

Moving Toward Collaboration: Using Funding Streams to Advance Partnerships in Child Welfare Practice

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SUMMARY. Traditionally, organizations serving children and families have focused service delivery by available funding stream criteria. Federal funding streams supported fragmented services by tightly channel-

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ing monies to specific programs for specific needs. The intensity of providing and improving the delivery of services has overshadowed building connectedness across organizations and systems. Service has been the major goal and intense effort has gone into maximizing opportunities and measuring effects through service frequency. Over the past several years, new funding incentives have provided the opportunity for new collaboratives. This article describes an innovative collaboration between the Idaho Department of Health and Welfare (IDHW) and Eastern Washington University (EWU) and the unique directions and support that a university/agency partnership can provide for both organizations. Key features of this collaboration include shifts in funding and staffing strategies that contributed to more flexible services and increased levels of collaboration between IDHW, EWU and other community and state organizations and institutions. This article describes how funding can be viewed as a tool to increase the level of collaboration between systems, thus potentially leading to a breakdown of the traditional service delivery system. Finally, this article describes how an agency/higher education partnership played a key role in documenting the success of a school based program in meeting the emergency assistance needs of children and families, and how program evaluation, like funding requirements, can provide a supportive role in building collaborative relationships. [Article copies available for a fee from The Haworth Document Delivery Service: 1-800-HAWORTH. E-mail address: <getinfo@haworthpressinc.com> Website: <<http://www.HaworthPress.com>> © 2003 by The Haworth Press, Inc. All rights reserved.]

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Controversy and political pressure starting in the 1960s have led child welfare agencies “progressively to confine their attention to abused and neglected children” (Schorr, 2000). Currently, the political climate seems to “blame the helping professions and their service systems for their failures demanding greater accountability and threatening reductions in these professions resources and supports” (Hooper-Briar & Lawson, 1996). As a result, whether in policymaking, program development, or direct practice, those providing services to the most vulnerable families and children do so in an environment of constant change, limited resources, competing and sometimes conflicting expectations from a multitude of stakeholders (Tracy & Pine, 2000). The intensity of service delivery under these circumstances has overshadowed building connectedness among programs, and especially across service and education systems.

Historically, the formal child welfare system has not relied on informal helping networks or formalized relationships with other agencies to deliver services. Interactions with other service providers have been limited to making referrals, not collaboration. Social worker roles have been narrowly defined and generally guided by agency rather than family's needs. These agency tendencies toward inflexibility and rigid role definitions have helped create a service delivery system that appears unfriendly and non-responsive to families (Johnson, 1996).

Proponents of integrated services believe that poor education, health, and social outcomes for children result in part from the inability of the current service systems to respond in a timely, coordinated and comprehensive fashion to the multiple and interconnected needs of children and their families (David and Lucille Packard Foundation, 1992). Recently, however, we have seen the emergence of innovative, collaborative projects designed to expand the array of services and options available to populations at risk. Bailey and Koney (1996) found that ". . . public policy is beginning to reflect the importance of interorganizational community-based collaboration as a strategy for service delivery and resource maximization." This trend follows reforms in the 1970s and 80s, in which schools, child welfare and children's mental health began to fracture the categorical mold (Waldvogel, 2000, Franklin & Streeter, 1995, David and Lucille Packard Foundation, 1992). Organizations are discovering that by pooling resources their efforts are maximized, service duplication is minimized, and cross program understanding is increased, leading to improved service delivery. Additionally, shifts in funding sources and requirements have prompted states to seek collaborative partners and to experiment with creative programming to improve child welfare services outcomes.

This article will describe just such an innovative collaboration between the Idaho Department of Health and Welfare (IDHW), Eastern Washington University (EWU) and ninety Idaho school districts. The goals of this collaboration are to serve families in emergency situations in order to (1) provide increased safety and well being for children; (2) increase the learning readiness of children; and (3) increase family self-reliance. Key features of this collaboration include shifts in funding and staffing strategies that contribute to more flexible services, which better meet the needs of child welfare families. We will highlight how shifting and blending funding facilitated increasing levels of collaboration between IDHW and other agencies or institutions. This article will describe how new ways of integrating funding sources and how development of programmatic links between organizations with different roles have led to higher levels of collaboration that have affected the purpose and values of partnering systems. Finally, this article will describe the evolution of an agency/higher education partnership, which played a key role in documenting the success of this program in meeting the emergency assistance needs of children and families.

