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Collaboration in Child Protection Services

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Collaboration in Child Protection Services

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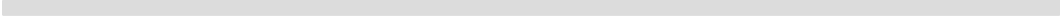
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Chapter 1

Introduction



1

Introduction <<

The child welfare service delivery mechanism in Korea has been developed focusing mainly on children needing care. This delivery system is not centered on those who need it, but concentrated on institutions or facilities. The dominant view is that such delivery mechanism varies by each child welfare service and these services are not delivered in an integrated manner owing to lack of network for such services. In detail, existing researches indicate that the problems with domestic child welfare service delivery mechanism are the absence of the central pillar for various child welfare services (Jeong Ik-Joong, 2009); lack of public nature of child protection (Lee Hyun-Joo and Jeong Ik-Joong, 2013); individual and fragmented network (Lee Tae-Soo et al., 2008); and insufficient cooperation system (Lee Bong-Ju, 2005; National Youth Policy Institute, 2011). Collaboration among those within social welfare delivery system is structurally weak, and the central and local governments are supporting children needing protection in a piecemeal fashion. Child protection agencies are also providing protection independently, so some say that this situation entails many limitations for a valid welfare service, which could help the sound growth and development of such children (Shin,

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Min-Jeong, 2004). This dearth of collaboration in child protection is noticeable in every process ranging from connection with a child requiring protection and at the place where protection takes place to its follow-up (Shin, Min-Jeong, 2004; Lee Bong-Ju, 2005). Against this backdrop, what is called for at this juncture is searching for a collaborated child protection service mechanism, building and expanding public and private collaborative system, and establishing a connected protective mechanism among child protection-related service providers in a way that it puts children first in their protection services.

The objective of this research is to analyze the status and issues in today's fragmented child protection mechanism in Korea, and then offer a positive ground for building a systematic and continuous child protection system. There have not been many studies on the connection of child protection system until now and existing researches are somewhat weak in terms of providing a positive ground though they are serving as valuable data presenting ways to improve public child welfare delivery mechanism. Therefore, this study has focused on the blind spot and potential groups demanding community welfare, among various protection types, meaning a protective mechanism of the local community targeting those who are highly likely be in danger if there is no intervention. Also by tapping the wisdom of service providers highly experienced in such collaboration at site, this exercise has explored the difficulties

in connecting community-based services and concrete service improvement plans designed to promote this connectivity. Expectation is that this research will positively examine systematically-collaborated services of child protection mechanism in the local community, helping lay the framework for optimal service for children.





Chapter 2

Theoretical Background

1. Concepts of Child Protection Mechanism and Service Collaboration
2. Necessity and Typical Diversity of Service Collaboration
3. Recent Researches on Collaboration of Services in Child Protection Mechanism



2

Theoretical Background ‹‹

1. Concepts of Child Protection Mechanism and Service Collaboration

Child protection mechanism is a delivery system needed for protecting and aiding a child in need of protection. Here a child in need of protection is someone requiring social protection and care because of family issues including poverty, abuse (especially neglect), family dissolution, and inadequate child-rearing environment to name a few. Children exposed to crisis in development demand the arrangement of legal, institutional and policy conditions for their protection and protective atmosphere, which is built on systematic collaborations between these conditions. Child protection system is a series of mechanism to give professional and systematic services required for child protection.

It is a well known fact that the problems faced by children and family in our modern society have become very complex and diverse. Social issues have become varied and desires of social members have become diverse too. Also expectation for the efficiency and effectiveness of social welfare administration has risen. So in many cases wide-ranging and diverse child wel-

fare services have to be granted to children subject to these services and the challenge is practically breaking down the barriers lying in any way between institutions or between disciplines (for instance, health and welfare) in child-related services and creating a system allowing collaboration and collaboration among them.

According to the manual (2009) of the Ministry of Health and Welfare, the concept of collaboration is defined as "relationship, status or collaboration system between various elements of society or between people, and further, a mutually-dependent and systematic network combining physical and personal resources of the local community (Ministry of Health and Welfare, 2009)." It shows that this concept of collaboration is understood as being very comprehensive. In this broad sense of the word, collaboration has been used in social welfare sphere mixed with concepts like 'collaborative mechanism' (Ministry of Health and Welfare, 2011), 'integration' (Horwath & Morrison, 2007; Waldfogel, 1997), 'network' (Lee Tae-Soo et al., 2008), 'partnership' (Bayle, 1989), and 'collaboration network or connection network' (Lee Hye-Won, 2002). Each concept has a slightly different emphasis but these concepts are alike in that they are all systematic efforts to address fragmentation of services and mismatches between child or family's demand and professional aids. In this undertaking, collaboration means "different organizations regularly working to-

gether to achieve a common goal" as defined by Lee Hye-Won (2002), and it can be broken down into different stages depending on development phase - the stage of exchanging information on an individual organizational level; the stage of contacts; the stage of regular alliance between organizations; and the stage of integration by establishing sustained connectivity within the community" (Lee Hye-Won, 2002: 193). This study has adopted this wide-sense of meaning and aims to look at various endeavors, types, and processes of collaboration as a higher-level concept of communication, cooperation, coalition, and integration.

2. Necessity and Typical Diversity of Service Collaboration

Necessities of child-related service collaboration can be broadly divided into three categories - availability, efficiency, and effectiveness of services. They fully explain why child-related services should be related to one another.

First, service availability takes up the most essential component of the debate on the need for service collaboration. The basic assumption of service collaboration is that the problems a child and a family encounter are fundamentally complex and various desires generated from them are hard to be resolved with categorized and individual services. Regarding the issue of

availability, a child and a family often cannot adequately address their own problems unless they themselves shop around various institutions. This is because it is impossible for them to find an institution that can solve their diverse problems and specialists are only interested in their own area of speciality in many instances under categorized and specialized service environment.

However, this is very difficult for any family and it could be almost impossible for a child and a family in most desperate need of the service (Waldfoegel, 1997). So, what is necessary is establishing a mechanism that best combines services if we are to increase the availability of services to any child or family in demand of at least one service.

Second is efficiency. Efficiency in the context of service collaboration is closely associated with service availability. Mismatches between the child and the family needing the service and the service an institution can afford to deliver means inefficiency of service delivery and resource usage. For example, suppose that an institution can only provide parental education instead of alcoholic treatment to a family where alcoholism has continuously led to child abuse. Then, it just results in waste of resources without addressing the root cause that puts the child at risk. If the service given is more expensive than the one that is needed, then it is a very serious waste of resources (Waldfoegel, 1997). What this tells us is that, service

efficiency is much higher when services are consolidated than when they are fragmented. Such availability-efficiency rationale has acted as the major theoretical ground for service integration since the 1970s when discourses on service integration gained momentum (Kagan & Neville, 1993).

Third is effectiveness. The quality of service is something that has been relatively neglected in availability-effective rationale. Still effectiveness is an ultimate, basic question in service collaboration discussions. It is relevant to the matter of how much actual quality of service delivery experienced by individual child and family has improved as a consequence of child-related service restructuring and ultimately how much positive changes have been derived in these individual child and family life. Effectiveness is becoming more important these days with a rising awareness on the accountability for service outcomes. This means that service effectiveness can go up only under conditions where a child-related service collaboration mechanism is properly established. The chance is high that the outcome intended from the service for individual child and family life is more positive if services are correlated.

Under categorized and specialized service circumstances, service options available for individual child and family could sometimes be broadened. Yet on the flip side, it is really challenging for most children and families to find the service they need and create a portfolio of services by themselves. This task

is virtually impossible given complicated service qualifications, dearth of information and travel distance involved. Lee Hye-Won (2002) summarized the reason why child-related service connection is required "because child-related service collaboration can make sharing of experiences, ideas, and other resources between relevant organizations possible and it can thereby maximize service delivery capabilities of entire organizations in a given community, raise service availability for clients, and minimize duplication, conflict, dispute, and animosity between relevant organizational services. In other words, its goal is more effectively meeting complex needs of clients by maximizing the use of resources." Seen from the perspective of service availability, efficiency, and effectiveness, service collaboration is a must for service reform.

