percent of whom are citizen volunteers. At the request of Senator Hargrove, the Family Policy Council staff estimated the number of volunteer hours committed to the networks in 1995. For the 53 networks, the staff estimated a total of 85,400 volunteer hours.¹¹

Many of the network members are individuals with a long history of community involvement and established records of accomplishment. This activity has also attracted individuals who are new to citizen participation and are drawn to a "grass roots" organization.

- **Networks have selected different at-risk behaviors for priority attention.**

¹⁰ RCW 70.190.130 (1)

¹¹ Memo from Dave Brenna to Senator Jim Hargrove, February 27, 1996.

The legislation requires that each network commits itself to measurably reduce the rate of at-risk youth. Specifically, networks must reduce the rate of state-funded out-of-home placements and make reductions in at least three of the following rates of youth: violent delinquent acts, teen substance abuse, teen pregnancy and male parentage, teen suicide attempts, dropping out of school, child abuse and neglect, and domestic violence.¹²

Of the seven networks selected for the case study, each placed a different priority on behaviors needing attention. The most frequently targeted behaviors within this group of networks were: child abuse and neglect, domestic violence, and teen substance abuse.

- **Half of the non-tribal networks selected county government as their fiscal agent. Educational Service Districts and city government represented the next highest categories.**

Networks were directed to select a public entity as the lead fiscal agency. Although a majority of non-tribal networks selected county government, other choices were made by 21 networks.

CHART 1 FISCAL AGENTS FOR COMMUNITY PUBLIC HEALTH AND SAFETY NETWORKS	
FISCAL AGENT	NUMBER OF NETWORKS
County Government*	22
Tribal Government	10
Educational Service District	7
City Government	7
School District	4
Council of Governments	1
Regional Planning Commission	1
Park District	1
TOTAL NETWORKS	53
<i>* County includes: Health districts, Auditor, Health & Human Services, Community Services, Administrative Services, and Budget & Finance departments</i>	

STATUTORY AUTHORITY AND STATE ROLE

¹² RCW 70.190.130 and SSSB 5258, Laws of 1996.

The networks' statutory authority was compared with other state efforts intended to decentralize services in early intervention, mental health, and aging services. The networks have more detailed requirements for activities, outcomes, performance, and program evaluation; lack major responsibilities for managing services in their communities; and are obligated to serve a broader population. Networks are expected to accomplish these responsibilities through a volunteer effort rather than through permanent paid staff.

The networks can be viewed as a vehicle to customize youth violence prevention programs for individual communities. As such, they are part of a broader effort to decentralize governance from the state level toward local communities.

To understand the governance challenges faced by networks, we compared their statutory authority to state programs that also emphasize decentralized social services: Early Intervention Services for families with young children, Community Mental Health Services, and Senior Citizen Services. The major contrasts and similarities are described in Chart 2. (See page 63)

The Community Public Health and Safety Networks have:

- a similar role for planning and coordinating services, but **lack major responsibilities** for managing or contracting for direct services.
- a **more broadly defined population** to serve.
- **multiple state agencies** with broad responsibility for their target population of youth and families (similar to the Early Intervention Services Program, but unlike Community Mental Health and Senior Services).
- **more detailed membership requirements**, with an emphasis on ensuring citizen control (rather than control by service providers).
- relied on **volunteer efforts** rather than a permanent **paid staff**.
- more detailed and stringent **requirements for activities, outcomes, performance, and evaluation** of their work.
- **Statutory requirements for the networks appear concise and straight-forward. The state Family Policy Council's planning guidelines for the networks, however, set more detailed and complex expectations.**

The Family Policy Council was mindful that some legislators, individuals, and social service organizations were skeptical about grassroots organizations like the networks having broad authority for decision-making. Thus, the Council determined that high expectations for the comprehensive plan would help establish the networks' credibility.

There are clear advantages to these high expectations, both in terms of the final planning document and the networks' ultimate performance. These high expectations, however, increased the time pressure felt by network members, as well as increasing the planning costs,

in some cases. These expectations also led to many networks relying on consultants to complete the required planning activities.