**THE BEGINNING:
ESTABLISHING A IV-E FUNDED CONTRACT
TO DEVELOP PROFESSIONAL COMPETENCIES**

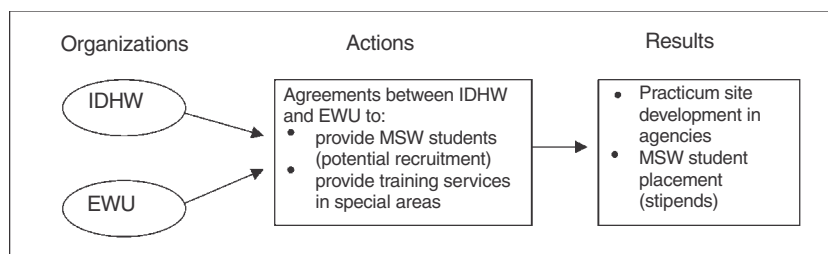
In 1993, a relationship between IDHW and EWU was established for the purpose of providing stipend supported, MSW-level education for social work students committed to careers in child welfare. This traditional agency/university contract was funded by Title IV-E of the Social Security Act. This agreement brought together two organizations with differing goals, but similar missions—to improve service to children in the foster care system and their families. Figure 1 below shows the beginning of what would become a strong partnership.

**INTEGRATION OF FUNDING STREAMS:
FROM CONTRACT TO PARTNERSHIP**

In 1996, IDHW was under extreme political pressure to rapidly implement a restrictive package of state and federally mandated welfare reform policies and self-reliance supports, which had the potential of negatively impacting the child welfare system. This pressure for reform coincided with a hiring freeze and other efforts to downsize state government, including a prohibition on financing stipends for employees.

Concern regarding potential increases in numbers of child protection referrals, and a “no growth” child welfare infrastructure heightened the need for IDHW to develop partnerships with a broad range of community agencies, schools, informal sources of help, and families themselves (Waldfogel, 2000). With IDHW’s emphasis on self-reliance and hiring restrictions, the IV-E stipend program no longer supported the agency’s strategic direction. Thus, IDHW and EWU were required to renegotiate their relationship. Both parties were motivated to redefine their agreement to (1) continue providing relevant

FIGURE 1. IV-E Funding for IDHW/EWU Agreement



field-based learning experiences for MSW students as a recruitment and retention strategy; (2) provide training for agency staff and students on topics of significant importance to changing child welfare practice; (3) explore new methods of service delivery to vulnerable children and families, particularly through community development in rural areas; and (4) expand IDHW service capacities through the use of university student work-study resources.

In a designated frontier state like Idaho, the impacts of welfare reform could be predicted; as categorical funds dried up, community resources would be asked to fill the gap. Unfortunately, like other rural states, Idaho lacked the community resources to respond quickly and effectively to the new policies. EWU had a longstanding mission to promote rural community development practice and the resources and keen interest in studying the impact of reform on families. This formed the basis of a new partnership agreement.

One barrier to solidifying the revised partnership was the continued reliance on Title IV-E funds. Title IV-E's exclusive emphasis on foster care and adoption specialization no longer fit with the direction of Idaho's welfare reform-driven, child welfare practice. In Idaho's rural offices with staffs of one to ten persons, broad-based child welfare services could not realistically be delivered by foster care and adoption specialists, which had been the emphasis of the IV-E funding. Staff needed a generalist preparation, which emphasized prevention, early intervention, community mobilization and family preservation, in order to protect the under-resourced child welfare system from being flooded with the investigations, foster placements, terminations and adoptions that were anticipated under welfare reform.