Actual collaboration varies when diverse child-related services are implemented in the local community and many scholars explain these different kinds using a framework called phased process. A case in point is Agranoff (1977) who grouped the many trends that are generated before debate and action takes place over service integration into the following five categories: First is that categorized program is extended. Next is that changes are witnessed in the public role that has overseen this program. Thirdly, the issue of fragmentation, disconnection, low availability, and non-accountability emerges over conventional categorized-type of service. Fourth, goal at-

tainment rate goes down. Finally, public officials show desire to combine categorized programs into a new and somewhat consistent policy framework (Agranoff, 1977; Kagan & Neville, 1993, recited p.85-86).

Although Agranoff's notion gives useful information for understanding the process of service connectivity, more general discourse over child-related service collaboration process can be found in Ragan and Nathan (2002), Lee Tae-Soo, et al. (2008) who is based on the former two scholars' findings or Horwath and Morrison (2007). These arguments are extremely similar among each other, and Horwath and Morrison (2007) explains the process of collaboration by adopting concepts like communication, collaboration, cooperation, coalition, and integration.

According to Horwath and Morrison (2007), communication is the lowest level or the starting point of cooperation. At this point, two independent institutions share information and common interests and form meaningful ties but one institution's programs are operated independently from the other institution's programs. Collaboration denotes the phase in which low-level of cooperation happens case by case. Typically general information between institutions are shared and informal support is provided to manage common cases at this step. Each institution uses counterpart institution's programs and resources but this type of cooperation is not in-

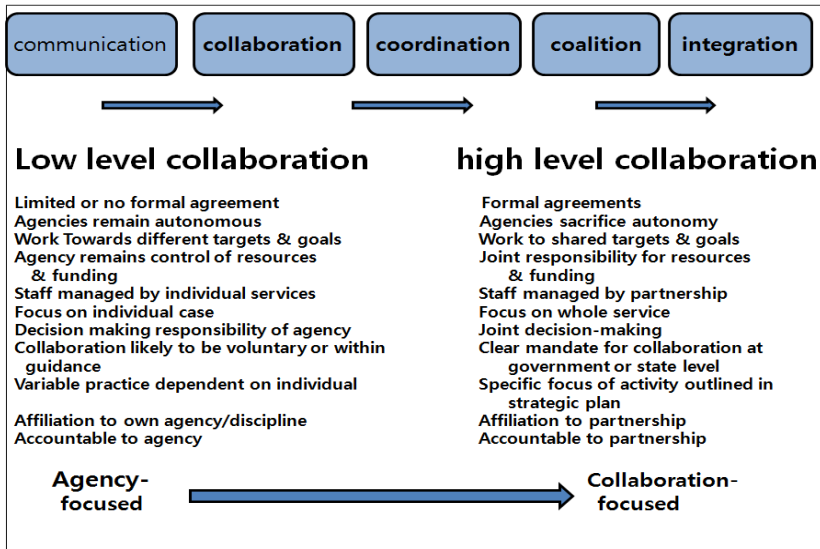
stitutionalized yet.

During coordination phase, much formalized collaboration occurs but no sanction is possible on non-compliance. Institutions jointly plan programs or activities and run joint projects. So, a basic framework for integration takes shape at this juncture. Coalition is the phase of forging a common mechanism based on the sacrifice of individual institutional-level autonomy. Programs are merged under a common goal or employees and budgets are jointly adjusted in the policy decision-making process during this period. Finally, integration is a step where institutions consolidate and form a new common identity. By this phase, almost all, except for some part, of each institution's autonomy is gone and institutions are left with common policies and missions (Lee Tae-Soo et al., 2008).

Horwath and Morrison (2007) insisted that connection can be understood in such diverse forms. They also claimed that informal and local cooperation and formal and cross-institutional cooperation can be seen on a single dimension. Detailed explanation on this argument is summarized in Figure 1. As is illustrated in Figure 1, the more strengthened cooperation is, the less autonomy enjoyed by each institution and this tendency is consistently evidenced across the goal, budget, resource management, and decision-making of an institution. Initially cooperation begins autonomously, but it tends to become more and more formalized. In the end, autonomy and identity on an in-

dividual institutional level is consolidated under a common goal.

[Figure 1] Characteristics of Collaboration and Coalition



Source: J. Horwath & T. Morrison (2007) Recited p.57

3. Recent Researches on Collaboration of Services in Child Protection Mechanism

Researches on collaboration of child-related services has continued since the 1990s until now, and the focus of these studies is finding the determinant factor of such collaboration in various areas of child-related services. Lee Hye-Won (2000; 2002) has studied the collaboration of network existing across

organizations that help poorly-fed children, and in detail she analyzed the process and the structure of local-level service network while identifying the determinant of service connection (the number of collaborated organizations and degree centrality of service collaboration network). It was revealed from her research that there are more organizations connecting services if organizations involved are private ones rather than government ones, the person in charge of such services is granted with more autonomy, more visits to the children's households have been made in latest one-year period, and if there is a licensed social worker assigned.

Kim Kyo-Jeong and Kim Yong-Joon (2004) have investigated service collaboration level concentrating on child abuse prevention center and have examined individual and organizational elements determining such connection. Their study has shown that the extent of collaboration child abuse prevention centers have with administrative agencies is high but such collaboration is low with treatment institutions. The awareness and necessity of this collaboration is high among workers, but employee education for manager or workers necessary for actual collaboration remains at low levels. In terms of determining factors, it turned out that organizational factors are relatively more influential than individual ones. Similarly, Kim Hyun-Joo and Lee Jong-Hwa (2008) have looked at the status of service collaboration for child protection institutions and determinants

of this collaboration and have indicated that most child protection agency counselors are experienced in this collaboration but are not maintaining close and sustained networking. Education level, autonomy, supervision, and working hours are critical among collaboration determinants, so they proposed that we have to ensure continuity of duty, integrated education and training, and supervision system for counselors to efficiently collaborate with child protection agencies.

The focus of Kim Hyun-Joo and Hyun Ahn-Na's study (2011) is collaboration experience of community child center workers and they have surveyed the state of connection of community child center services and its determinant like in other researches. The study demonstrated that almost all community child center workers hold experience in collaboration but frequency of such collaboration and type of collaboration institutions are limited. Similar to existing studies, this research argued that determinants of collaboration is possession of 1st grade social worker license, work experience, size of an institution in question, and employee education experience

Lastly, Ahn Yun-Sook (2012) has explored the state of community collaboration of child welfare agencies entrusted with youth subject to protective disposition by conducting in-depth interviews with relevant workers. According to her study, these institutions think that securing resources through local community collaboration is important but connection with correc-

tion administration or that between community and such institutions is not so effective. Also it was revealed that geographical accessibility of institutions and local community play a critical role in this collaboration. Based on this finding, Ahn Yun-Sook (2012) has proposed ways to deliver integrated community services enabled by exploring public and private resources.

To sum up recent child service collaboration studies, there are not so many such researches and areas of collaboration are dealt with in a fragmented fashion and not in a comprehensive manner. As illustration, studies on child abuse-related agencies are most numerous with two such cases and there were one paper each for institutions helping underfed children, community child center, and facilities targeting youth under protective disposition. Most of these researches are concentrated on the state of collaboration and collaboration determinants. In addition they found that constraints exist in the kind or continuity of related institution even though workers in virtually whole disciplines think there is a strong necessity for the connection and they hold experience in collaboration services. Regarding determinants of collaboration, collaboration takes place more often when 1st grade licensed social worker, longer work hours, and relevant education training are involved. In all, conventional studies reveal that a research on the entire child protection system is desired if we are to learn about the state of

child-related service collaboration. They also show that what we need in addition to researches on collaboration determinant factors are studies relevant to implementation of collaboration and cooperation mechanism within the community. Also the ones that are required are those on changes in and effectiveness of service users witnessed after implementing collaboration system. They point out that more diverse and abundant researches should be carried out.

The questions asked for this study are as follows:

1. What is the extent of collaboration between community-based child protection service providers?
2. Are there any differences in the extent of collaboration depending on the kind of community-based service provider? Does this degree show differently in actual service processes?
3. What are the constituents that promote collaboration between service providers in the community? What influence does the elements for more collaboration have on the collaboration in service process?





