



Integrating Human and Workforce Development Systems: Pursuing a “Holy Grail” of Public Policy

Toronto, Canada
October 2008



Discussion Topics

- Background
- Getting the Question(s) right
- Service Integration 101
- Challenges & Opportunities
- Some Final Thoughts



Background



*Institute for Research on Poverty
University of Wisconsin - Madison*



Framework for Research, Analysis, and Technical Assistance

- Since 2002, we have been involved in a project that touches on the following:
 - A legal analysis of what is possible under current federal law.
 - An operational analysis focusing on sites pursuing service integration.
 - A technical and methodological analysis of accountability and evaluation issues.
- We have employed an iterative process whereby analysis informs technical assistance and technical assistance informs our analysis.



Iterative Process Components

- Welfare Peer Assistance Network (WELPAN)
- Intensive on-site work in Midwest states
- NGA Policy Academy on Cross-Systems Innovation
- National “lighthouse” site visits and meetings
- Brainstorming meetings with policy analysts, evaluation researchers, and practitioners



Key Observations

- Systems integration has the potential for improving outcomes for target populations.
- Bottom-up, locally-driven strategies are germinating all over the country.
- Innovation benefits from—and often requires—technical assistance and information about “lessons learned” from other sites.
- Rigorous evidence is still needed to confirm the plausible hypothesis that systems integration leads to improved participant outcomes.
- Systems integration is easier said than done.



It is easier said than done.

- Service integration is:
 - not extensive. Even in “successful projects,” none had fully developed intended service linkages.
 - an evolutionary process. It takes time to organize and implement, to attain legitimacy in the eyes of service providers, and to develop working relationships among participating agencies.
 - facilitated and inhibited by numerous factors, but no single factor is instrumental in benefiting or impeding a majority of projects.
- There is no ‘silver bullet’ for ensuring that integrated client services are actually delivered.



WHO said that and WHEN?

- From “An Evaluation of Services Integration Projects” completed for...
- U.S. Department of Health, Education, and Welfare, Social and Rehabilitation Services in...
- 1972.



GETTING THE QUESTION(S) RIGHT!

Thinking Big but Doing
Locally.....

*Institute for Research on Poverty
University of Wisconsin - Madison*



Some Section Themes....

- The revolving door of reform efforts
- An organizing principle: the 'onion' metaphor
- Onions, labor market queues, and other helpful (hopefully) conceptual frameworks.



Cacophony of Reforms [focused on the low-income population]

- Social Service Strategies
- Income transfer strategies
- Institutional (neighborhood) Strategies (Community Action)

- Macro-economic (monetary & fiscal)
- Direct job creation (public works)
- Employment cost subsidies (wage bill)



Cacophony Continued...

- Make work ***possible*** (e.g., human capital)
- Make work ***pay*** (earnings suppl. & supports)
- Make 'em ***suffer*** (stick approaches)

- Child Support reforms
- Social contract approaches
- Marriage and faith approaches



Cacophony cont. [perspectives]

- Thousand points of light (devolution)
- Nothing really works very well (if at all)
- It only makes matters worse (Murray)



Global Welfare Reform Trends

- ***Repurposing***- from income support to behavioral change
- ***Reallocation*** – from broader to more local control.
- ***Reinvention*** – from process to product; effort to outcome.
- ***Reprofessionalization*** – from rules to creativity.



Evolving Foci of Reform

Income Support



Job Placement



Work Support



Family Support



Community Support



Prevention



Allocation of TANF \$ in Midwest

	<u>1996</u>	<u>2003</u>
● Cash support -----	72%	30%
● Child Care -----	14%	35%
● Workforce Dev. ----	8%	9%
● Family Functioning-	6%	23%
● Earnings Suppl. ----	0%	3%
● Total Expenditures	\$4.6 b	\$4.8 b



Some US Workforce Initiatives

- 1920 -- Vocational Rehabilitation Act
- 1935 ---- Title III of SS Act. (UI Program)
- 1947 ---- Full Employment Act (CEA)
- 1961 ---- Area Redevelopment Act
- 1962 ---- Manpower Dev. Training Act
- 1964 ---- OEO followed by WIN I and WIN II
- 1973 ---- Comprehensive Employment and Training Act [CETA]