Not only was IDHW politically restricted from continuing to finance student stipends, there was also recognition that Title IV-E funds were too restrictive to finance the strategic direction the revised partnership needed to take. EWU offered to use its student work-study mechanism as a vehicle for the partnership to begin experimenting with the delivery of community-based, emergency assistance services. IDHW agreed to pay MSW students placed in agency programs using Title IV-A funds. In turn, students were allowed to use their agency work-study sites as their field practicum sites. EWU continued to provide the work-study students a IV-E focused education and IV-E funded supervision. The blended funding arrangement provided the partnership with more flexibility regarding the range of work in which students could participate.

At about this same time, IDHW was concluding a successful pilot project with the Boise School District called the Community Resources For Families Project. In this project, child protection staff had been co-located in schools and been given the assignment to do child abuse prevention and early intervention work. These staff had access to flexible Title IV-A funds to provide at-risk

families with resources necessary to prevent them from entering the child welfare or public welfare systems. IDHW and EWU were both intrigued with the model and its potential for reconfiguring the child welfare safety net in preparation for welfare reform. The partners agreed to replicate and evaluate the model, substituting MSW students paid by IV-A funds in place of child welfare staff. IDHW and EWU solicited a third partner, the Post Falls school District to participate in the replication project.

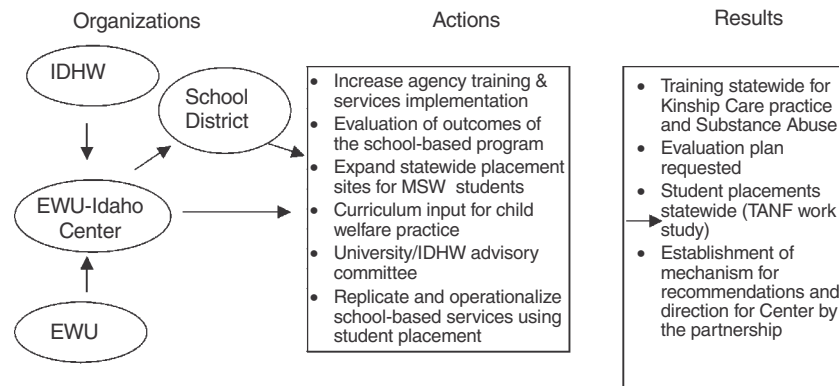
The partnership agreement and the MSW student learning contracts outlined the assessment, treatment and crises response services to be provided by the students. Supervision was provided by EWU child welfare (IV-E) field coordinators. Student placement was planned sequentially: Foundation (first year) students were placed with IDHW to gain an understanding of the complexities of child welfare practice. Advanced year (second year) interns were placed in the District's elementary schools where high percentages of students qualified for free and reduced lunch.

Ultimately, the MSW work study students proved successful in replicating the prevention/early intervention services and in the administering of the flexible IV-A Emergency Assistance funds. Additionally, partnering in the establishment of early intervention services to reduce the gap between the basic needs faced by families (housing, medical, clothing, food), and in the ability of the system to meet the needs in a timely way, showed great potential in averting families from potential referral to the child protection system. Finally, the expansion of the partnership, to include the school district as the location of child welfare service delivery, had a significant community capacity-building effect. This shift in the partnership began the movement away from a singular focus on preservice education to one of collaboration and community development. Figure 2 illustrates this change.

MOVEMENT TO NEW LEVELS OF COLLABORATION: ONE RESULT OF WELFARE REFORM

In 1997, IDHW implemented welfare reform. With welfare reform, the federal government abolished Title IV-A and replaced it with Temporary Assistance for Needy Families (TANF) funds. States that had IV-A plans and services in place prior to welfare reform were encouraged to use their welfare reform savings to maintain or expand the child welfare and family self-reliance services they already had in place. IDHW used this opportunity to enter partnerships with ninety school districts in Idaho. TANF funding was used to contract with these districts in hiring Community Resources Workers (CRW) to develop and deliver Community Resources for Families (CRFF) services

FIGURE 2. Stage 2: Using Blended Funds to Improve Service (IV-E, IV-B, TANF, Administration for Children, Youth and Families Grant)



statewide. In addition, IDHW blended TANF funds with Title IV-E funds to sustain and again redirect the partnership with EWU. Using TANF funds, the Department asked EWU to work collaboratively with the districts in developing the research and evaluation component of the statewide Community Resources for Families program implementation.