Chapter 3

Methods

1. Survey Period and Target
2. Key Variables
3. Data Analysis



This research carried out both quantitative and qualitative investigations on child welfare officials and working-level personnels in child protection mechanism. The purposes are figuring out the degree of collaboration between service providers of child protection system and the collaboration status of relevant institutions, along with searching for concrete solutions for stimulating this collaboration. Because almost no study exists today on child protection mechanism collaboration, we carried out focus group interviews six times with site workers with extensive collaboration experience and child welfare officials, since considerable shifts have happened lately in child protection system-related services. A questionnaire was prepared based on this exercise and a survey was carried out on related workers nationwide in a measure to verify the findings from the focus group interviews. This study has adopted the data obtained from the above quantitative study as the main focus of analysis.

1. Survey Period and Target

Web-based online survey was held from the 21st of October

until the 8th of November 2013 on 530 child welfare officials of city, county and district offices, Dream Start Center employees, child protection agency working-level personnels and branch-type community child center working-level staff nationwide. A branch type is selected for community child center because a branch type is the one organizing personal and physical resource network for neighboring local child centers in the community (Headquarters for Community Child Center, 2014) rather than a general kind.

2. Key Variables

Items in the survey include general characteristics concerning respondents; extent of collaboration with other organizations (the stage of discovering and placing potential and at-risk children, the stage of service planning and intervention, and the stage of completion and monitoring); elements necessary for facilitating cross-institutional connection; and the existence of organization in a given community like a child deliberation committee and a child welfare association (see Table 3 and Table 10). Each item employed questions developed for this study. Covered during this survey are a question regarding the biggest difficulty in collaboration services, and a recommendation on the service that site workers believe is necessary to encourage this collaboration, which are identified from six

times of focus group interviews (How does a child requiring protection get found and come to child protection center?; Please tell us what was the biggest difficulty you faced when you tried to connect services. Give your idea on how we can facilitate and develop such collaboration; etc). The responses of workers were analyzed and questions developed by Sung Eun-Mi (2013) to study the results from the establishment of Namyangju Public-Private Welfare Cooperation Team were referenced. The details of this survey are summarized in Table 1.

〈Table 1〉 Survey Items

Category	Number of questions	Details
General matters on respondents		Sex, age, organization, position, venue of business, total working hours (based on the organization you are currently working for), child welfare-related work hours, possession of license
Degree of fluidity of collaboration with other institutions	7	Public-private cooperation, information exchanges regarding community social welfare programs, information exchanges over welfare recipients, development and collaboration of community resources, and request for delivery of welfare service and collaboration in the community, etc.
Extent of connection with relevant institutions	10	The stage of discovering and placing potential and risky children, the stage of service planning and intervention, and the stage of completion and monitoring
Drivers facilitating institution-to-institution collaboration	17	Legal ground for mandating collaboration, an official body to build and mediate collaboration network, database system, physical size of the area under jurisdiction, degree of understanding on child issue at hand,

Category	Number of questions	Details
		and sufficiency of the resources required for cooperation in the community, etc.
Child-related consultation and deliberation Body	3	Existence of this organization, degree of how active this body is, the extent of its necessity

Meanwhile three kinds of categories were used to measure the connection of child protection agencies. In order to identify collaboration, seven questions were asked regarding the degree of cooperation with institutions and the extent of the ties with ten institutions was examined by each phase of service delivery (the stage of discovering and placing potential and at-risk children, the stage of service planning and intervention, and the stage of completion and monitoring). Finally 17 questions were included to review the elements prompting connection between agencies. These questions encompass what were found out from the qualitative research.

3. Data Analysis

Frequency analysis and analysis of variance were carried out to understand the degree of collaboration among service providers and the state of collaboration with associated institutions in child protection system. As for the factors promoting connection, principal component analysis was applied to 17 elements to screen out main components and a model was

constructed and subjected with regression analysis. Independent analysis was conducted on each of the three factors identified (a model on the extent collaboration system is established, a model on sufficiency of collaboration resources, and a model on the adequacy of worker's working conditions).





Chapter 4

Findings

1. General Characteristics of Respondents
2. Degree of Cross–Agency Collaboration by Fields
3. Degree of Mutual Collaboration among Four Major Agencies of Child Care Services
4. Degree of Collaboration between Institution and Relevant Institution in the Community
5. Degree of the Establishment of the Footing for Facilitating Collaboration
6. Ground Facilitating Collaboration’s Impact on Collaboration



4

Findings <<

1. General Characteristics of Respondents

A total of 530 respondents have participated in this survey and 20.8% and 79.2% of them are respectively male and female. By age group, 33.6% are in their 40s, 32.2% are in their 30s, 20.6% are in their 20s and 9.6% are in their 50s. By organization, 132 work at city, county and district offices, 173 at child protection institutions, 51 at Dream Start Center, and 174 at community child center. By position, majority of respondents are in rank-and-file level (80.8%) and the rest (19.2%) are in managerial level. Their venues of business are evenly distributed covering large cities, small and medium sized cities and agricultural and fishing villages. Speaking of child welfare-related working experience of respondents, 48.5% (the largest portion) of them have 1~5 years of such experience, 31.5% have 5 years or more years of experience and 20% hold less than 1 year of the experience.

〈Table 2〉 General Characteristics of Respondents

Category	N	%
Total	530	100.0
Sex		
Male	110	20.8
Female	420	79.2
Age		
20s	109	20.6
30s	192	32.2
40s	178	33.6
50s or older	51	9.6
Organization		
Municipality	132	24.9
Child protection agency	173	32.6
Dream Start Center	51	9.6
Community child center	174	32.8
Position		
Managerial level	102	19.2
Rank-and-file level	428	80.8
Venue of Work (Area)		
Large city	176	33.2
Small- and mid-sized city	178	33.6
Farming or fishing village	176	33.2
Child welfare-related work experience		
Less than 1 year	106	20.0
1~5 years	257	48.5
5 years or more	167	31.5

2. Degree of Cross-Agency Collaboration by Fields

Extent of collaboration with other institutions are examined using 7 items concerning matters like information exchange, joint management of targets and service recipients, and joint community resource development. Overall average is slightly above 3 out of 5 points, showing a moderate level. The item with the highest collaboration level is public-private cooperation, scoring 3.35

points, followed by request for the provision and collaboration of welfare service with 3.28 points and information exchanges over community welfare programs with 3.27 points.

Comparison of institutional-level averages indicate that the gaps in just two items are significant. The differences in discovering and connecting new welfare recipients and the request and collaboration of new service delivery are shown to be significant. Follow-up verification has proven that the former has an average of community child center significantly lower than that of other three institutions and the latter displays no significant group-to-group gap.

〈Table 3〉 Degree of Cooperation with Other Agencies

Horwath & Morrison (2007)	Communication		Cooperation				
	Information exchanges on welfare recipients	Information exchanges on community welfare programs	Public-private cooperation	Discovery and collaboration of new welfare subjects	Request and collaboration of new service delivery	Request and collaboration of welfare service delivery	Discovery and collaboration of community resources
Overall average	3.21	3.27	3.35	3.21b	3.20	3.28	3.17
Municipality	3.29	3.17	3.27	3.15b	3.19	3.22	3.12
Dream Start Center	3.29	3.20	3.37	3.42b	3.34	3.32	3.16
Child protection agency	3.14	3.39	3.51	3.35b	3.22	3.41	3.27
Community child center	3.09	3.37	3.35	2.99a	3.07	3.24	3.19
F value	2.490	2.587	1.163	9.408***	3.444*	1.055	0.472

Notes: 1) Criteria for 5 points (1=Not at all...5 I fully agree), * $p < .05$, *** $p < .001$ / Follow-up test: Tukey test

- 2) Cooperation with other institutions refers to tasks such as information exchange, joint management of targets and service recipients, and joint development of community resources.