- **Indecision in the 1995 Legislature about the networks' future called their standing in the community into question, and slowed the momentum of their implementation as provided in the 1994 Violence Prevention Act.**

During the 1995 session, a bill was proposed to eliminate the networks. Many network members were appointed to this organization only to learn that the legislature was considering its elimination. Ultimately, the 1995 Legislature decided to extend the networks, but the interim uncertainty was difficult. As part of our interviews, we questioned members and observers about the effect of this indecision. The comments included the following:

"The uncertainty really slowed our work and progress. The community became less interested in what we were doing when it looked like the legislature might pull their commitment."

"Everyone wanted to throw their hands up and go home."

"We feel very fragile at times and wonder if we are just another splash in the pan that will be washed down the drain tomorrow, despite all the tremendous amount of work we have put into this."

"The legislature needs to back up what they start."

"For us, the planning activity is extremely worthwhile and even if it is for a limited time, we will be further ahead."

"It is pointless to point a finger at the legislature, but it is very difficult to get people involved when there is not a bipartisan commitment from the legislature. If they (members of the legislature) think the networks are not worth supporting, it will collapse."

Because networks rely heavily on volunteers, the organizations' momentum and progress depends on individuals who can choose their own terms and length of involvement. Most typically, the citizen leaders in the network are individuals with long records of citizen activism and high personal goals for accomplishment. Thus, they have many interests and projects that compete for their attention. To the extent that the legislature communicates ambivalence about the networks' viability, these individuals question whether their own commitment is wise.

As the legislature contemplates the future role and funding for networks, these discussions and decisions will be important signals to network volunteers, and will influence the level of personal commitment this project receives from citizens.

IV. Conclusions

The 1994 Washington Legislature created the Community Public Health and Safety Networks to increase the well-being of the state's children and youth by reducing violence and associated risk behaviors and enhancing community protective factors. The legislature intends that the effectiveness of these organizations, and other measures enacted in the 1994 Violence Prevention Act, are monitored and assessed.

Most networks are still developing their comprehensive plans. It is too early to evaluate their performance in any definitive way. This preliminary report used a case study approach to survey the experiences of seven networks chosen to illustrate the geographical and population diversity of the state. The networks have approached their assignment with creativity and commitment, and have generated extensive citizen involvement. They have selected different at-risk behaviors for priority attention. The Family Policy Council set high expectations for the networks' planning activities.

Compared to other state activities with decentralized social services, the networks have more detailed requirements for activities, outcomes, performance and evaluation of their work and a broader population to serve. Fulfilling these high expectations rests on a foundation of volunteers, not paid staff.

The Institute will review the performance and accomplishments of the networks as they proceed in their work. The next publication will assess the comprehensive plans submitted by the networks, and will be completed in the winter of 1997. An assessment of the networks' influence on problem behaviors will be published in 1998.

V. Appendixes

Appendix One:

Community Public Health and Safety Networks: State Map

Appendix Two:

Case Study Network Addresses

Appendix Three:

Allocation of Network Funding, FY 1995

Appendix Four:

Funding Allocations by Network, FY 1995

Appendix Five:

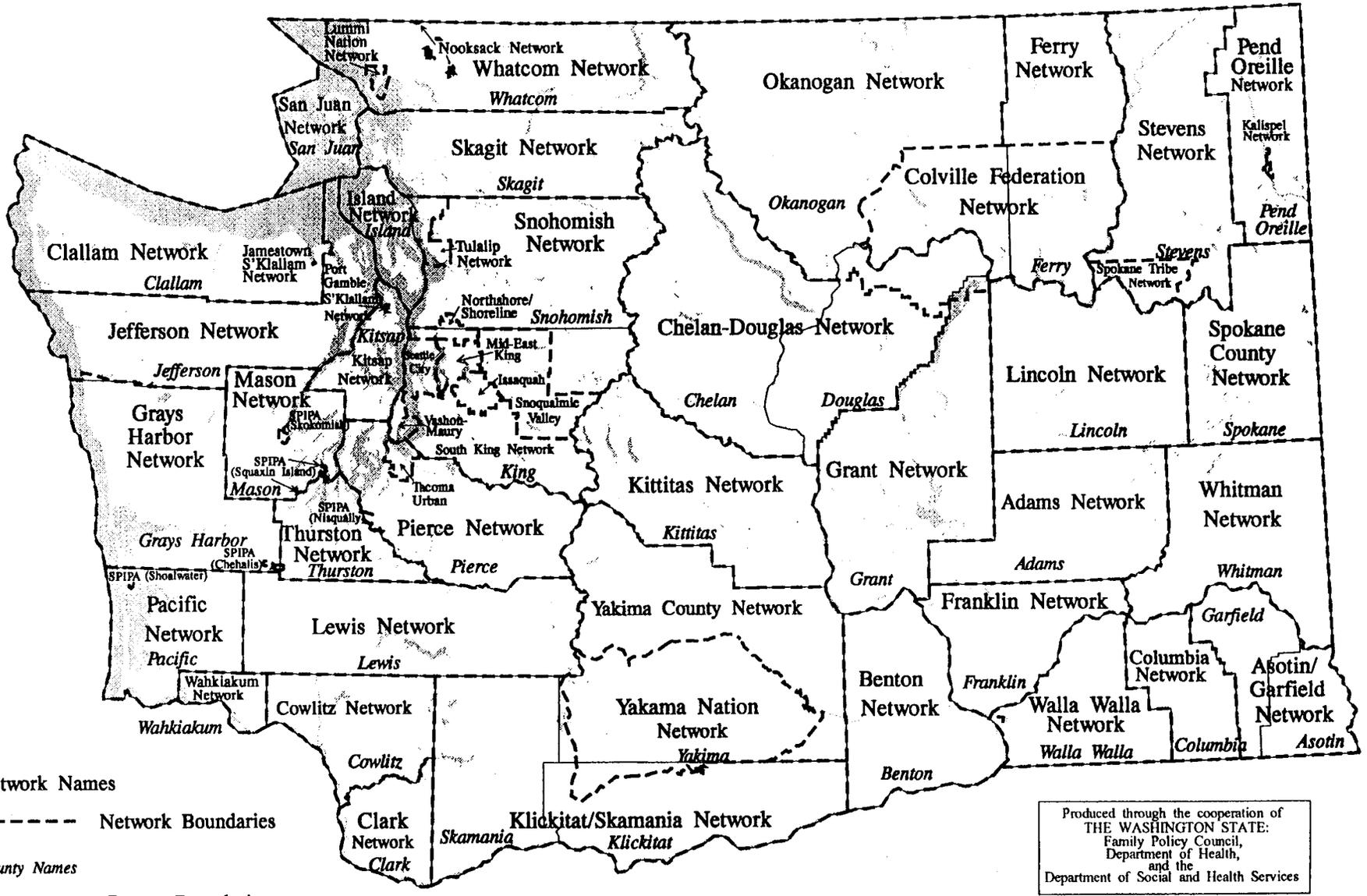
Snohomish Federated Health and Safety Networks Activities

Appendix Six:

Network Responsibilities: Comparison of the Statute and Guidelines

APPENDIX ONE: COMMUNITY PUBLIC HEALTH AND SAFETY NETWORKS

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* SPIPA is the South Puget Sound Intertribal Planning Agency Network