Also in 1997, IDHW and EWU entered general discussions regarding the research and program development needs of IDHW, specifically related to preparation for the anticipated implementation of the Adoption and Safe Families Act, in 1998. It was during these discussions that both parties acknowledged that the partnership had grown so large that a new administrative structure was necessary to support all of the activity. As a result, the School of Social Work and IDHW created the Idaho Child Welfare Research and Training Center (EWU-Idaho Center). This Center, funded by IDHW and staffed through the partnership by EWU School of Social Work, blended several funding sources to maintain the previously described work and to add services that would support ASFA implementation. In particular, Title IV-E, IV-B, and TANF were used to support the Center. Additionally, the Center was successful in writing an ACYF (Administration for Children, Youth, and Families) grant to support a statewide Kinship Care Training Initiative for Idaho. Thus, the relationship between IDHW and EWU School of Social Work continued to change: the diversification of funding brought new goals into the partnership, and the establishment of the EWU-Idaho Center brought new voices to the decision making process in IDHW.

One of the ways that IDHW envisioned reaching their important goals of getting appropriate services to the most needy children and families was to expand the successful school-based pilot programs into a statewide initiative. These programs offered several advantages for the Department. First, the partnership included a mechanism for early identification of the most distressed families through the needs manifested by children in the school environment. Second, the pilot programs enhanced the relationships IDHW had with schools and local communities. And third, by passing TANF funding through to schools to subsequently hire social workers, IDHW had a new post-welfare reform infrastructure.

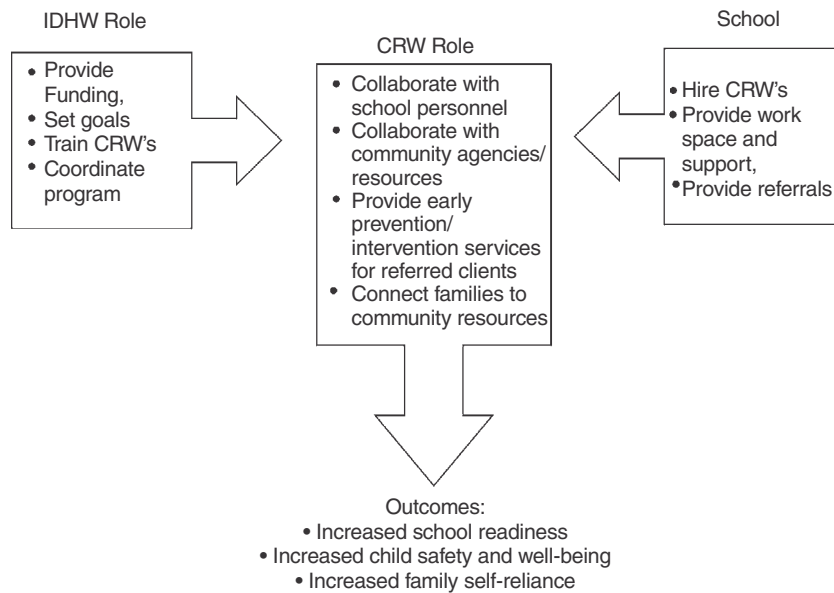
It is important here to describe briefly the Community Resources for Families program as it has come to be developed in more than ninety school districts across the State of Idaho. With program coordination and funding provided by IDHW, local school districts hire Community Resource Workers (CRW'S) to serve local elementary schools. These CRW's receive referrals from principals, counselors and teachers for children who are exhibiting signs of distress leading to school failure and/or social problems. Referral reasons include unmet basic needs such as lack of food, clothing, or shelter, as well as poor school performance for unknown reasons, poor school attendance, and behavioral issues that defy school interventions. In many cases, family stressors are the foundation of the signs of need, and these stressors often lead to problems in the child's attendance, behavior, and academics. The CRW'S are social workers who work closely with families to resolve issues that threaten the safety or learning readiness of children, including helping families connect with community resources. During the 1999-2000 school year, 5,918 families were referred to and served by the CRFF program.