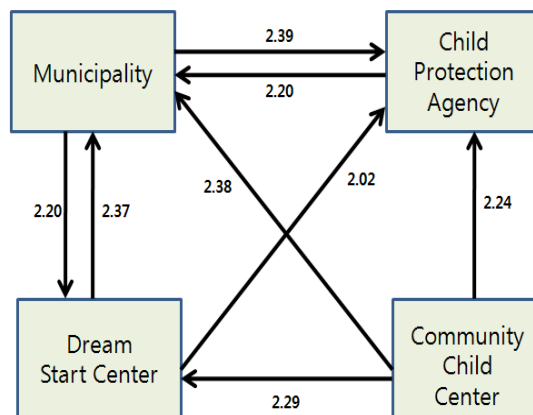
3. Degree of Mutual Collaboration among Four Major Agencies of Child Care Services

Next, we have looked into the extent of connection existing among four main players of child care system in each service step. In general, this degree is low. The following figures indicate the cases with the degree of connectivity scoring at least 2 (somewhat low) out of full score of 3 and each of the arrows exhibits the direction of the relations each institution perceives it has with its counterpart institution. First of all, degree of collaboration at the stages of discovery and placement (see Figure 2) and service planning and intervention (Figure 3) in service process are in an identical pattern. Close relations are revealed to be found between municipality offices and child protection institution and between city/county/district and Dream Start Center. Dream Start Center is collaborated with child protection agency besides city/county/district but child protection agency is virtually not connected with others except for city/county/district. Community child center is holding ties with all three players - city/county/district, Dream Start Center and child protection institution - but other organizations almost do not have any collaboration with community child center.

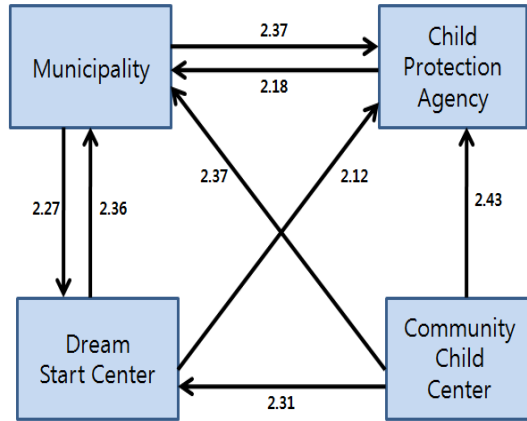
A slightly different picture is observed at completion and monitoring phase (see Figure 4). In case of city/county/district, it has been maintaining a close relationship with Dream Start

Center as it is in the two preceding steps. But city/county/district is showing almost no relationship with either child protection agency or community child center. Child protection agency has relatively intimate ties with city/county/district but not with other two institutions. Dream Start Center is keeping mutually close relations with only municipality and community child center is maintaining one-way ties with the other three players. As such, unlike in the phases of discovery and placement and service planning and intervention, completion and monitoring stage is demonstrating municipality's alienation with child protection agency. Dream Start Center is also enjoying a not so close association with child protection institution during this step. Still, community child center holds one-sided connections with other institutions.

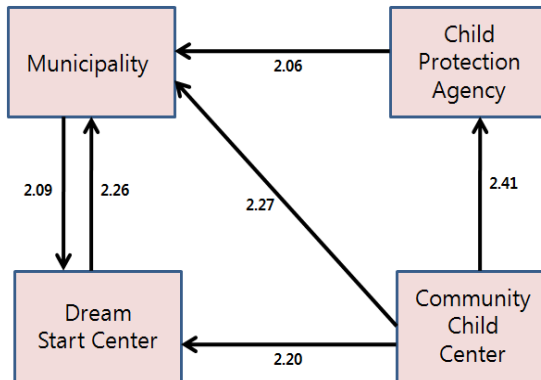
[Figure 2] Collaboration at Discovery and Placement Stage



[Figure 3] Collaboration at Service Planning and Intervention Stage



[Figure 4] Collaboration at Completion and Monitoring Stage



Note: Criteria for 3 points (1=Almost none, 2=Slight, 3=A lot)

4. Degree of Collaboration between Institution and Relevant Institution in the Community

First, we have reviewed as to what extent the four major players of child care system interact with related institutions in the community by looking at average scores in each service stage. Relevant organizations here are school (an educational institution), mental health center and counseling center (counseling institutions), and health and family support center (a welfare institution) and they were each examined by individual phase of discovery and placement, service planning and intervention, and completion and monitoring. Overall average scores before dividing them by institution are illustrated in summary in Table 4. Municipal offices, Dream Start Center, child protection agency and community child center are demonstrated to have the most intimate relationship with school, an educational institution in the discovery and placement stage. During service planning and intervention and completion and monitoring phases, welfare center or healthy family support center is the welfare body keeping the most active collaboration with these four protection institutions. It turns out that a local society organization having the most remote ties with them is mental health center across all three stages.

(Table 4) Connection with Related Institutions in the Community by Service Phase (Total Average)

	Discovery and placement stage	Service planning and intervention stage	Completion and monitoring stage
School	1.98	1.94	1.88
Mental health center	1.69	1.78	1.68
Counseling center	1.82	1.85	1.79
Welfare center, Healthy family support center	1.96	2.01	1.94

Notes: Criteria for 3 points (1= Almost none, 2= Slight, 3= A lot)

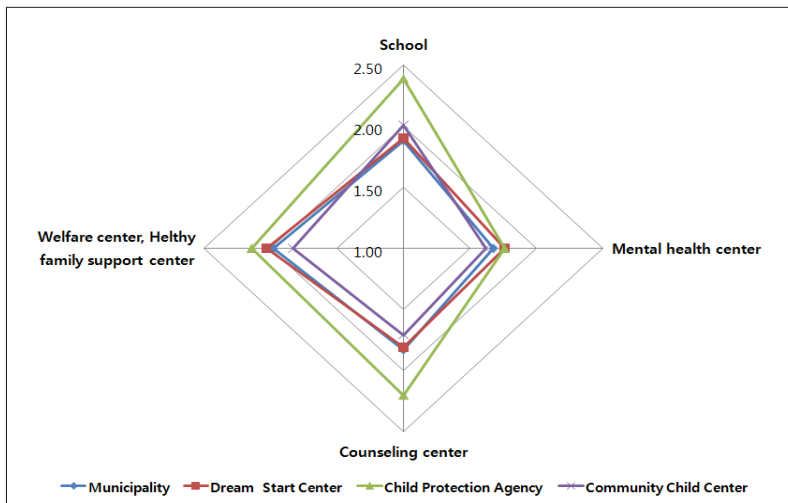
Presented next in Table 5 are the outcomes from the review on the state of ties the four key players of child protection mechanism have with associated bodies in the community for each service phase. Current status of interaction at discovery and placement step indicates that child protection agency is having the closest ties with institutions in the local community (see Table 5). What this means is that child protection organization is the one mostly closely associated with school and counseling center among these four institutions. Collaboration with mental health center is weak across all of them. In terms of connectivity with welfare center or health and family support center, city/county/district or Dream Start Center demonstrated a similar level of collaboration, trailing child protection agency, and their relationship with community child center was weak. Weak ties are witnessed in the relations community child center is experiencing with other bodies in the community, barring its relationship with school.

(Table 5) Ties with Other Institutions at Discovery and Placement Stage

	School	Mental health center	Counseling center	Welfare center, Healthy family center
Municipality	1.88a	1.67	1.83a	1.98ab
Dream Start Center	1.90a	1.76	1.81a	2.03ab
Child protection agency	2.39b	1.76	2.20b	2.14b
Community child center	2.01a	1.62	1.71a	1.83a
F value	9.082***	1.593	6.458**	4.126**

Notes: Criteria for 3 points (1=Almost none, 2=Slight, 3=A lot), Follow-up test: Tukey test a(b) ** p<.01, *** p<.001

[Figure 5] Collaboration with Relevant Institutions at Discovery and Placement Stage



Notes 1) Criteria for 3 points (1= Almost none, 2= Slight, 3= A lot)
 2) 1 instead of 0 is used as the starting point to make the differences between institutions appear starker (the same below).

