

2011 Sonoma County MHSA Collaboration Survey Report

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Prepared for



Prepared by

harder+company
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Background

In 2009, Sonoma County Behavioral Health Division (BHD) completed a four-year phased roll out of two Mental Health Services Act (MHSA) components that included Community Services and Supports (CSS) and Prevention and Early Intervention (PEI) programs. Since that time, Sonoma County BHD has actively worked with CSS- and PEI-funded programs for the purpose of influencing systems by supporting the creation of a comprehensive service delivery system for individuals experiencing a range of mental health problems. Given the importance of this work and the emphasis placed on strategic learning and accountability, a comprehensive, multi-year evaluation framework is being utilized to assess the impacts of MHSA-funded programs.

The Sonoma MHSA evaluation is guided by a framework that seeks to understand the impacts of the service delivery system on clients, consumers and family members. Monitoring client and service delivery data, assessing the accessibility of services, and examining outcomes are activities at the foundation of this evaluation, providing valuable information about the performance of the system and its impact on the well-being of clients, consumers and family members.

In addition to understanding client-level impacts, *systems change* was identified as a critical, macro-level component of the evaluation, and the focus of this report. In Year 1 of the systems change evaluation, we begin to set the stage to examine the maturation of the mental health system of services in Sonoma County by seeking to address the following questions:

To what extent are MHSA-funded CSS and PEI programs collaborating?

To what extent is Sonoma County BHD achieving systems transformation?

Each question provides insight into understanding (1) how MHSA-funded programs are situated within the larger context of a bounded network of service providers, (2) how they interact with each other, and most importantly, (3) how they can be strategically aligned to strengthen Sonoma County's mental health service system. Ultimately, the goal is to foster a coordinated system of care that is well positioned to address the needs and improve the well-being of clients, consumers and family members.

Approach

The systems change evaluation relies on the use of inter-organizational network analysis to provide a quantifiable basis for understanding the complex relationships within a system of services by combining inter-organizational theory with social network analysis techniques (Morrissey, 1992; Fried, Bruce, Johnsen, Starrett, Calloway and Morrissey, 1998; and Kaluzny, 1993). The current emphasis on the coordination of services within provider systems nationally makes it increasingly important to examine inter-organizational linkages as a means of documenting the impact of *systems change*. The research literature suggests that the greater a system of care is coordinated, the better it is able to positively change the lives of clients, consumers, families and communities.

The inter-organizational network analysis approach helps transform the conceptual nature of social relationships into something tangible that can be visualized, quantified, and measured over time. By using social network analysis, players (or in this case programs) within the network can be identified, the connections

between these players can be visualized, and the nature of these relationships and be differentiated. Year 1 of the systems change evaluation provides a point-in-time picture of the bounded network of MHSA-funded programs and serves as a baseline for understanding the transformation of the network over time. This analysis will be conducted in subsequent years of the evaluation and will be compared to the baseline results established in Year 1.

Collaboration Survey

Harder+Company Community Research distributed the *Collaboration Survey*, which was designed to obtain feedback from MHSA-funded CSS and PEI programs on their level of interaction with each other. The Collaboration Survey uses a modified version of the *Levels of Collaboration Scale*¹ to assess levels of interaction among programs. This adapted scale delineates interactions into four different levels, which are (from lowest to highest): *no interaction* (0), *networking* (1), *coordination* (2), and *collaboration* (3). The definition for each level of interaction can be found in the accompanying text box.

Surveys were disseminated to MHSA-funded CSS and PEI programs in Spring 2011 and were completed by management-level staff and frontline staff from each program. Every program was rated by every other program using the Levels of Collaboration Scale.² One to four different staff members from each program completed surveys, and scores were averaged to create a composite score for each program.³ These scores were then mapped using NetDraw, a network mapping software. The network maps in this report are the end products of the Collaboration Survey and the social network analysis process and allow us to examine the nature of interactions within the network of funded programs.

Finding Meaning in Mapping

This section presents some basic information about how to interpret the maps presented in this report. Key map features to consider are *connection*, *density* and *closeness*, as described below.

Connection. Each point on the map represents a program. The lines between two points represent direct *connections*, which are

Levels of Collaboration Scale

- 0. No Interaction**
- 1. Networking:** aware of organization; loosely defined roles; little communication; all decisions are made independently.
- 2. Coordination:** share information; some defined roles; frequent communication; some shared decision making.
- 3. Collaboration:** share ideas and resources; frequent communication is characterized by mutual trust; decision making is done jointly.

Who participated in the Collaboration Survey?

32 programs

- 16 CSS programs
- 17 PEI programs
- 2 CSS/PEI programs

62 respondents

- 49 Management-level Staff
- 13 Line Staff

¹Developed by Frey BB, Lohmeier JH, Lee SW, Tollefson N, and Johanning ML. (2004). Measuring change in collaboration among school safety partners. Retrieved August 12, 2008 from web.ku.edu/~spear/Documents/Measuring_Change_in_Collaboration_Among_School_Safety_Partners.pdf.