Some more Workforce milestones

- 1970s Earnings supplements (EITC) and wage bill subsidies (e.g., TJTC)
- 1982 --- Job Training Partnership Act
- 1988 – Family Support Act
- 1996 --- National Welfare Reform (PRWORA)
- 1998 – Workforce Investment Act
- 2005 – Deficit Reduction Act of 2005 [TANF Reauthorization]



Big Workforce Policy Trends

- Devolution – toward local control
- Private Sector Oriented
- Work Place Oriented (not classroom)
- Toward Consolidation (block grants/one stops)
- Diminished fiscal support
- Some shift from demand to supply side



Workforce Policy Tradeoffs

- Hard to serve vs. ready to go
- Employers vs.. Employees (prospective)
- Human capital vs. Work experience
- Hard Skills vs. Soft Skills
- Job entry v. Career advancement
- Any job vs. Good job
- and so forth.....



The ONION Metaphor

- False Choices [hards v.s. softs]
- One Dimensional Thinking
- Perceptual Reductionism
- Everyone is right, everyone is wrong



Peeling the Onion Metaphor

- **Outer layers**— Refundable tax credits, child allowances, assured child support, indexed min. wage, expanded EITC and earnings suppl., assured medical coverage, child care, and other logistical supports.
- **Middle layers**— Training programs (hard skills); wage-bill subsidies, social contract approaches; rehabilitative services; youth capital accounts; etc.
- **The ‘core’** -- Mandatory work requirements; intensive services; time limited income support; guaranteed jobs; sheltered workshops, etc.



Theoretical Labor Market Queue

- Front of queue

- ↑
- ↑
- ↑
- ↑
- ↑
- ↑
- ↑
- ↑
- ↑

- Back of queue

- Tactical Theme
- Make work sustainable
- Make Work Probable
- Make Work Possible
- Make Work Realistic
- Make Work a Reality



Queue (onion metaphor) Continued:

- Make work sustainable
- Make work probable
- Make Work possible
- Make work work
- Make work a reality
- Job coaching, mentoring, continued work supports, counseling, etc.
- Min. wage; direct supplements; work supports; EITC.
- Labor market connections; hard skill enhancement; vocational reforms, some human services.
- Soft skill enhancement, 'stick' strategies, wage-bill subsidies, voc rehab, direct social services.
- Guaranteed job, shelt. workshop



Life and Work Trajectories

- Prenatal investments
- Early childhood inv.
- School readiness inv.
- School and family supports
- Child to adolesc. Inv.
- Adolescent supports
- Youth to adult trans.
- Life Preparation
- Job preparation
- Job Entry
- Job Stability
- Job advancement



The FAMILY-WORK Intersection

- Strong Families → Productive Workers
- Productive Workers → Strong Families
- Strong Families & Productive Workers →
Healthy Children



Systems Integration 101



What is systems integration?

- No single definition.
- Other labels include “service integration,” “cross-systems innovation,” “program collaboration” etc.
- Common goal: to simplify and streamline access to and coordination of a broad, often complex array of services in order to improve outcomes for a specific population (e.g., children and families, children aging out of foster care, ex-offenders).
- Requires a shift in focus from delivering discrete services through categorically defined programs to a more seamless, holistic approach.



“Typical” Service Delivery System Attributes

- The system is too fragmented, leaving those clients with multiple issues vulnerable.
- The goals of individual programs are too limited.
- The services are often provided “in an inefficient, duplicative, and bureaucratically confusing manner to those who have the need.”
- The services tend to be lacking in accountability and to be self-perpetuating regardless of effectiveness.
- The service system is not sufficiently attentive to the long-term needs of clients.



Selected Attributes of Interest

- Families have:
 - Access to a broad range of services and supports
 - Ability to engage the system at different levels of intensity
- Families have access to individualized service plans that:
 - Accommodate multiple issues simultaneously
 - Respond to changing circumstances



Selected Attributes of Interest (continued)

- The focus is on achieving overall goals for individuals and families rather than those of a particular program.
- Public programs are viewed as one part of an overall system designed to support achievement of individual, family, and community goals.



Current interest is driven by opportunity...

- Natural progression of reforms since the 1980s.
- There has been a fundamental shift in how policy challenges are framed at the state and local level.
- This shift is reflected in evolving program purposes and emerging institutional cultures.



WELPAN Perspective

- Income Support
- Job Placement
- Retention & advancement
- Family formation/functioning
- Community investments
- Prevention-the next generation
- Rigid silos
- Communication & cooperation
- Collaboration with workforce system
- Further integration with human services
- One stops-public private partnerships
- Continuous scanning & organizational morphing.