We describe this program briefly here because it served as a springboard for further collaboration between IDHW and Eastern Washington University. Figure 3 below illustrates how this program promotes collaboration between the partners; not only are various funding streams blended to provide monies for the schools, but the service model itself provides collaborative links between the community and agencies at state, district, and local levels to support families, and between the agency, teachers, and families to support children.

**STAGE 4:
MOVING BEYOND FUNDING:
ALIGNING VALUES TO ADVANCE COLLABORATION**

The expansion to a statewide model of the Community Resources for Families program precipitated IDHW to expand the role of its partnership with the EWU-Idaho Center as a means of addressing more specifically program evalu-

FIGURE 3. Community Resources for Families Program



ation. After successfully negotiating the means to blend funds to support the program and the partnership with EWU, IDHW recognized the need to work within the outcome measurement expectations set by the Adoptions and Safe Families Act (ASFA). The ASFA outcome measurements go beyond counting the service frequencies of agency personnel; in addition to such measures, ASFA also looks at quality of life issues, including success at school, as a measure of program success.

The ASFA outcome expectations, though not a source of funding, motivated the Department to seek new ways of complying with the mandate, in order to sustain current funding levels. And here, IDHW had an enigma; it was in the midst of creating a computer tracking system for the state-wide school based program that collected data on service frequencies based on previously recognized reporting and documentation needs, rather than on the client outcomes expected by ASFA. Thus, IDHW turned to an established partner, the EWU-Idaho Center, to collaborate around developing outcome measures.

This move to a new, problem-solving level of collaboration between the organizations brought an interesting sidelight. Partners can bring to collaboration differing orientations and values around a common goal or mission. The

School of Social Work at EWU is characterized by an empowerment orientation and promotes a strength-based approach to working with families. This is taught in their curriculum and is valued as an integrating knowledge and skill in their students. IDHW had earlier adopted a family-centered practice approach. However, it was using a traditional service provider tracking evaluation to measure its impact. Thus IDHW was blunting or negating a consistent family-centered approach. The inclusion of an empowerment evaluation model* into the school program resulted in several role shifts and attendant tensions. (*Empowerment evaluation is the use of evaluation concepts, techniques, and findings to foster improvement and self-determination. It employs both qualitative and quantitative methodologies (Empowerment Evaluation, 2000).)

The first role change occurred when program managers and supervisors were asked by the evaluator to define what the program was supposed to accomplish. This challenged them to move from a service provision and implementation role to a program design role. The focus shifted from seeking to meet client needs in an efficient manner to helping clients reach individually valued outcomes. This shift was felt at every level of the program, for at the field level it asked CRW'S to set goals *with* clients rather than *for* them, and to measure success in individually valued outcomes. And, it asked for clear goals against which to measure progress.

A second role change occurred around data collection itself. The relationship between IDHW supervisors and field workers had been built on a service model; what was valued was a linear connection between what the database asked for, in the form of the case file, and what the field worker actually did. The empowerment evaluation model asked field staff to build relationships between themselves and their client such that the worker could document actual changes in client behaviors as a result of service. This began to challenge the role of the supervisor from one of compliance monitoring to one of problem solving around revising services that are not effectively impacting behavior changes and client-centered outcomes.

At another level, the empowerment evaluation process asked program line staff to refine their roles in maintaining standards of best practice. This applied specifically to development of a statewide informed consent process when working with clients. The evaluation component and its required attention to human subject considerations challenged the organization to develop and apply a consistent policy. Again supervisors were faced with role redefinition/clarification as they became part of the evaluative process in assuring informed consent.

These role challenges generated discussions between the new demands of the evaluation component and the conceptions of practice that were currently in place. In this manner, evaluation itself functioned as a precipitator of change, supported by the potential of new funding requirements *for practice* in the near future. In effect, adding the evaluation component helped the collaboration function at a new level, a level at which organizational and philosophical values started to frame how the collaboration might proceed. Figure 4 below illustrates several of the differing values brought to light by the move toward this new level of collaboration.