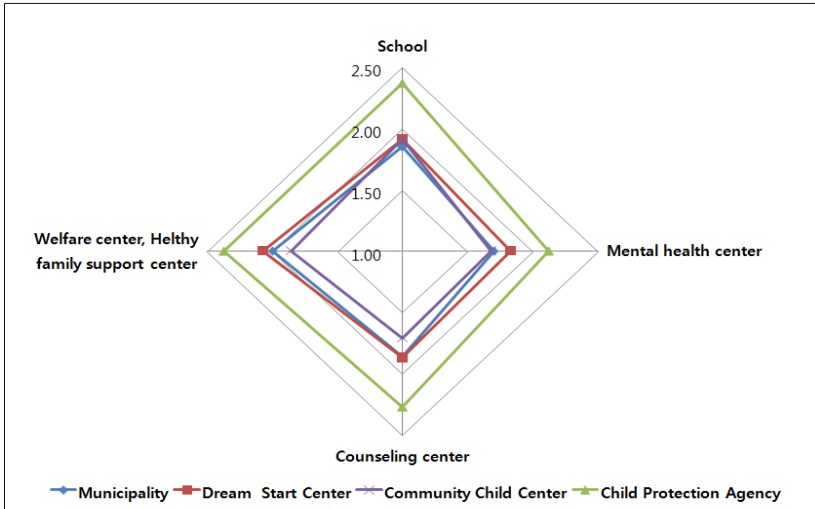
The second phase of service planning and intervention is seeing the largest interaction between child protection institution and the four key players. As is indicated in Table 6, child protection agency's ties demonstrate statistically significant difference compared with mental health center, school, counseling center, welfare center, and health and family center in the community. At this juncture, these four organizations have the most intimate relationship with welfare center and health and family support center. In comparison with other three bodies, it turned out that community child center's collaboration with other community institutions is weak, except for its connection with school.

〈Table 6〉 Collaborations with Related Institutions at Service Planning and Intervention Stage

	School	Mental health center	Counseling center	Welfare center, Health and family support center
Municipality	1.85a	1.70a	1.86a	2.00a
Dream Start Center	1.91a	1.83a	1.87a	2.07a
Child protection agency	2.37b	2.12b	2.27b	2.37b
Community child center	1.91a	1.68a	1.71a	1.86a
F value	9.014***	6.020***	8.279***	8.141***

Notes: Criteria for 3 points (1=Almost none, 2=Slight, 3=A lot), Follow-up test: Tukey test a<b ** p<.01, *** p<.001

[Figure 6] Collaboration with Related Institutions at Service Planning and Intervention Stage



Note: Criteria for 3 points (1= Almost none, 2= Slight, 3= A lot)

Regarding connectivity at the last completion and monitoring phase, child protection organization has the closest relations relative to other three major institutions (see Table 7). Yet Dream Start Center shows a relationship with mental health center lower than the one of child protection agency but somewhat higher than the one of city/county/district or community child center. Community child center's connection is even weaker than other three institutions.

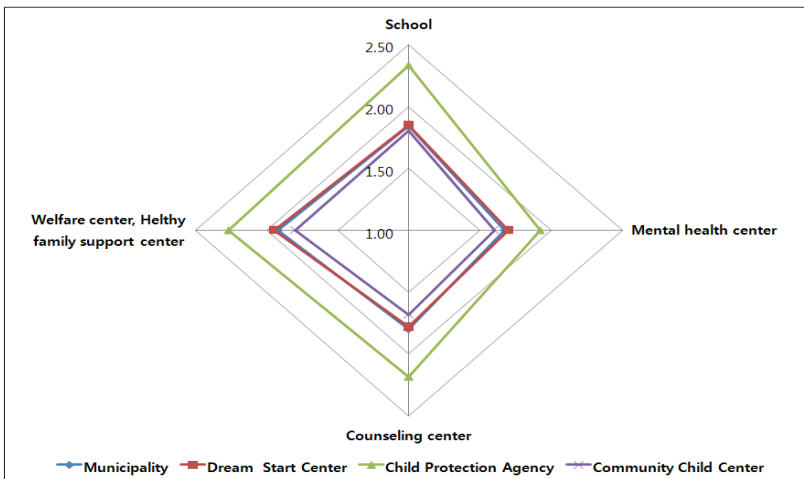
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〈Table 7〉 Collaboration with Related Institutions at Completion and Monitoring Stage

	School	Mental health center	Counseling center	Welfare center, Healthy family support center
Municipality	1.84a	1.67a	1.80a	1.92a
Dream Start Center	1.85a	1.70ab	1.78a	1.95a
Child protection agency	2.33b	1.92b	2.18b	2.27b
Community child center	1.80a	1.60a	1.68a	1.80a
F value	9.737***	3.151*	6.471***	6.746***

Notes: Criteria for 3 points (1=Almost none, 2=Slight, 3=A lot), Follow-up test: Tukey test a<b ** p<.01, *** p<.001 a<b

[Figure 7] Collaboration with Related Institutions at Completion and Monitoring Stage



Note: Criteria for 3 points (1= Almost none, 2= Slight, 3= A lot)

5. Degree of the Establishment of the Footing for Facilitating Collaboration

In order to arrive at descriptive statistics quantity, 17 items required for constructing the foothold to stimulate collaboration have been chosen by employing a preceding research (Sung, Eun-Mi et al., 2012) and qualitative interviews. After this exercise, principal component analysis have been taken to derive such components. Table 8 contains the outcomes from the descriptive statistics and component analysis on the 17 items needed for facilitation. First, descriptive statistics quantity shows that these 17 items scored average points from 2.13 to 3.31 out of 5 points. What this result is allowing us to see is that working-level people view these factors to be below average and mostly not suitable at site. The one that scored the lowest among them is 'the number of cases per a case-manager' with an average of 2.13 points (standard deviation of .89), revealing that there is a considerable challenge to promoting service collaboration as a single case manager taking too many cases seems to hamper this. Items concerning institution-to-institution cooperation, such as 'related organization's understanding of child issues', 'counterpart institution's understanding of task at hand,' and 'information exchanges between institutions' got responses of 'moderate' with average score of 3.0 or higher. They won relatively higher scores but were still in

'moderate' level. Overall tendency of responses is that entire environment or concrete infrastructure for prompting collaboration is less adequate than workers' understanding or cross-institutional cooperation.

As is suggested in Table 8, three elements were derived from Scree plot and Varimax rotation-based principal component analysis. The first of them has been named the degree of the establishment of collaboration infrastructure, the second the sufficiency of collaboration resources, and the third the adequacy of worker's working conditions. Any item whose factor loading is low or the variation in loading with other factors is 0.15 or more is excluded. Item 9 (facilitation of community-based child welfare council) and item 14 (public-private cooperation) are the ones satisfying this criterion. In the end, 7 items in total have been included in the element concerning the degree of the establishment of collaboration infrastructure. 6 items and 3 items have each been included in the sufficiency of collaboration resources and the adequacy of worker's working conditions. A single variable has been created from combining items. Confidence level of all three factors is at least .81, standing at a high level.