Emerging Institutional Cultures

Traditional Attributes	Emerging Attributes
Focus on benefits	Focus on behavior
Limited purpose	Multiple goals
Autonomous agency	Collaborative agency
Autonomous staff	Teams/collaborative staff
Rule oriented	Flexible
Limited target populations	Broader target populations
Short-term focus	Long-term focus
Process oriented	Outcome oriented
Static operations	Dynamic operations



...but also by necessity.

- Various populations have multi-faceted needs that individual programs are not designed to address.
- Concurrently, the ability to access flexible resources has diminished.
- The world is changing fast, immigration, economic transformation, other discontinuities.
- Effectiveness is more often being measured by outcomes rather than inputs or outputs.
- More is being expected with fewer resources.



To Repeat:

● *Old Paradigm*

- Fragmented (around discrete populations, narrow problems, specific technologies)
- Discontinuous
- Inflexible
- Process oriented
- categorical funding, regulatory approaches, oversight & accountability)
- Top down/rbureaucratic

● *New Paradigm*

- Preventative, holistic, inclusive
- coherent, individualized, participatory,
- simultaneity, timeliness, strength-based,
- situationally specific, outcome-focused, professionally oriented
- flexible, transparent boundaries



Challenges

and Opportunities



A Few Minor Challenges!

- 1) Not starting in the “right place.”
- 2) Confusing the means with the end.
- 3) Not having an adequate conceptual framework for thinking about integration.
- 4) Failing to appreciate the institutional implications of proposed changes.
- 5) Thinking about service integration as an event and not a process.



Not Starting in the Right Place

- Focusing on implementation of tactics rather than on:
 - A concrete sense of the target customer.
 - A purpose or vision that demands a cross-system dialogue.
 - A set of goals related to that population tied to measurable outcomes.



Confusing the Means with the End

- “Importing a solution” by picking from a list of tactics such as:
 - Co-location
 - Realigning governance structures
 - Consolidating intake
 - Consolidating job functions
 - Blending or braiding funding
 - Hiring a service liaison or “broker”