² It is important to note that Collaboration Survey results represent a peer assessment of the Sonoma MHSA bounded network in which all MHSA programs and agencies were provided with the opportunity to rate their interactions with each other. It is also worth noting that while survey respondents were provided with the definitions of each level of collaboration, there may be some differences in interpretation across respondents.

³ To the extent possible, the same survey respondents from each program will be asked to complete the survey for subsequent years of the evaluation.

based on how programs are rated on the Levels of Collaboration scale. If at least one of the two programs indicates that there is some level of interaction between the programs then a line is drawn between the two points. There are two key features of a line that distinguishes the type of connection between two programs. The *arrow* at the end of the line shows the direction of the interaction, with the arrow pointing from the program making the rating to the program being rated. The *darkness* of the line shows if there is mutual agreement in how each program rated their level of interaction with the other. When two programs rate their interaction at the same exact level, their direct connection will be represented by a darker line.

Density. When looking at a network in its entirety, an important quality is the degree to which all members in the network are connected. *Density* describes the entire network and is defined as the proportion of the number of reported interactions to the total number of possible interactions in a network.

Closeness. Network maps illustrate not only the direct connections between program, but also indirect connections. In a way, this is akin to the “six degrees of separation” phenomenon, wherein people are connected to each other by knowing someone in common. *Closeness* scores result from the statistical analysis of direct and indirect connections and are reflected in the placement of programs on the maps. These scores reflect the ease with which programs can access other programs in the network. Programs with smaller closeness scores have the shortest paths of connections to other programs and are often strategically positioned in the core of the network. These programs have high visibility within the network and may be better positioned to receive or disseminate information and mobilize resources. Conversely, programs with larger closeness scores may not be positioned to readily exchange information or coordinate services.

Interpreting the Maps

The maps illustrate relationships among Sonoma County BHD MHSA-funded programs. Relationships among funded programs are presented for three different networks – (1) the entire network of both CSS and PEI programs, (2) CSS programs only and (3) PEI programs only. For each network, maps were generated to show relationships at two different levels of interaction – (1) all levels of interaction and (2) higher level interactions that include coordination or collaboration among programs. To preserve the confidentiality of CSS and PEI programs, names are not identified on the maps. Although program names are withheld in this report, a separate set of network maps will be made available to MHSA-funded programs and BHD that contain program names. This set of maps will help MHSA-funded programs and BHD identify (1) the nature of relationships between specific programs and (2) clusters of programs (e.g., by region or imitative) that would benefit from creating and deepening relationships among each other.

When viewing the maps, it is important to consider

A Word of Caution

It is important to emphasize that the end goal is **NOT** to have all programs interacting at the level of collaboration.

Many factors can contribute to the number and intensity of interactions between programs. For example, the longer an agency has been in existence, the more time it has had to establish connection with other providers in Sonoma County.

The Collaboration Survey and social network analysis is just **one way to measure** systems transformation. Interactions among service providers can play a pivotal role in enhancing services and leveraging resources to meet the needs of clients, consumers and families.

that many factors can shape the nature of interactions among programs. For instance, programs may have pre-existing relationships, complementary program objectives, serve similar target populations, and have longer tenure in the region, all of which can impact the type and intensity of their interactions. It is also important to emphasize that the end goal is not to have all programs interacting at the level of collaboration. For example, it would be more natural and appropriate for programs with similar clientele and goals to collaborate, while it may not be necessary for programs serving different populations or regions to interact as closely.

Reading the Maps

Shapes:

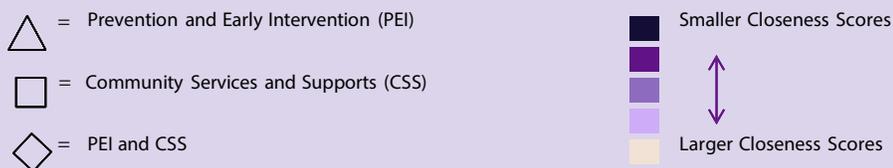
- Squares represent Community Services and Supports (CSS) programs
- Triangles represent Prevention and Early Intervention (PEI) programs
- Diamonds represent both PEI and CSS programs

Lines represent direct connections between two programs. Darker lines represent reciprocal relationships, where both programs reported having the same level of interaction on the Levels of Collaboration Scale.

Arrows show the direction of an interaction. Arrows point from the responding program to the program with which they report an interaction.

Colors represent the “closeness” of each agency. Agencies with smaller closeness scores are shaded in darker purple. These programs have the shortest paths of connection to other programs and are often strategically placed closer to the center of the network. Programs with larger closeness scores are shaded in lighter purple and tend to be positioned at the peripheries of the network.