(Table 8) Outcomes of the Analysis on Fundamental Factors Affecting Collaboration

	5 points in average	Factor		
		Degree of the establishment of collaboration infrastructure	Sufficiency of collaboration resources	Adequacy of workers working conditions
1. There is a fully-established legal ground for collaboration.	2.68	<u>.69</u>	.07	.38
2. There is a well-established (formal) organization to build and mediate collaboration network.	2.67	<u>.73</u>	.19	.35
3. There is a fully-established database system to keep track of the service a child receives.	2.64	<u>.72</u>	.15	.32
4. Physical size of area under jurisdiction is suitable.	2.69	<u>.51</u>	.33	.42
5. Related institution has a good grasp of child issues.	3.19	<u>.71</u>	.21	.13
6. My institution shows a strong understanding of counterpart organization's duty.	3.31	<u>.67</u>	.32	-.05
7. There are enough resources available for cooperation in the community	2.85	.47	<u>.66</u>	.04
8. Information exchanges are progressing well between related organizations in the community.	3.00	<u>.68</u>	.48	.10
9. Community-based child welfare consultative body is fully functional.	2.99	.48	.59	.05
10. There are enough psychiatric treatment centers.	2.52	.23	<u>.78</u>	.16
11. There are enough service providers for the youth that could be continued from the infancy stage.	2.42	.07	<u>.66</u>	.47
12. There are enough organizations for children with special needs (ex-disabled child)	2.22	.09	<u>.64</u>	.56
13. There are a diversity of child service per an institution in the community.	2.84	.29	<u>.63</u>	.24

	5 points in average	Factor		
		Degree of the establishment of collaboration infrastructure	Sufficiency of collaboration resources	Adequacy of workers working conditions
14. Public-private cooperation is going on smoothly.	2.99	.54	.46	.26
15. There is enough time for a case manager to request collaboration or form such collaboration.	2.50	.31	.32	<u>.61</u>
16. The number of cases a case-manager takes is adequate.	2.13	.16	.14	<u>.84</u>
17. Stable employment is guaranteed for child managers.	2.22	.21	.12	<u>.79</u>
Number of items		7	5	3
Confidence level (Cronbach's Alpha)		.88	.84	.82
Correlation among factors	Collaboration infrastructure	1		
	Collaboration resources	.666***	1	
	Working conditions	.544***	.545***	1

Note: Criteria for 5. varimax rotation, *** p<.001

All of the three components have been given the assessments of no more than 'moderate' in terms of adequacy, as is indicated in their average score of 3 or lower. The one with the lowest extent of adequacy is the factor associated with working conditions. In every three factors, managers rather than the rank and file, and a group with longer child welfare-related working years than the one with shorter years tend to regard adequacy of facilitation elements negatively. Characteristics of service providers in the community vary depending on their organization and venue of business. Child protection agency workers see the characters of service providers in the community more negatively than other organization workers. Also farming and fishing village workers than large or small-to-mid sized city workers display a tendency to view such providers in a more negative light. On the other hand, working conditions showcase a pattern somewhat different from the characteristics of service providers in the community. Workers at Dream Start Center or community child center perceive working conditions as a driver vitalizing connection more negatively than municipality office officials or child protection agency workers. No variation by venue of business was noticeable.

(Table 9) Comparison of the Averages for Three Groundworks Facilitating Collaboration depending on Respondent's Characteristics

Category	Degree of the establishment of collaboration infrastructure	Sufficiency of collaboration resources	Adequacy of worker's working conditions
	5 point average and F(t)-value	5 point average and F(t)-value	5 point average and F(t)-value
Overall average	2.88	2.57	2.28
Organization	1.461	3.174*	9.435***
Municipality	2.77	2.60b	2.54b
Dream Start Center	2.86	2.60b	2.14a
Child protection agency	2.87	2.30a	2.48b
Community child center	2.96	2.60b	2.18a
Position	-3.570***	-2.472*	-3.066**
Managerial level	2.68	2.42	2.08
Rank-and-file level	2.93	2.60	2.33
Venue of business	0.371	10.992***	0.963
Large city	2.86	2.70b	2.26
Small- and mid-sized city	2.87	2.62b	2.24
Agricultural and fishing village	2.92	2.39a	2.35
Child welfare-related working years	3.910*	4.552*	14.194***
Less than 1 year	3.02b	2.71b	2.57c
1 ~ 5 years	2.89ab	2.58ab	2.30b
5 or more years	2.80a	2.47a	2.08a

* $p < .05$, ** $p < .01$, *** $p < .001$ / Follow-up test: Tukey test (abc denotes significant groups).

On the issue of whether a given institution is forming a collaboration-related organization or not, child welfare council scored the highest with 58.9%, trailed by child deliberation committee (33.8%) and other child-related consultative bodies (27.2%). In terms of how active each organization is, all got very low scores no more than 2 out of 3. Still, the most active collaboration-related organization is other child-related consultative body, followed by child welfare council. The one with

the least activity is child deliberation committee.

〈Table 10〉 Existence and Degree of Activity of collaboration-related Organization

Type of collaborated organization	A collaborated organization exists		Activeness of collaborated organization			
	Frequency	%	Average	%		
				Not active	Active	Very active
Child welfare deliberation committee	178	33.8	1.46	55.6	42.7	1.7
Child welfare council	311	58.9	1.68	37.9	55.9	6.1
Other child-related consultative body	141	27.2	1.99	17.1	71.4	11.4

6. Ground Facilitating Collaboration's Impact on Collaboration

Finally, we have covered what actual effect the ground for facilitating connectivity has on collaboration between institutions. A total of four models have been constructed and among them, the first one is a basic model with no groundwork for encouraging collaboration. The second model is a model analyzing the impact of collaboration system infrastructure and the third model is the one analyzing the influence of collaboration resource sufficiency. The last one is something that analyzes the effect of worker's working conditions. Institution's characteristics, worker's position, venue of business, child welfare-related working experience, and existence of collaboration-related organization have been selected as control

variables. Influence of collaboration base has been looked into using three phases; discovery, intervention, and completion.

First, we have examined discovery and placement stage. As is in Table 11, community child center (-), small- and mid-sized city (-), agricultural and fishing village (-) and child deliberation committee are significant in the basic model. Extent of connectivity of community child center is weaker than that of city/county/district at the discovery and placement step. In addition, degree of collaboration for a small- and medium-sized city and an agricultural and fishing village is lower than that of a big city. Connection is much higher for child deliberation committee. In model 2, establishing collaboration infrastructure is significant, having a huge effect (beta value of .369) on collaboration. So the more collaboration infrastructure is built, the higher connectivity there is. Besides, child protection organization and community child center (-) in institution's characteristic category and a small- and mid-sized city (-) and a farming and fishing community (-) in venue of business category are significant. Compared with city/county/district, extent of connection for child protection agency is higher while that for community child center is lower. This degree is lower in a small- and medium-sized city and a farming and fishing village than in a big city.

In model 3, sufficiency of collaboration resources shows a significant very large influence (beta value of .345). Other vari-

ables have virtually similar patterns to those in the second model. Still, the third model illustrates a significant effect of child deliberation committee, meaning collaboration is high in an organization equipped with this committee. Others show similar results.

The last or fourth model on the adequacy of worker's working conditions exhibits that such adequacy is having a static impact on connectivity, indicating the more adequate worker's working conditions are, the more active the collaboration is. Other variables show a trend alike in the previous model. Connection is lower for community child center than for city/county/district. This collaboration is active in a small- to mid-sized city and an agricultural and fishing community rather than in a large city, and when there is a child deliberation committee. The most influential one of all variables in the entire models is the factors serving as the foothold for increased collaboration, suggesting that building this footing is necessary for a strong collaboration.

(Table 11) Regression Analysis on the Impact the Foothold that Stimulates Collaboration has on Cross-Institutional Connectivity: Discovery and Placement Stage

	1. Basic model		2. Model on the establishment of collaboration infrastructure		3. Model on sufficiency of collaboration resources		4. Model on adequacy of worker's working conditions	
	b	Beta	b	Beta	b	Beta	b	Beta
Constant	16.095		10.525		11.251		13.340	
Institution's characteristics(Municipality=0)								
Dream Start Center	-.245	-.033	-.406	-.054	-.281	-.037	.241	.032
Child protection agency	1.131	.095	1.195	.101*	1.668	.141**	1.073	.090
Community child center	-1.304	-.174**	-1.623	-.216***	-1.552	-.207***	-1.085	-.145*
Worker's position (working-level=0)	-.397	-.044	.169	.019	-.092	-.010	-.175	-.020
Venue of business (big city=0)								
Small- and mid-sized city	-.724	-.097*	-.748	-.100*	-.683	-.092*	-.786	-.105*
Farming and fishing village	-1.271	-.170***	-1.273	-.170***	-.753	-.100*	-1.495	-.199***
Child welfare-related working experience	-.004	-.064	-.004	-.052	-.003	-.039	-.002	-.036
Existence of collaboration-related organization								
Child deliberation committee (none=0)	.726	.097*	.571	.076	.676	.090*	.676	.090*
Child welfare council (none=0)	.358	.050	.001	.000	.083	.012	.096	.013
Other consultative body (none=0)	.385	.048	.250	.031	.314	.039	.357	.045
Establishment of collaboration infrastructure								
Sufficiency of collaboration resources								
Adequacy of worker's working conditions								
F	5.953***		13.940***		12.472***		.390	.249***
R square	.105		.233		.214		.181	

* p<.05, ** p<.01, *** p<.001

Review of service planning and intervention phase was followed. As is indicated in Table 12, child protection agency, community child center (-), and farming and fishing village are significant in model 1. More active association is seen in child protection agency than in city/county/district and it is weaker in the case of community child center. Connectivity of an agricultural and fishing village is lower than a large city. In model 2, establishment of collaboration infrastructure is significant, having the biggest influence (beta value of .369) on connectivity. The more collaboration infrastructure is established, the higher the collaboration is. In addition, institution's characteristics (child protection agency, community child center) and venue of business (farming and fishing community) are significant. Degree of connection is higher in child protection agency than in city/county/district and it is low in community child center. Such extent is lower in an agricultural and fishing village than in a big city.