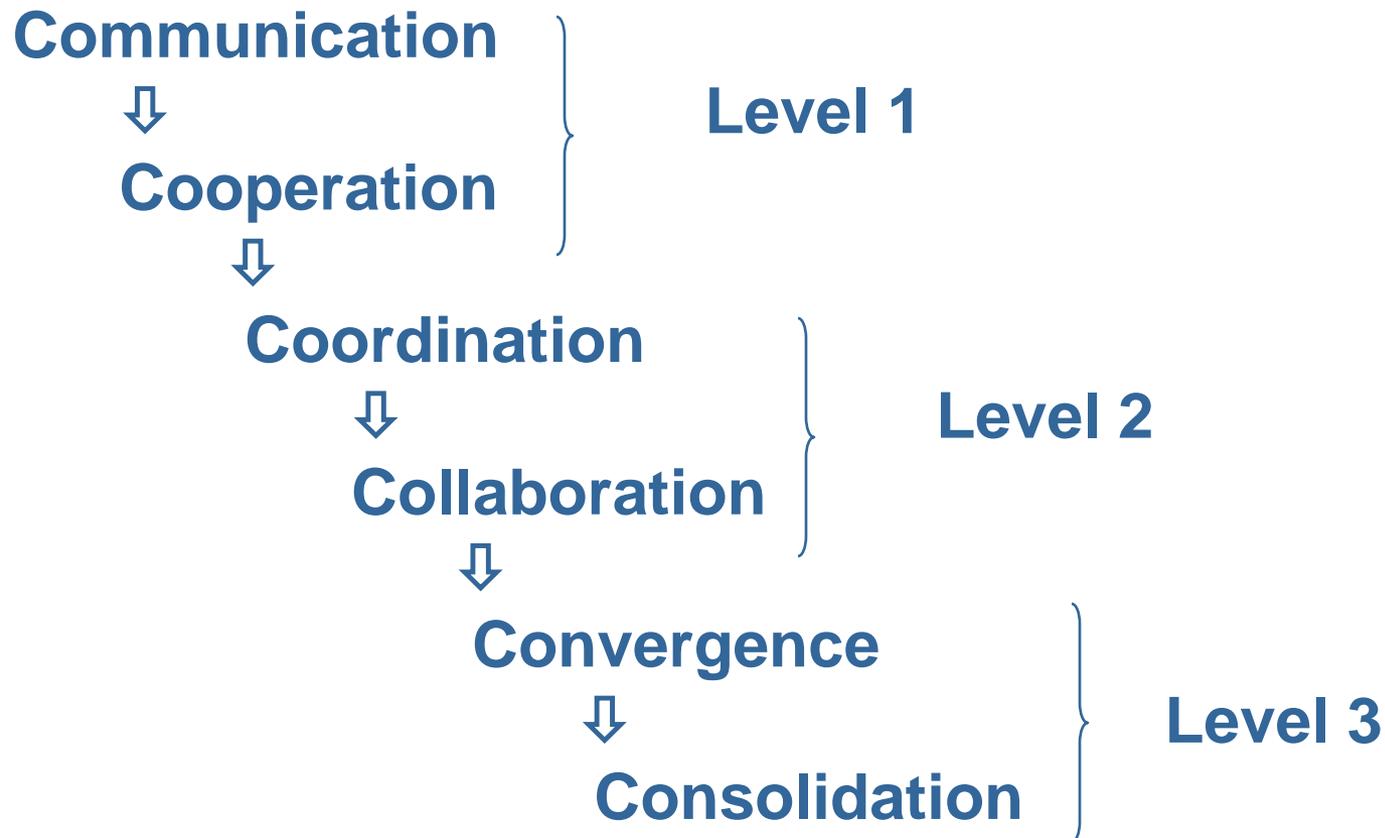


Confusing Structure with Vision

- proximity models
- referral models
- broker & advocacy models
- intensive services models
- special unit models
- 'virtual' integration
- team consultation models
- team-based models
- common caseload models
- Fully collaborative models



Relationship Intensity Continuum





You know you are there when:

- Level 1 – you talk a lot with your peers in other systems.
- Level 2 – you actually work with your peers in other systems and sort of like it.
- Level 3 – the customer does not know which programs are serving him or her, just that they are getting what they need when they need it.



Failing to Appreciate Institutional Implications

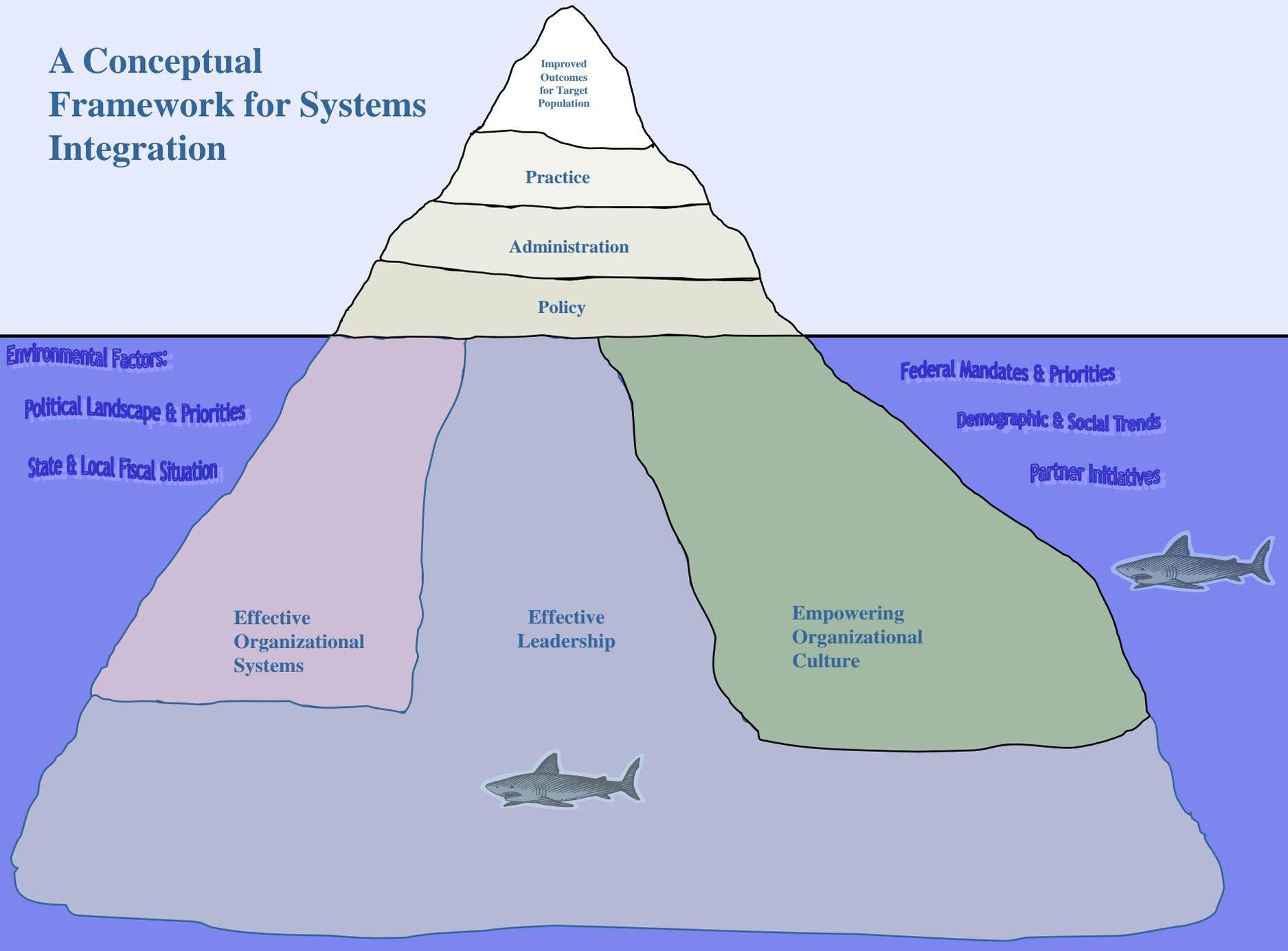
- Concentrating efforts on modifications to practice protocols, administrative systems and policies.
- Neglecting differences in leadership style, organizational culture, and institutional systems.
- Failing to deal with cultural ‘friction.’