***APPENDIX TWO:
CASE STUDY NETWORK ADDRESSES***

Clallam County Network

PO Box 2729
Port Angeles, WA 98362-2729
(360) 417-2303
Helen Dawly, Chair

Jamestown S'Klallam Community Network

1033 Old Blyn Highway
Sequim, WA 98382
(360) 683-1109
Liz Mueller, Network Chair

Kittitas County Community Public Health and Safety Network

507 Nanum St. Room 109
Ellensburg, WA 98926
(509) 962-7517
William D. Holmes and Joan Baird Glover,
Co-chairs

Mason County Community Network

E. 4750-250 Highway 302
Belfair, WA 98528
(360) 426-5667
Kim McNamara, Chair

Snohomish County Federated Health and Safety Network

PO Box 2435
Everett, WA 98203
(206) 252-2668
Karen Gahm, Staff

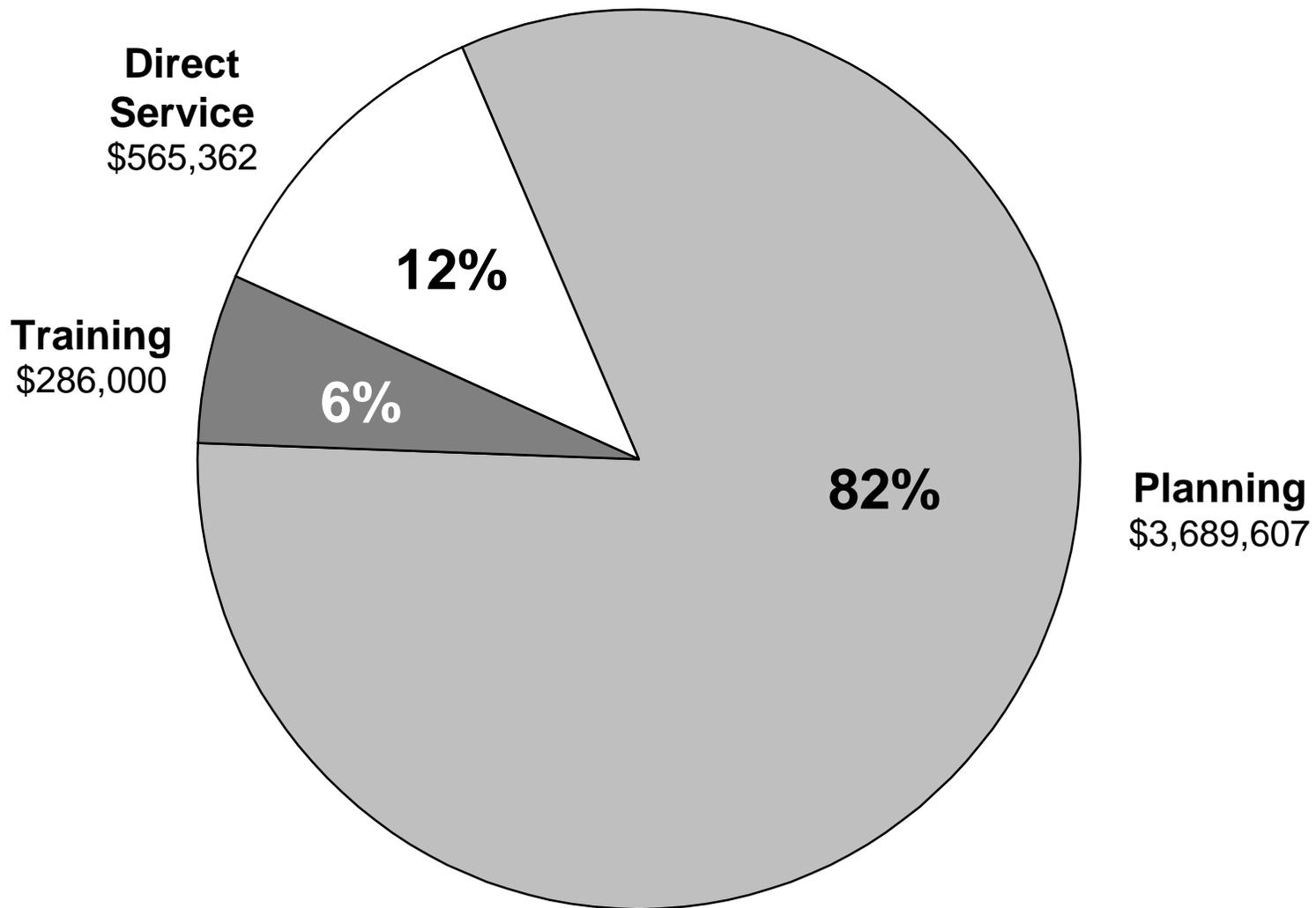
South King County Network

c/o United Way of King County
1851 S. Central Place, Suite 119
Kent, WA 98031
(206) 854-0125
Ella April, Staff