In model 3, sufficiency of collaboration resources has a significant effect with the largest influence (beta value of .366). Other variables present similar patterns as in model 2. Extent of association for child protection agency is higher than city/county/district and it is low for community child center. When an institution is situated in a farming and fishing community rather than in a major city, it displays a lower degree of connection.

Adequacy of worker's working conditions is having a static effect on connectivity in model 4 on adequacy of worker's working atmosphere. What we can learn from this finding is that the more adequate worker's working environment is, the more active connectivity is. Here this factor's influence is the largest (beta value of .207) and other variables give similar trends as in previous models. Extent of association is higher in child protection agency than in city/county/district and such collaboration is more active in an agricultural and fishing village than in a big city.

During this stage, the one with the largest impact among all variables in all models is fundamental drivers facilitating collaboration. This analysis result has confirmed that it is a must to build this fundamental if we wish to see collaboration function properly. But unlike in the previous phase, service planning and intervention step contains no model that has a significant collaboration-related organization like child deliberation committee, telling us that this organization is having a significant impact during discovery and placement stage. Dissimilar to child protection agency that is active in association, community child center is passive when it comes to collaboration.

(Table 12) Regression Analysis on the Impact the Foothold that Stimulates Collaboration has on Cross-Institutional Connectivity: Service Planning and Intervention Stage

	1. Basic model		2. Model on the establishment of collaboration infrastructure		3. Model on sufficiency of collaboration resources		4. Model on adequacy of worker's working conditions	
	b	Beta	b	Beta	b	Beta	b	Beta
Constant	16.035		9.928		10.787		13.691	
Institution's characteristics(Municipality=0)								
Dream Start Center	.138	.018	-.039	-.005	.099	.013	.551	.072
Child protection agency	2.104	.174 ^{***}	2.174	.180 ^{***}	2.686	.222 ^{***}	2.054	.170 ^{***}
Community child center	-1.014	-.132 [*]	-1.363	-.178 ^{***}	-1.283	-.167 ^{***}	-.827	-.108
Worker's position (working-level=0)	-.680	-.074	-.060	-.007	-.349	-.038	-.491	-.054
Venue of business (big city=0)								
Small- and mid-sized city	-.579	-.076	-.605	-.079	-.535	-.070	-.632	-.083
Farming and fishing village	-1.233	-.161 ^{***}	-1.235	-.161 ^{***}	-.672	-.088	-1.424	-.186 ^{***}
Child welfare-related working experience	-.005	-.070	-.004	-.057	-.003	-.043	-.003	-.046
Existence of collaboration-related organization								
Child deliberation committee (none=0)	.563	.074	.393	.051	.508	.067	.521	.068
Child welfare council (none=0)	.463	.063	.071	.010	.165	.023	.240	.033
Other consultative body (none=0)	.528	.065	.380	.047	.451	.055	.505	.062
Establishment of collaboration infrastructure								
Sufficiency of collaboration resources								
Adequacy of worker's working conditions								
F	7.540 ^{***}		17.595 ^{***}		15.454 ^{***}		.332	.207 ^{***}
R square	.130		.277		.252		.169	

* p<.05, ** p<.01, *** p<.001

Analysis on service completion and monitoring phase is summed up in Table 13. In model 1, it turned out that child protection agency, community child center (-) and farming and fishing community (-) are significant. More active connection is witnessed in child protection agency than in city/county/district and this connectivity is relatively weaker for community child center. Extent of collaboration is lower in an agricultural and fishing village than in a city/county/district. Establishment of collaboration infrastructure is significant, having the largest effect (beta value of .415) on this collaboration in model 2. The more connectivity infrastructure is built, the more connected it is. Institutional features (child protection agency, community child center) and venue of business (agricultural and fishing village) are significant too. Child protection agency is more interacting in city/county/district and this connection is low for community child center. This association is weaker in a farming and fishing area than in a big city.

In model 3, significant influence is noticeable in sufficiency of collaboration resources item and its impact is the most far-reaching (beta value of .386). Other variables entail patterns like the ones in model 2. Child protection agency is more interacting than city/county/district and this degree is low for community child center. But no variation between venues of business is evident in this model.

Adequacy of worker's working conditions is having a static

effect on connectivity in model 4 on the adequacy of worker's working environment. What this outcome lets us know is that the more adequate worker's working conditions are, the more active the association is. Also here the influence of this variable is the highest (beta value of .242). Other variables show similar tendencies as in the preceding model. collaboration is stronger for child protection agency than for city/county/district and this collaboration is more active in a farming and fishing community than in a metropolitan city.

At this stage too, the factor with the strongest impact among all elements in all models is fundamental drivers facilitating collaboration. Dissimilar to the previous step, service planning and intervention phase involves no significant impact of a collaboration-related organization like a child deliberation committee in every model. Still, child protection agency is significant in all models, indicating it is actively associated.

(Table 13) Regression Analysis on the Impact the Foothold that Stimulates Collaboration has on Cross-Institutional Connectivity: Completion and Monitoring Stage

	1. Basic model		2. Model on the establishment of collaboration infrastructure		3. Model on sufficiency of collaboration resources		4. Model on adequacy of worker's working conditions	
	b	Beta	b	Beta	b	Beta	b	Beta
Constant	15.434		9.069		9.931		12.707	
Institution's characteristics(Municipality=0)								
Dream Start Center	-.155	-.020	-.339	-.044	-.195	-.025	.326	.043
Child protection agency	1.334	.111*	1.407	.117**	1.945	.162***	1.277	.106*
Community child center	-.927	-.122*	-1.291	-.169**	-1.209	-.159**	-.710	-.093
Worker's position (working-level=0)	-.697	-.077	-.051	-.006	-.351	-.039	-.478	-.053
Venue of business (big city=0)								
Small- and mid-sized city	-.551	-.073	-.578	-.076	-.505	-.067	-.613	-.081
Farming and fishing village	-1.102	-.145**	-1.104	-.145**	-.513	-.067	-1.324	-.174***
Child welfare-related working experience	-.005	-.070	-.004	-.057	-.003	-.041	-.003	-.042
Existence of collaboration-related organization								
Child deliberation committee (none=0)	.613	.081	.435	.057	.555	.073	.563	.074
Child welfare council (none=0)	.409	.056	.001	.000	.096	.013	.149	.020
Other consultative body (none=0)	.389	.048	.235	.029	.308	.038	.361	.045
Establishment of collaboration infrastructure			.334	.415***	.422	.386***		
Sufficiency of collaboration resources								
Adequacy of worker's working conditions							.386	.242***
F	5.119***		15.606***		13.531***		7.783***	
R square	.092		.254		.228		.145	

* p<.05, ** p<.01, *** p<.001



Chapter 5

Conclusion and Recommendation



5

Conclusion and Recommendation <<

In this study, we have dealt with the state of institution-to-institution collaboration and problems in child care system by way of interviewing public and private child project officials and private workers. It then focused on drivers associated with promoting connectivity to understand the status of such collaboration and the factors affecting this degree of collaboration. The results are as follows:

First of all, examination of how smooth collaboration with other organizations has revealed that overall above average level of cooperative relationships exist in seven areas.