The tensions between aligning the funding parameters (i.e.: TANF, IV-E ASFA) as represented by evaluation and the current practices around the school program implementation and monitoring by IDHW led to adoption of a new strategy for how the collaboration could serve the program. Each of the seven regions of the state is distinct not only in IDHW leadership, but also in the political and environmental context. Thus, the EWU-Idaho Center evaluators worked with each region to choose a pilot site that would represent region-specific outcomes. In this way the pilot sites facilitated deeper relationships and understandings between the Center staff and supervisors and managers at the district level. In addition, service data collected through an empowerment orientation started showing significant gains on the part of clients, gains that were previously intuitively sensed but not documented.

For example, one of the pilot sites found a close correlation between the ratings on tools used by parents or guardians to judge a child's progress, and the

FIGURE 4. Operative Values of IDHW Program Staff and Empowerment Evaluation Model

Value Criteria	Operational Values	
	IDHW	Empowerment Evaluation
Valued Data	Frequency counts showing aggregated decreases in need for IDHW or CPS services	Individual client data around goals and needs with resultant services
Valued Goals	assure safety of children through assessment and referral process	Empower all constituencies through self-evaluative processes
Valued Processes	Delivery of services via traditional contact and referral system	Development of supports and delivery of services through collaborating with teachers, parents, children around goal setting
Valued Questions	Determining how much or often services are effective	Determining how to best serve individual clients

classroom teacher's rating of that same child. Further, the process of collecting the data seemed to support the progress; there were significant pre-post findings for the children identified in the pilot. This data illustrated for the IDHW program supervisors as a collective group that school data could be used to support claims of program effectiveness. It also validated the perceptions of parents or guardians as part of a measurement process for documenting improvement in their children. Another pilot illustrated how the program seems to impact school data directly. This pilot showed significant changes pre-post in how parents rated their needs on nine areas of family well being and safety. In addition, the children from the families who showed significant changes also showed important increases in school performance. Again, this pilot data became a catalyst for helping IDHW program supervisors envision different possibilities for data collection around the program, and prompted more of a collaborative orientation toward working with schools around measurement criteria.

The results of the pilot data precipitated progress in advancing the school/agency/university collaboration in the following way: (1) school data became seen as desirable and obtainable; (2) the pilot outcome data suggested that changes in practice could in fact lead to positive and documented program results, and (3) the discussion around the usefulness of evaluation changed from one of defensiveness to one of cautious curiosity. Most importantly, the pilot studies seemed to lay the path for an important opportunity to further the collaborative partnership.

STATE FUNDING PRIORITIES: ALWAYS A FACTOR

After the first year of collecting data for the Community Resources for Families program, funding for the program was jeopardized by shifting priorities within the State budget. In an effort to substantiate the usefulness of the program for continued funding, IDHW regional managers and supervisors turned to its collaborative partner, the EWU-Idaho Center, to document program effectiveness. The request by the IDHW to collect outcome and effectiveness data allowed the Center to give voice to some of its goals and values in the evaluation design. It also for the first time allowed the schools to become more of a partner in the effort, as school data became an important part of the effectiveness ratings. In effect, the prospect of losing funding from the legislative process promoted a wider vision of the program and the collaboration. And, the fact that the resulting evaluation effort validated the strong progress made by students and families in the program served to solidify a collaboration that had been mostly instrumental in the past.

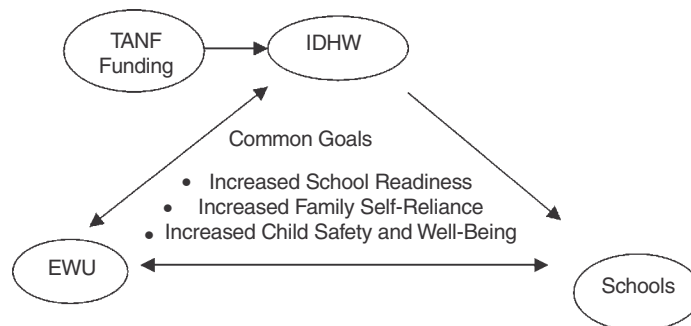
Figure 5 below illustrates the collaborative goals that are now potentially involved in the statewide, school-based Community Resources for Families program. Although the connection between IDHW and the schools remains a one-way action at this point, discussions have begun about how to partner with the schools in setting goals around the program.