Spokane County Community Network

5717 S. Martin St.
Spokane, WA 99223
(509) 448-8176
Carol Darby, Coordinator

**APPENDIX THREE:
ALLOCATION OF NETWORK FUNDS
FY 1995 TOTAL = \$4,540,969**



WSIPP, February 1996

**APPENDIX FOUR:
FUNDING ALLOCATIONS BY NETWORK
FY 1995**

Network	Planning	Training	Direct	Total	Percent State Funds*
Adams	\$ 33,080	\$ 5,500	\$ 6,381	\$ 44,961	74%
Asotin/Garfield	\$ 40,446	\$ 5,500		\$ 45,946	75%
Benton	\$ 116,072	\$ 5,500	\$ 10,000	\$ 131,572	80%
Chelan/Douglas	\$ 74,286	\$ 5,500		\$ 79,786	80%
Clallam	\$ 52,653	\$ 5,500		\$ 58,153	80%
Clark	\$ 110,648		\$ 88,592	\$ 199,240	85%
Columbia	\$ 33,080	\$ 5,500	\$ 5,000	\$ 43,580	73%
Colville Tribe	\$ 38,207	\$ 5,500		\$ 43,707	74%
Cowlitz	\$ 48,768	\$ 5,500	\$ 31,103	\$ 85,371	80%
Ferry	\$ 38,080	\$ 5,500		\$ 43,580	73%
Franklin	\$ 51,852	\$ 5,500		\$ 57,352	80%
Grant	\$ 57,417	\$ 5,500		\$ 62,917	82%
Grays Harbor	\$ 56,519	\$ 5,500		\$ 62,019	81%
Island (& Stanwood)	\$ 67,803	\$ 5,500		\$ 73,303	80%
Jamestown S'kallam	\$ 38,080	\$ 5,500		\$ 43,580	73%
Jefferson	\$ 39,888	\$ 5,500		\$ 45,388	74%
Kalispel Tribe	\$ 38,080	\$ 5,500		\$ 43,580	73%
King Co Issaquah	\$ 52,315	\$ 5,500		\$ 57,815	80%
King Co East	\$ 109,040	\$ 5,500	\$ 76,232	\$ 190,772	82%
King Co Northshore	\$ 99,240	\$ 5,500	\$ 57,334	\$ 162,074	79%
King Co Seattle	\$ 123,240	\$ 5,500	\$ 76,000	\$ 204,740	83%
King Co Snoqualmie	\$ 47,430	\$ 5,500		\$ 52,930	78%
King Co South	\$ 115,925	\$ 5,500	\$ 83,315	\$ 204,740	83%
King Co Vashon	\$ 38,080	\$ 5,500		\$ 43,580	73%
<i>* Networks also received federal funds through the</i>	\$ 176,251	\$ 5,500		\$ 181,751	81%