Next, mutual interaction is overall weak among the four players of service process. Of course, municipality and Dream Start Center are maintaining mutually intimate ties in the whole phases of discovery and placement, service planning and intervention, and completion and monitoring, and municipality is mutually close with child protection agency in early and mid stages of service. But municipality or Dream Start Center has only a slight connection with Child Protection Agency and Community Child Center so it was not much involved in completion and monitoring. In addition, Child Protection Agency perceives that all other three institutions are collaborating

services in early and medium stages of service. Community Child Center is actively attempting to have ties with public and Child Protection Agency but often other organizations are not considering Community Child Center as the one they contact with, resulting in imbalance of relationship.

By service process, we reviewed the above four players' connectivity with relevant institutions in the community - school, mental health center, counseling center, welfare center and health, and family support center. This exercise reveals that their relationship with school is the closest in discovery and placement phase, and they have the most active interactions with welfare center or health and family support center in service planning and intervention, and completion and monitoring stages. Since mental health center's collaborations with child protection organizations is the weakest, there is a need to solidify these bonds. When these four institutions' relative degrees of collaborations with related community bodies are compared, child protection agency is enjoying the most active connection in all three service stages and community child center shows a weak collaboration except for some connectivity witnessed in early and mid phases of service.

Third, 17 items for activating collaboration have been derived to first examine how the footing for encouraging connection is seen. Then 3 different components have been screened out. The three dimensions involved are 'the degree of

establishment of collaboration infrastructure,' 'sufficiency of collaboration resources in the community,' and 'working conditions for workers.' Working-level workers generally give bad feedback on the groundwork for vitalizing connectivity and the one ranked most bottom is the item on 'the number of cases per each case manager.' This finding indicates the view that too much cases are considerably hindering more active performance of duties. Relative high scores are given to cross-institution collaboration items including 'collaborated organization's understanding of child issues.'

Looking at the characteristics of respondents on the three drivers revitalizing collaboration, managerial level than rank-and-file level, a group with lengthy working years than the one with shorter years, and a farming and fishing village than a city viewed the characters of service providers in the community more negatively. As for the above three drivers, child protection agency is different from other three institutions in that its collaboration resources are insufficient and Dream Start Center and community child center are more negative regarding the item on worker's working conditions. Meanwhile very low activities are reported for collaboration-related organizations although child deliberation committee, child welfare council and child-related consultative body exist as such organizations.

Next undertaking was about investigating what impact these

drivers have on the interactions between institutions by each service stage. There are a total of four models but a basic model based on control variables (institution's characteristics, worker's position, venue of business, child welfare-related working experience, and existence of collaboration-related organization) and facilitation drivers 1, 2 and 3 have been added each to analyze their influences on collaboration in models 2, 3 and 4. It turned out that a model on the establishment of collaboration infrastructure is most explanatory and most influential on connectivity. If we look at how powerfully each variable affects each service step, there is no difference discovered for worker's position or working experience. Speaking of venue of business, collaboration is less adequate in an agricultural and fishing community than in a big city except for during mid and final service stages. As for relevant organization, perception of community child center is that connectivity is lacking in the basic model, the collaboration-infrastructure establishment model and the collaboration resource sufficiency model. This collaboration is viewed especially weak during the initial discovery and placement phase of the adequacy of worker's working condition model. In case of child protection agencies, it boast more active association in most instances than other bodies. Positive difference is evidenced in all three activation models in service planning and intervention stage, and child protection agency enjoys more connection than other in-

stitutions even in completion and monitoring step. Meanwhile with respect to a collaboration-related organization, existence of a child deliberation committee in discovery and placement phase is shown to ensure a strong collaboration.

Based on these key outcomes, this paper intends to propose policy recommendations designed to invigorate connection as follows:

First, cross-institutional collaboration is somewhat lackluster in general among child protection facilities in the community, suggesting there is a need to build collaboration infrastructure to facilitate institution-to-institutional connection. Research findings underpin 'the establishment of collaboration infrastructure' as the element most influencing collaboration across the whole service process. Against this background, establishing network between institutions centered on public should be highlighted. Until now, child protection service has been relying heavily on private players, contributing to increased use of expertise and better service quality. But what we should not forget is that the main driver is 'public' and it has a central role to play in building a systematic cooperation mechanism and it should be the one who is stating the roles and responsibilities for service intervention bodies. City/county/district and Dream Start Center now are the organizations with public nature and they are acting as the center of connection for children needing protection in the community. In the same vein, it should be

pointed out that connectivity is unclear between central and local child policy departments today, making it difficult to divide personnel in a manner reflecting child and project characteristics on a regional level (Jeong, Ik-Joong, 2009). To address this constraint, it is ideal to consolidate and thereby scale up the service axis of public, which is serving as a hub in central, provincial and regional areas, and to diversify service providers existing locally and raise the share of region-oriented services.

Second, a public-private partnership should not be neglected even if the public acts as a central player of connectivity. Community child center is found out to be making either a one-sided collaboration or a poor connection, implying that not only adjusting the roles between public and private but also creating mutually communicative atmosphere is necessary. Up to now, there have been hierarchical relationships existing between public and private in child policy delivery system, such as an entrusting organization and an entrusted organization; a budget executor and a budget recipient; and a policy executor and a policy planner. However, future child policy delivery mechanism should set the stage for much smooth horizontal cooperation based on expanded private policy and public involvement in policy implementation (Kim, Mi-Sook et al., 2012). Private institutions must participate in child policy planning and assessment so that the input from actual player running the policy can be incorporated starting from policy draft-

ing and supplementation. On the other hand, public bodies must share mainly the roles private players find hard to handle (for instance, forced intervention for a child or interface with community, etc.) in executing child policies.

Third, more service providers should be added to the local community if we are to collaboration services for the children in need of protection in this society. Of course it would be too much to emphasize this connectivity to a farming and fishing village whose child welfare infrastructure is not strong enough compared with a big city or a small- and mid-sized city in all service stages. The most active interaction is exhibited in child protection agency thanks to its association with school, mental health center, counseling center, and welfare center but this degree is not so great. Service providers still express issues on deficiency and shortage of service providers targeting youth population or disabled children. Therefore, it is imperative to secure sufficient collaboration resources as is verified in a model on the foothold necessary for expanding connectivity.

Fourth, constructing a database used for institution-to-institution information-sharing is called for to make this collaboration smooth. A database system, enabling information sharing on welfare subjects and tracking of services children get, must be built to allow efficient and effective service delivery. In the short run, information like status, workers, finance, and users of each child welfare facility should be gathered and a

database should be established through leveraging data on various facility assessments that have been undertaken for the last several years. Regarding child field, what we should do is collect not only regular status survey data but also irregular status survey data generated by individual central government agency and local government office. In parallel, such data should no longer be kept and maintained separately and individually by an official in charge and be entered and managed in a database instead. Such a wide-ranging check has to happen.

Fifth, a child welfare-related consultative body needs to become a regular active organization. Varying desires for child welfare make it impossible for a single institution alone to meet them. So we should install a consultative organization that promotes exchanges of opinions and collaborations among institutions. The finding from the analysis on the footing for encouraging collaboration showed that the existence of a child welfare deliberation committee has a significant impact on the collaboration in discovery and placement of a child in need of protection. Meanwhile, most consultative bodies exist only perfunctorily and their function are not vigorous in many cases. Thus, consultative council should be held on a regular basis between child-related organizations to enable various exchanges of information, services and resources.

Last but not least, it is urgent to help collaboration personnel and improve their working conditions while strengthening

the expertise of child welfare manpower. It was pointed out that more than enough cases for case managers and frequent movements of professionals are impairing collaboration. Also what could be verified is that adequacy of worker's working conditions is the main driver of the groundwork stimulating connectivity. In order to consider, plan, and evaluate child policy aligned with child characteristics in the community in the future, expertise of public child welfare resources in the community must be enhanced and more people specialized in the field of child should be added. Qualitative improvement in expertise-based community child protection service can be guaranteed only when there are conditions favorable to ensuring job stability and forming a network of child protection personnel in the community.



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