Map Legend:



Mapping the Network

In this section, maps are presented for (1) the complete network of CSS and PEI programs, (2) the network of CSS programs only and (3) the network of PEI programs only. The first set of maps for each network show relationships at all levels of interaction, meaning that they include networking-, coordination-, and collaboration-level interactions. The second set of maps focus in on higher-level interactions between programs. These maps show how the placement of programs shifts in the network when interactions are isolated to only show coordination- and collaboration-level interactions.

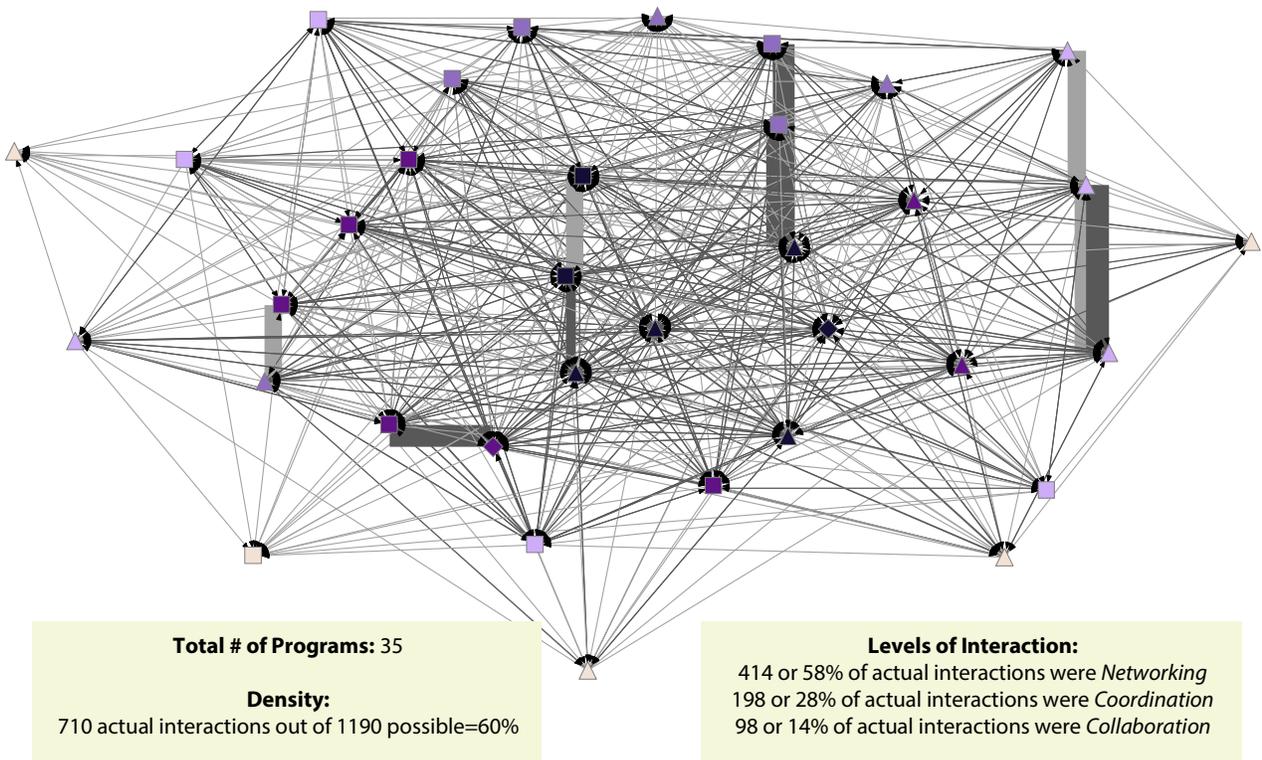
Summary of Network Interactions

Network	Level of Interaction	Number of Interactions	Percent of Total	Percent of Actual Interaction
Complete Network CSS & PEI Programs # of Programs = 35 Possible Interactions = 306	Networking	414	35%	58%
	Coordination	198	17%	28%
	Collaboration	98	8%	14%
	Total	710	60%	100%
CSS Programs Only # of Programs = 18 Possible Interactions = 206	Networking	111	36%	51%
	Coordination	71	23%	33%
	Collaboration	36	12%	17%
	Total	218	71%	100%
PEI Programs Only # of Programs = 19 Possible Interactions = 242	Networking	114	33%	53%
	Coordination	64	19%	30%
	Collaboration	37	11%	17%
	Total	215	63%	100%