<i>Family Policy Council</i> Kitsap					
Kittitas	\$ 42,119	\$ 5,500		\$ 47,619	76%
Klickitat/Skamania	\$ 43,015	\$ 5,500		\$ 48,515	76%
Lewis	\$ 56,555	\$ 5,500		\$ 62,055	81%
Lincoln	\$ 38,080	\$ 5,500		\$ 43,580	73%
Lummi	\$ 38,080	\$ 5,500		\$ 43,580	73%
Mason	\$ 36,909	\$ 5,500	\$ 10,000	\$ 52,409	78%
Nooksak Tribe	\$ 38,080	\$ 5,500		\$ 43,580	73%
Okanogan	\$ 46,271	\$ 5,500		\$ 51,771	78%
Pacific	\$ 39,229	\$ 5,500		\$ 44,729	74%
Pend Oreille	\$ 38,080	\$ 5,500		\$ 43,580	73%
Pierce Urban	\$ 167,840	\$ 5,500		\$ 173,340	80%
Pierce Greater	\$ 199,240	\$ 5,500		\$ 204,740	83%
Port Gamble S'kallam Tribe	\$ 38,080	\$ 5,500		\$ 43,580	73%
San Juan	\$ 38,080	\$ 5,500		\$ 43,580	73%
Skagit	\$ 78,734	\$ 5,500		\$ 84,234	80%
Snohomish	\$ 199,240	\$ 5,500		\$ 204,740	83%
SPIPA*	\$ 38,080	\$ 5,500		\$ 43,580	73%
Spokane	\$ 199,240	\$ 5,500		\$ 204,740	83%
Spokane Tribe	\$ 38,080	\$ 5,500		\$ 43,580	73%
Stevens	\$ 33,080	\$ 5,500	\$ 12,817	\$ 51,397	77%
Thurston	\$ 101,276	\$ 5,500	\$ 61,699	\$ 168,475	79%
Tulalip Tribe	\$ 38,080	\$ 5,500		\$ 43,580	73%
Wahkiakum	\$ 38,080	\$ 5,500		\$ 43,580	73%
Walla Walla	\$ 18,080	\$ 5,500	\$ 31,889	\$ 55,469	79%
Whatcom	\$ 102,407	\$ 5,500	\$ 15,000	\$ 122,907	80%
Whitman	\$ 44,469	\$ 5,500		\$ 49,969	77%
Yakima Nation	\$ 41,836	\$ 5,500		\$ 47,336	76%
Yakima	\$ 162,787	\$ 5,500		\$ 168,287	79%
Total	\$ 3,689,607	\$ 286,000	\$ 565,362	\$ 4,540,969	