***THE INFLUENCE OF FUNDING
ON COLLABORATIVE PARTNERSHIPS:
BUILDING AN UNDERSTANDING***

The collaboration between IDHW and EWU-Idaho Center has gone through several stages, beginning with the utilization of Title IV-E funds to support child welfare employees interested in an advanced degree in social work and to recruit MSW students into the field of child welfare. The application of various funding streams has led to changes in the relationships between the partners and to future possibilities unforeseen during the beginning stages. A framework developed by Franklin and Streeter (1995) has been adapted to describe the evolution of the collaboration between IDHW and EWU-Idaho Center. This framework also provides a means to look at next steps in terms of further collaboration development.

Figures 6 and 7 below show how the relationship has moved from a level of interaction most appropriately called “informal relations” to a level of interaction that is thoroughly “partnership” and verging on “collaboration.” The various categories of the chart illustrate some of the possible criteria by

FIGURE 5. Stage 3: Using Block Grants to Achieve Common Goals



which a developing relationship may be assessed. An important point for the current discussion is the funding criteria; it can be seen that as the funding has diversified, the relationship has become more complex. This may be a critical area for program development involving multiple partners, for funding streams themselves can be seen to include mandates that force partners into new roles.

The dark boxes in Figure 6 indicate the type of relationship that existed between IDHW and the EWU School of Social Work at the contractual phase. The formal agreements that were created allowed accountability in transferring funds between organizations. In all other respects, the relationship can be characterized as an informal arrangement to provide services to children and families.

Figure 7 below illustrates the somewhat dramatic changes that occurred during the period from 1994-2000. First, the diversity of funding streams used to support the Community Resources for Families program, which became the spearhead for the collaboration, required formal agreements at several levels, particularly between independent school boards and IDHW. In this area, the relationships came to function as a true collaboration.

Second, the planning aspect of the relationship has moved significantly in the direction of collaboration. IDHW maintains a focused agenda in terms of the use of funds, although that agenda has broadened to include increasing the school readiness of children, which is part of the agenda from the educational partners. A third area of movement has been around training. Training needs have been negotiated between IDHW and EWU-Idaho Center, with each partner taking a beginning responsibility for appropriate training roles.

The most dramatic change has been in the innovative use of funding to advance service provision to children and families. As described above, there have been distinct stages in this area, with increased diversity of funding generally leading to increased complexity of relationships. A final and more subtle change has been in the sharing of values between the agencies involved. In particular, partners have come together around the kinds of measurements that will show program effectiveness and have learned to celebrate progress across several scales.

The above figure illustrates key points in the development: from informal commitment in an agency/university agreement; to the use of students in a replication project implementing school-based services; to the introduction of

FIGURE 6. Continuum of Linkages Between Agencies (IDHW, School of Social Work, Public Schools): Bolded Cells Indicate Current Development (After Franklin & Streeter, 1995)

The Beginning Stage: Relationships Under Title IV-E Funding Services for Interns(1995)

	5 Levels of Relationships between Agencies				
Implementation Factors ↓	Informal Relations	Coordination	Partnership	Collaboration	Integration
Commitment to Formal Agreements	Little commitment required	Some commitment to formal agreements	commitment to formal agreements required	Formal agreements between boards and state	Formal agreements between boards, state, and local agencies
Planning	Planning done by individual agencies	Some common planning done by agencies	Formal agreements based on one agency's agenda	Formal agreements based on client needs	Comprehensive planning at state level with local level input
Training	Training done by individual agencies	Training needs set by agencies together	Training of agencies' staff on roles/function of partners	Ongoing and intensive interprofessional education	Ongoing interprofessional education and inter-disciplinary teamwork
Funding	Single source of funding outside of agencies (IV-E)	multiple sources of funding outside of agencies (IV-E; IV-B)	Additional funding within agencies for new services(IV-E; IV-B; TANF)	Additional funding from agencies and community	Additional required funding leads to restructuring agencies
Value Sharing	Recognized but not shared values	Values shared to pursue individual agendas	Values blended to pursue individual agendas	Values shared to increase services	Value sharing leads to restructuring of agendas