Complete Network – PEI and CSS Programs

All Levels of Interaction

Map 1. PEI and CSS Programs: All Levels of Interactions



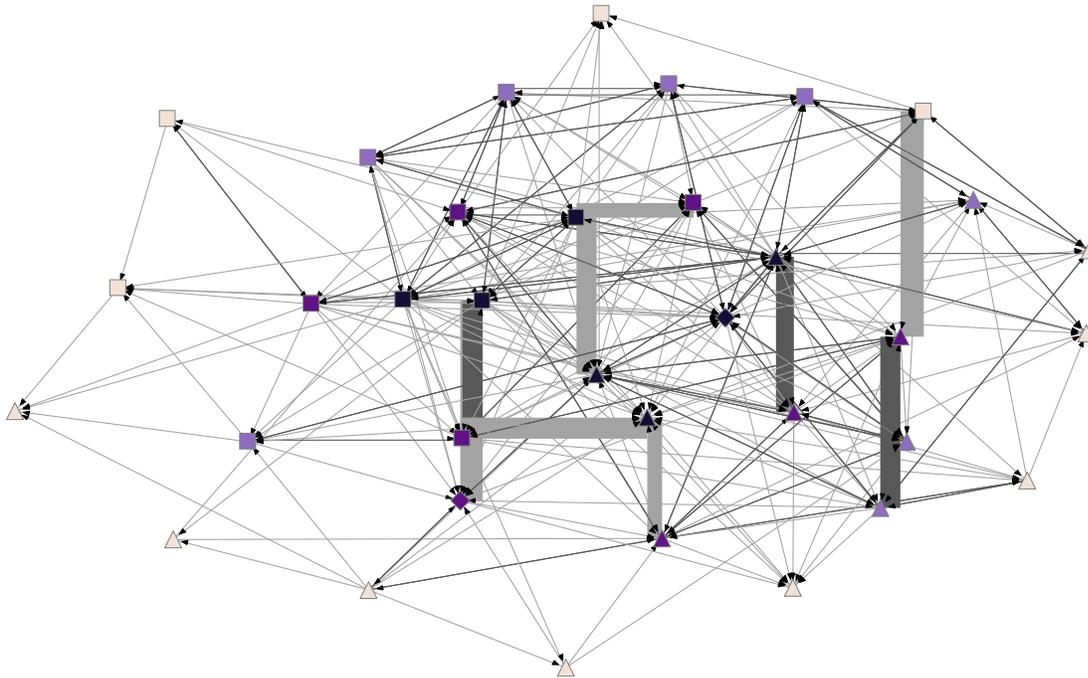
Map 1 displays the complete network of 35 MHSА-funded programs. Within this network, there were 710 actual interactions taking place, accounting for 60 percent of the 1,190 total possible interactions. A majority (58 percent) of the actual interactions were at the networking level, indicating that most programs were loosely tied together with little communication and no joint decision-making taking place. A smaller portion of actual interactions were at the coordination (28 percent) and collaboration (14 percent) levels.

At the core of the network are seven programs (4 PEI, 2 CSS, and 1 both) that have the most direct connections with other programs and the lowest closeness scores. These programs are directly connected with more than 90 percent of the programs in the bounded network. Their low closeness scores result from their pattern of direct and indirect connections, which allow them to access other programs in the network more quickly than others in the network. These programs have high visibility within the network and are well positioned to monitor and managing the flow of information.

At the periphery of the network are five programs (4 PEI and 1 CSS) that have the fewest number of direct connections with other programs and the highest closeness scores. These programs are directly connected with 50 percent or less of the programs in the bounded network. Given their pattern of direct and indirect connections, these agencies are less accessible in the network of service providers and may not be able to readily exchange information or coordinate services. Information or resources may well have to travel through multiple channels before reaching them or its final destination.

Higher Level Interactions: Coordination + Collaboration

Map 2. PEI and CSS Programs: Coordination + Collaboration



Total # of Programs: 35

Interactions

Number of total actual interactions in network: 710
Number of interactions at *Coordination* or *Collaboration* levels: 296
Percent of interactions at *Coordination* or *Collaboration* levels: 42%

Map 2 displays the complete network of 35 MHSA-funded programs that reported interacting with other programs at the coordination or collaboration level. The higher-level interactions taking place between these programs often include frequent communication, the sharing of information and shared decision-making. Given that only 42 percent of actual interactions in the complete network are at the coordination or collaboration level, the network shown in Map 2 appears less dense than Map 1.