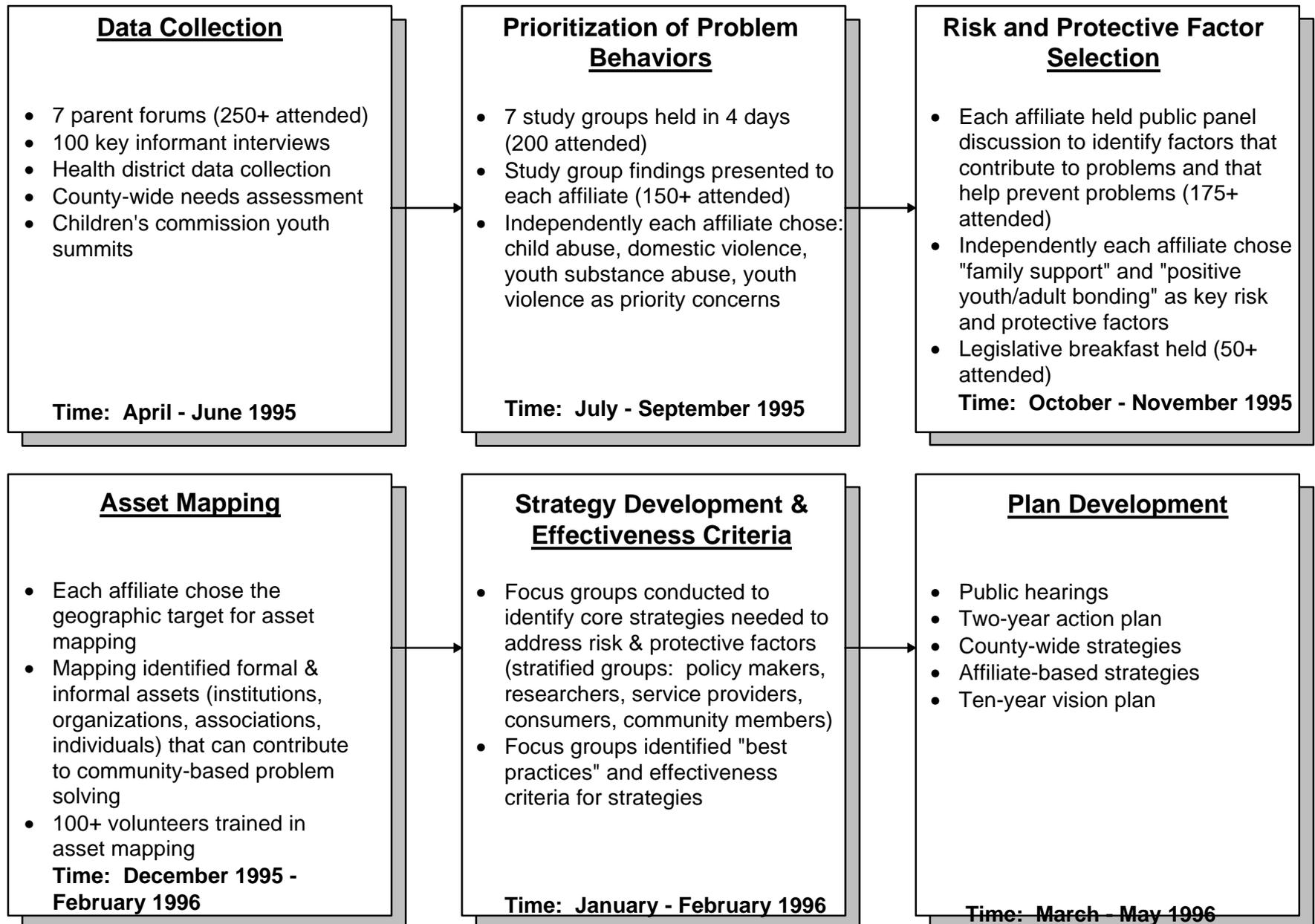
*South Puget Sound Intertribal Planning Agency Network

WSIPP, February 8, 1996

APPENDIX FIVE:

SNOHOMISH COUNTY FEDERATED HEALTH AND SAFETY NETWORK

1995-96 Accomplishments



**APPENDIX SIX:
NETWORK RESPONSIBILITIES: COMPARISON OF THE STATUTE AND GUIDELINES**

1994 Violence Reduction Act: Statute Requirements	Family Policy Council Guidelines
<p><u>Membership</u></p> <p>Establish network following statutory direction regarding membership.</p>	<ul style="list-style-type: none"> • Describe the board composition and the process leading to membership selection. Describe methods to maintain contact with, and be responsible to, <i>various communities</i> in the network. Identify the values and biases the board reflects. • Develop <i>shared vision</i> for the well-being of families and children for the next 10 years. Describe participants and process used to develop vision statement. Discuss how network vision fits with other visions developed by organizations outside network. • Develop a <i>mission statement</i> concisely expressing approach the board will take to pursue broad network vision. Explain how it fulfills the shared vision. Discuss how it relates to other social, health and education reform efforts within network. Describe how you communicated the board's mission to your network. Identify potential partners for achieving mission. • List problem behaviors selected as priorities. Describe <i>process used</i> to make choices. Discuss why these outcomes were prioritized over others. Identify outcomes beyond the necessary three that are selected and how they relate to reduction of problem behaviors.
<p><u>Data Analysis</u></p> <p>Review state and local public health data relating to risk and protective factors and at-risk children and youth.</p> <p>Prioritize risk and protective factors based on public health data and assessment.</p>	<ul style="list-style-type: none"> • List all of the risk and protective factors related to the problem behavior selected for priority action. <i>Summarize the research and network-based information</i> used to identify the risk and protective factors. • List the risk and protective factors that the network plans to target. <i>Complete a cause-and-effect chain</i> for each selected behavior. Describe the reasons you selected these factors and the selection process. Describe, if applicable, how the factors may be concentrated in certain geographical areas or within particular communities in your network. • Review the problem behaviors in light of <i>research, local knowledge and cause-and-effect chains</i>. Identify any changes you may want to make and why.