FIGURE 7. The Current Stage: Relationships Utilizing Blended Funding and Block Grants (Fall, 2000)

	5 Levels of Relationships Between Agencies				
Implementation Factor ↓	Informal Relations	Coordination	Partnership	Collaboration	Integration
Commitment	Little commitment required	Some commitment to formal agreements	Commitment to formal agreements required	Formal agreements between boards and state	Formal agreements between boards, state, and local agencies
Planning	Planning done by individual agencies	Some common planning done by agencies	Formal agreements based on one agency's agenda	Formal agreements based on client needs	Comprehensive planning at state level with local level input
Training	Training done by individual agencies	Training needs set by agencies together	Training of agencies' staff on roles/function of partners	Ongoing and intensive interprofessional education	Ongoing interprofessional education and inter-disciplinary teamwork
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Value Sharing	Recognized but not shared values	Values shared to pursue individual agendas	Values blended to pursue individual agendas	Values shared to increase services	Value sharing leads to restructuring of agendas

new funding streams (TANF); and finally the influence of pilot site replication on the implementation of the statewide, Community Resources for Families Program. We can summarize this development as follows:

1. The commitment between partners proceeded the actual practice. Formal, mainly financial, agreements were a major reason for moving to a collaborative model, and those agreements are soundly in place.
2. Collaborative planning is still a desired goal of this partnership. At present, the single funding source—TANF funds—dictates this particular program agenda. However, current indications are that collaborative planning will occur, especially around the evaluation portion of the agreements.
3. Training needs are currently set (in collaboration) by two of three partners, the EWU-Idaho Center and IDHW. Public school personnel are not yet partners in training, although they sporadically attend trainings planned by the Center. Identification of cross-agency training agendas remains to be accomplished.
4. Funding sources have been blended brilliantly to produce the current level of program collaboration. It is recognized that additional development will depend upon availability of collaborative funding sources.
5. Value sharing has proceeded quickly within the last year, due in part to the influence of funding requirements for outcome evaluations (ASFA) and the entry of an outside evaluator into the program. IDHW foresees a future that includes value sharing among partners, and movement is underway to accomplish that goal.
6. Empowerment evaluation, which helps individuals and clients at all levels of service to become clear about goals important to them, can function as a tool to increase collaboration between institutions. Traditional evaluation methods, which seek only to identify program effects, does not seem to serve this purpose.

CONCLUSION

This article has tracked the key role that funding has had on an agency/university partnership in the development of an innovative program designed to meet the needs of children and families following significant devolution funding shifts. We have looked at how a program can move from mainly a status of informal relations, in spite of formal financial agreements, to a much more developed partnership verging on collaboration. Federal policy and funding shifts are seen as a major contributor to the development of advanced relationships between the Idaho Department of Health and Welfare and the Eastern

Washington University School of Social Work. Other major contributors to the development of a successful and innovative program have been the creativity and professional pursuits of IDHW staff and EWU School of Social Work faculty who serve as staff for the EWU-Idaho Center. The movement toward high levels of collaboration was accelerated by the addition of an evaluation component working through conflicting value orientations. This has led to clearer program goals and the opportunity to look at practice through a different values orientation.

This article is in effect a celebration of the efforts of IDHW personnel to work through the maze of funding shifts for the benefit of children in the State of Idaho. The impact funding shifts can have on practices is also positive; human services provision remains quintessentially human, and the dedication of professionals from three organizations, the EWU-Idaho Center, the Idaho Department of Health and Welfare and the public schools have combined to turn funding challenges into services opportunities.

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