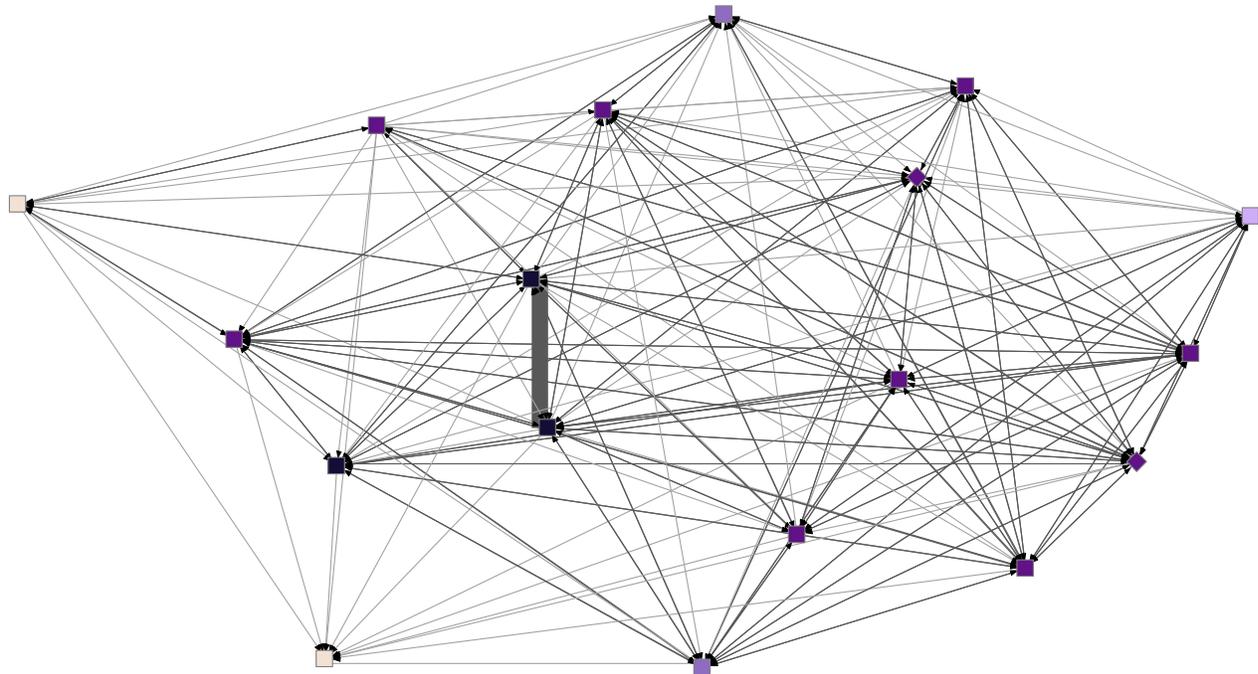
At the core of this network are seven programs (3 PEI, 3 CSS, and 1 both) that have the most direct connections with other programs and the lowest closeness scores. These programs coordinate or collaborate with more than 50 percent of the programs in the bounded network. It is also important to note that four of the seven programs at the core of this network are different than the programs at the core of the complete network showing all levels of interaction (Map 1). By limiting the network to show only higher-level interactions, we see that different programs are at the core of the network.

At the periphery of the network are five programs (3 PEI and 2 CSS) that have the fewest number of direct connections with other programs and the highest closeness scores. These programs coordinate or collaborate with less than 20 percent of the programs in the bounded network. Much like the shifts in the core of the network, there are also small shifts at the periphery of the network. One of the five programs at the periphery of the network is different than the programs at the periphery of the complete network showing all levels of interaction.

CSS Programs

All Levels of Interaction

Map 3. CSS Programs: All Levels of Interaction



Total # of Programs: 18

Density:

218 actual interactions out of 306 possible = 71%

Levels of Interaction:

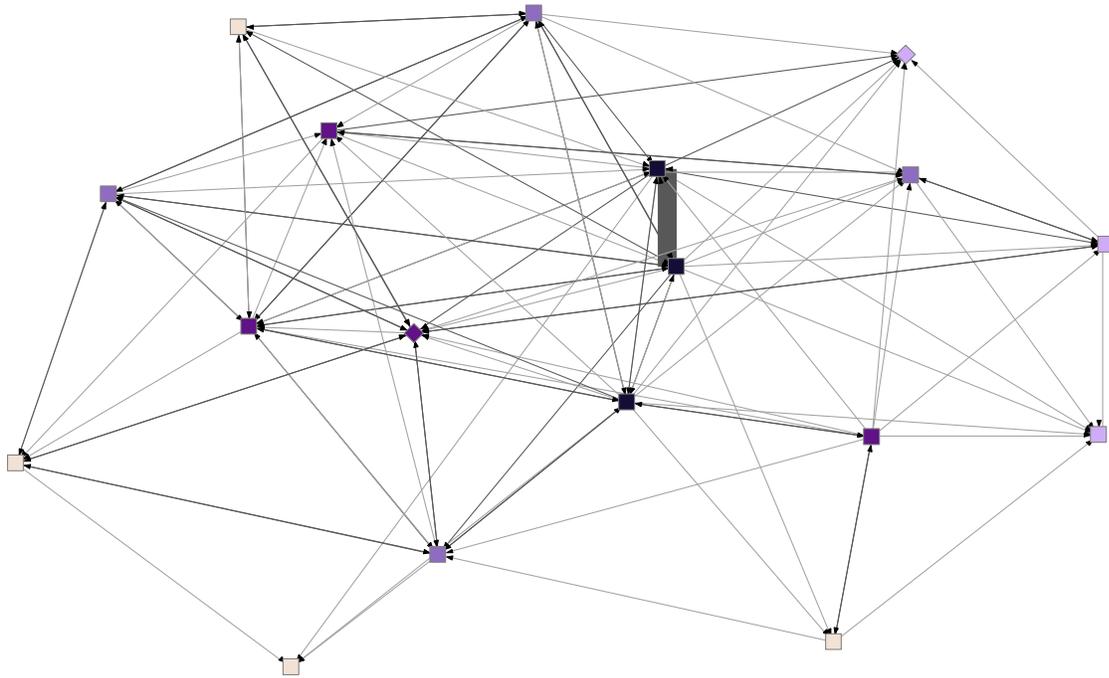
111 or 51% of actual interactions were *Networking*
71 or 33% of actual interactions were *Coordination*
36 or 17% of actual interactions were *Collaboration*