<p>1994 Violence Reduction Act: Statute Requirements</p>	<p>Family Policy Council Guidelines</p>
<p><u>Comprehensive Plans</u></p> <p>Develop long-range comprehensive plans to reduce rate of at-risk youth; set measurable goals and project desired outcomes.</p> <p>Coordinate efforts with anti-drug use efforts and organizations and maintain high priority for combating drug use by at-risk youth.</p> <p>The application plan shall demonstrate the effectiveness of the program in terms of reaching its goals and provide clear and substantial evidence that additional funds will substantially improve the ability of the plan to increase its effectiveness.</p> <p>The Family Policy Council shall consider whether the network plan:</p> <ul style="list-style-type: none"> • promoted input from widest practical range of agencies and affected parties; • reviewed indicators of violence data and incorporated a response to those indicators; • obtained a declaration from health department that plan met minimum standards; • included a specific mechanism of data collection and transmission. <p>Distribute funds to local programs that reflect the locally established priorities.</p>	<ul style="list-style-type: none"> • Inventory the <i>current and planned social, public health, and educational services</i> in network related to weakening risk factors or strengthening protective factors selected by the network. Include and inventory services aimed directly at reducing problem behaviors. Identify and analyze the areas of service duplication and gaps. • <i>Evaluate the effectiveness</i> of existing services identified above, and describe in detail the most promising prevention activities. • Lay out <i>network's broad plan to modify the selected risk and protective factors over the next 10 years</i>. In narrative form, describe the process for achieving community support and ownership for the plan. Describe how to build on existing or already planned services as well as existing organizational coalitions and partnerships. • Based on the 10-year plan, <i>describe changes needed in state and local policy</i>. Use required forms, adding narrative as needed, to prepare recommendations for the Family Policy Council regarding state policy, and to local entities regarding local policy, including: <ol style="list-style-type: none"> 1) Administrative or regulatory changes needed from participation agencies (Department of Social and Health Services, Department of Health, Department of Community, Trade and Economic Development, Employment Security, Office of the Superintendent of Public Instruction). 2) Legislative action. 3) Local action (city council, county commissioners, local health department, etc.). 4) Funding the network plan. • Describe <i>specific workplan for next two years</i>. Describe how this fits into 10-year plan. Explain reasons for selecting certain factors over others for the first two years. • Conduct an <i>open public meeting</i> to assure review and feedback for all community network stakeholders. Document comments from meeting.

Outcome Standards

Comply with outcome-based standards.

Cooperate with the Department of Health and local Boards of Health to provide data and determine outcomes.

- Describe how to monitor and assess *progress and barriers* encountered by the network during implementation of activities, strategies, and interventions. This can include interagency agreements, changes in authority, flexibility in funding, and changes in values, attitudes and practices. Identify who has responsibility for recording, maintaining and reporting this information. Identify what information will be used and the methods for gathering it. Explain how you will analyze this information, how you will know when you are successful, and how you will link your monitoring to your ongoing refinement and modification of the 10-year plan.
- Describe the methods to *monitor and assess the changes* produced by the planned activities, strategies, and interventions. Focus on both 10-year outcomes (changes in rates of problem behaviors and risk and protective factors for specific target populations, individual families and children, and the network as a whole), as well as short-range impacts (conditions linked to the outcomes, such as changes in community conditions, school and agency practices and politics, family and youth involvement in positive activities, etc.). Describe how impacts and outcomes will be linked to on-going development and modification of your 10-year plan.
- Describe process for *ongoing review of board mission and plan*. Describe how you will acknowledge all network participants for their feedback in the planning process. Identify how you will stay connected with the diverse communities within your network, and encourage their feedback on the plan, activities, and results. Describe the board's plan for maintaining a positive, internal group process.