Map 3 displays the network of 18 CSS programs. Within this network, there were 218 actual interactions taking place, accounting for 71 percent of the 306 total possible interactions. When analyzed alone, the network of CSS programs is denser than the complete network of all programs by a margin of just over 10 percentage points. (Programs in the complete network reported 61 percent of all possible connections compared to the 71 percent reported by CSS programs only.) This difference suggests that there may be greater interaction among programs with similar missions. A majority (51 percent) of actual interactions in the CSS network were at the networking level, with smaller shares at the coordination (33 percent) and collaboration (17 percent) levels.

Overall, programs in the CSS network are well connected with each other, which is evidenced by the sheer number of direct connections among programs and the small variation found in closeness scores. Thirteen of the 18 programs in the network have direct ties with 90 percent or more of the programs in this network and have similar closeness scores. At the core of this well-connected CSS network are three programs that have the most direct connections with other programs and the lowest closeness scores. These three programs are directly connected to all other programs in the CSS network. Only two agencies fall somewhat on the peripheries of the network. These programs have fewer direct ties with other programs and larger closeness scores, which indicates that they are less accessible in the network.

Higher Level Interactions: Coordination + Collaboration

Map 4. CSS Programs: Coordination + Collaboration



Total # of Programs: 18

Interactions

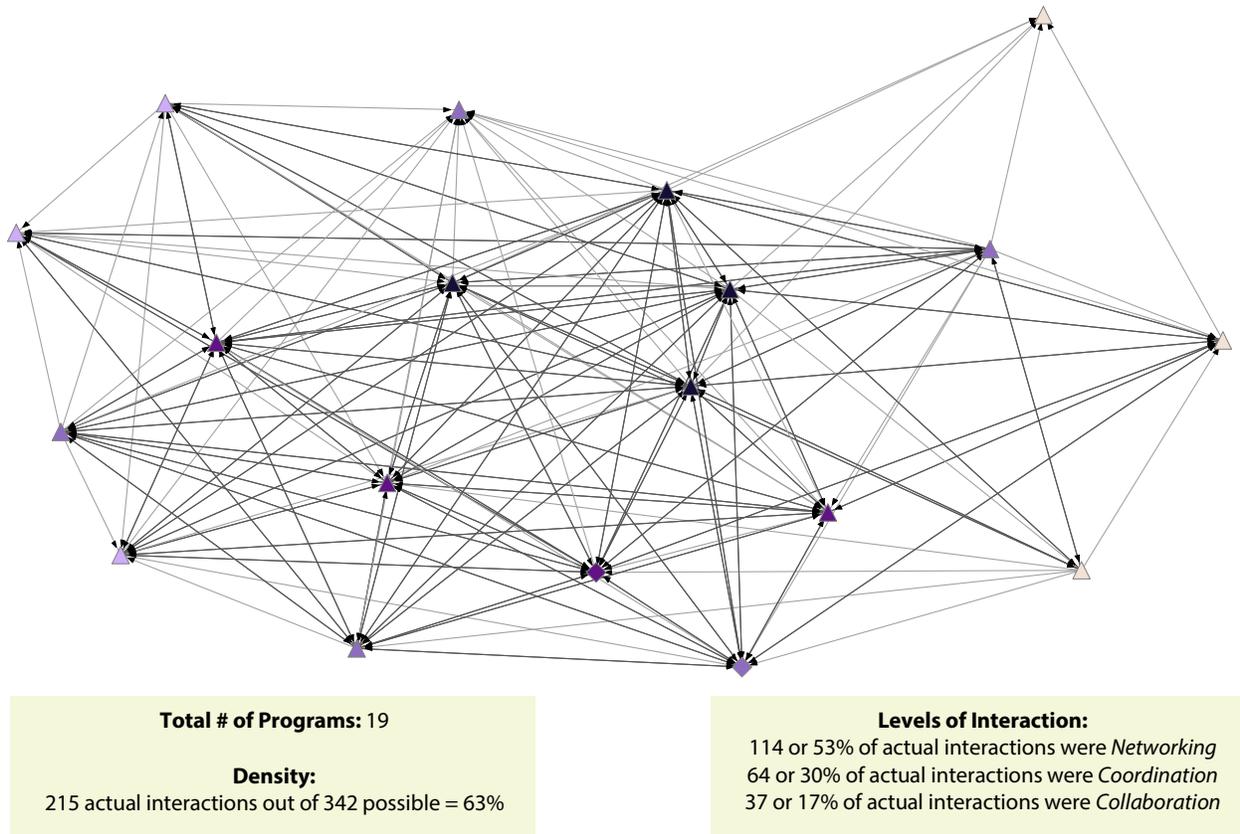
Number of total actual interactions in network: 218
Number of interactions at *Coordination* or *Collaboration* levels: 107
Percent of interactions at *Coordination* or *Collaboration* levels: 49%

Map 4 displays the network of 18 CSS programs that reported interacting with other programs at the coordination or collaboration level. Nearly half of all actual interactions in the CSS network are at this level. At the core of this network are three programs that have the most direct connections with other programs and the lowest closeness scores. These three programs coordinate or collaborate with more than 80 percent of the programs in the CSS network. At the periphery of the network are four programs that have the fewest number of direct connections with other programs and the highest closeness scores. These programs coordinate or collaborate with fewer than two-thirds of the programs in the network. Again, by limiting the network to show only higher-level interactions, we see small shifts in the placement of programs in the network.

PEI Programs

All Levels of Interaction

Map 5. PEI Programs: All Levels of Interaction

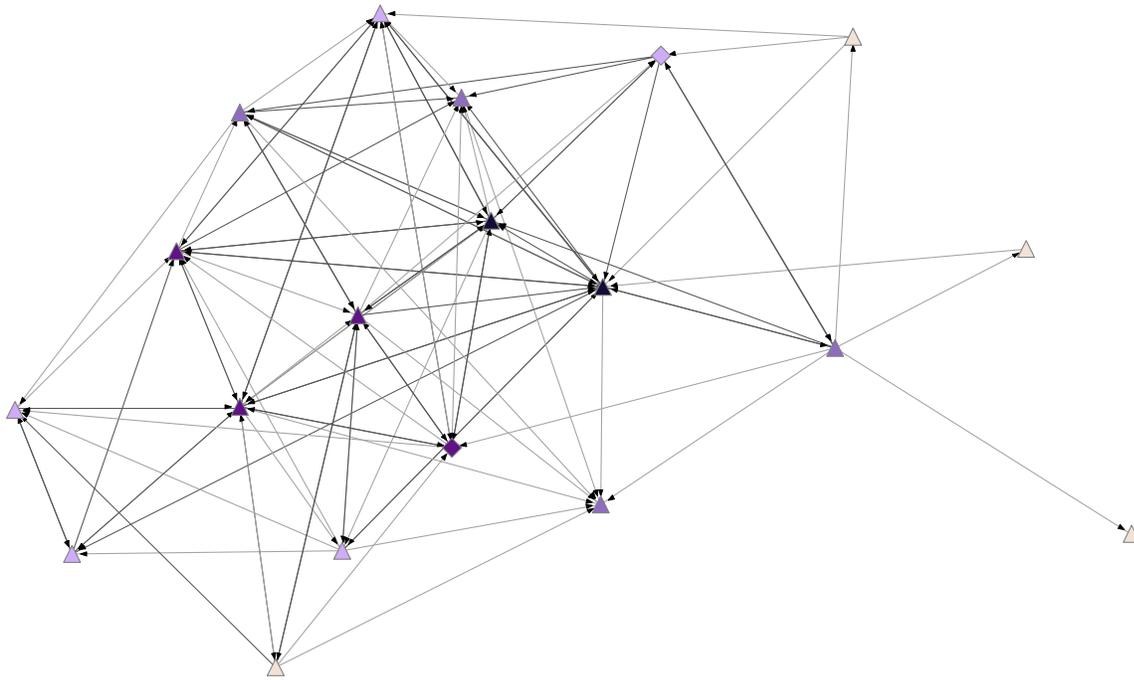


Map 5 displays the network of 19 PEI programs. Within this network, there were 215 actual interactions taking place, accounting for 63 percent of the 342 total possible interactions. The network of PEI programs is less dense than the network of CSS programs by a margin of 8 percentage points. (Programs in the CSS network reported 71 percent of all possible connections compared to the 63 percent reported by PEI programs.) Once again, a majority (53 percent) of actual interactions were at the networking level, with smaller shares at the coordination (30 percent) and collaboration (17 percent) levels.

Unlike the CSS network, there is greater variability in both the number of direct connections among programs and the closeness scores in the PEI network. At the core of this network are three programs that have direct connections with every program in the network and have the lowest closeness scores. Again, these programs have high visibility within the network and are well-positioned to share information and coordinate services. At the periphery of the network are three programs that have the fewest number of direct connections with other programs and the highest closeness scores. These programs are directly connected with fewer than 60 percent of the programs in the PEI network. Given their pattern of direct and indirect connections, these programs are less accessible in the network of service providers and may have difficulty accessing information or resources.

Higher Level Interactions: Coordination + Collaboration

Map 6. PEI Programs: Coordination + Collaboration



Total # of Programs: 19

Interactions

Number of total actual interactions in network: 215
Number of interactions at *Coordination* or *Collaboration* levels: 101
Percent of interactions at *Coordination* or *Collaboration* levels: 47%

Map 6 displays the network of 19 PEI programs that reported interacting with other programs at the coordination or collaboration level. Forty-seven percent of all actual interactions in the PEI network are at this level. At the core of this network are two programs that have the most direct connections with other programs and the lowest closeness scores. These programs coordinate or collaborate with more than 60 percent of the programs in the CSS network. At the periphery of the network are four programs that have the fewest number of direct connections with other programs and the highest closeness scores. These programs coordinate or collaborate with fewer than 30 percent of the programs in the network. Again, by limiting the network to show only higher-level interactions, we see small shifts in the placement of programs in the network.

Summary of Findings and Recommendations

Summary of Network Analysis Findings: Year 1

In the complete network of CSS and PEI programs, there were a total of 710 reported connections, accounting for 60 percent of the total possible interactions that can take place in the network.

A majority of the interactions taking place in all three networks (complete network of CSS and PEI programs, CSS programs only, and PEI programs only) are at the networking level, indicating that most programs that are connected are loosely tied together with little communication and no joint decision-making taking place.

The network of CSS programs was denser than the network of PEI programs. Of the total possible interactions that can take place in each network, CSS programs reported 71 percent compared to the 63 percent reported by PEI programs. It is, however, important to note that a similar share of interactions in both networks is at the networking level; just over half of reported interactions by both networks are at the networking level.

In each network, there are a small number of “key players” who have direct connections to all or nearly all other programs in the network. Their closeness scores, which reflect the pattern of their direct and indirect connections, indicate that these programs are well-positioned in the network to receive or disseminate information and mobilize resources. Conversely, there are also a small number of programs at the periphery of the network with fewer direct connections and higher closeness score. These programs are less accessible in the network and may not be well-positioned to readily exchange information.

There were often discrepancies in how programs rated their level of interaction with other programs. On average, programs mutually agreed on the “Level of Collaboration” score 47 percent of the time. These discrepancies can be attributed to a number of factors, such as defining the “Level of Collaboration” scores differently or having different interpretations of actual interactions.

When networks are limited to show only higher-level interactions (coordination and collaboration), we see shifts in the programs that appear at the core and at the periphery of the network.

Evaluation findings suggest BHD and MHSA-funded programs may benefit from a formalized networking strategy. Possible recommendations to inform the creation of that strategy include:

Use the Year 1 Sonoma MHSA Collaboration Survey data as a developmental tool to help BHD staff and CSS and PEI community contractors:

- Understand the MHSA bounded network.
- Identify points where connections *should be made* and relationships *should be deepened* (e.g., programs with similar missions, target populations).
- Clarify relationships between agencies.
- Identify opportunities where increased collaboration would help strengthen the mental health service system.

Convene CSS and PEI programs to engage in a deliberative process aimed at identifying conditions that would support building collaborative relationships. Sonoma BHD and CSS and PEI community contractors may benefit from coming together to discuss the following issues:

- Exploring what BHD staff and community contractors need in order to engage in more collaborative activities, such co-sponsoring of events, establishing memorandums of understanding, or sharing resources.

- Providing formal and informal opportunities designed specifically for networking.
- Organizing CSS and PEI contractors according to initiative (e.g., reducing disparities) and/or region (e.g., Sonoma Valley) in a dialogue to develop a plan to strengthen collaborative interactions.
- Identifying what roles the “key players” can play to support and strengthening the Sonoma County MHSA network.

Appendix A

List of Collaboration Survey Respondents

Agency Name	Number of Respondents
1. Action Network	3
2. Alliance Medical Center	1
3. Alexander Valley Regional Medical Center	0
4. Blackwell Homes, Inc.	2
5. Buckelew Programs	2
6. Community Action Partnership of Sonoma County	2
7. Common Bond Nueva Vida	2
8. Community Baptist Church	3
9. Community Intervention Program	1
10. Committee on Shelterless	0
11. California Parenting Institute	4
12. Drug Abuse Alternatives Center	1
13. Early Learning Institute	3
14. Forensic Assertive Community Treatment Team	1
15. Family Advocacy Stabilization Support	1
16. Goodwill Industries of the Redwood Empire	3
17. HSD Older Adult Collaborative	1
18. HSD – Joblink	1
19. Integrated Recovery Team	2
20. Jewish Children & Family Services	2
21. NAMI	2
22. Older Adult Integrated Services	2
23. Positive Images	1
24. Petaluma People Services Center	2
25. Social Advocates for Youth	2
26. Southwest Community Health Center	0
27. Sonoma County Indian Health Project	1
28. Sonoma County Office of Education	2
29. Sunny Hills	2
30. Santa Rosa Community Health Center	2
31. Santa Rosa Junior College	2
32. Transition Age Youth (TAY) Intensive Services	2
33. West County Community Services	3
34. West County Community Services - Latino Service	1
35. West County Health Centers	3
Total	62