Visualizing the Implementation Challenge

- Think of an iceberg.
- Above the waterline are things we can easily see: practice, administration, policy.
- However, there are other important factors below the waterline: leadership, organizational systems, and organizational culture.
- Below the waterline factors are often overlooked when designing and carrying out these innovations.

A Conceptual Framework for Systems Integration



Improved
Outcomes
for Target
Population

Practice

Administration

Policy

Environmental Factors:

Political Landscape & Priorities

State & Local Fiscal Situation

Federal Mandates & Priorities

Demographic & Social Trends

Partner Initiatives

Effective
Organizational
Systems

Effective
Leadership

Empowering
Organizational
Culture





Thinking of Service Integration as an Event, Not a Way of Doing Business

- Limiting flexibility within the implementation process.
- Failing to adjust to changing circumstances.
- Employing a “once and done” mind-set.



Systems Integration Life Cycle





Thoughts on confronting identified challenges



Central Questions

- What is to be accomplished and for whom?
- What tactics and strategies will lead you to the desired outcomes?
- Is there a good fit between the tactics and strategies chosen “above the water line” and the institutional milieu “below the water line”?
- What strategy is needed to bring these two into correspondence?



Four Critical Perspectives

- 1) Start with the ends rather than the means.
- 2) Replace tactical solutions with strategic thinking.
 - Begin with the participant's perspective.
 - Follow with the institutional perspective.
- 3) Determine feasibility (focus like a laser on what can go wrong).
- 4) Managing change deftly yet deeply.



Step 1: Focus on the ends rather than the means.

- Start with the population of interest.
- Determine what you want to accomplish for this population.
- Think hard about why the current system fails
- Articulate a vision for change.



Step 2: Do a “Line-of-Sight” Exercise!

- Develop the story from the participant’s perspective
 - What will the system look like?
 - How will it be qualitatively different from what they experience now?
- Test your theory of change
 - Will your proposed strategies lead to your desired outcomes?



Step 3: Consider whether the proposal is realistic; appreciate your institutional cultures!

- Do you have the pieces in place—leadership, empowered organizational culture, and dynamic organizational systems—to support taking these actions?
- What changes do you need to make before going forward?



Step 4: Manage with sensitivity and care.

- Don't manage with rigid preconceptions.
- Let evidence and feedback lead the way.
- Manage deftly yet deeply.



Managing Change Deftly [top-down strategies seldom work well]

- Guiding principles:

- *Meaning*- purpose & vision & direction
- *Motivation* – continuous encouragement
- *Measurement* – numbers to guide the way.
- *Monitoring* – keep on top of things, much feedback.
- *Mentoring* – lighthouse strategies, peer support, learning academies.



Managing Change Deeply [dimensions of systems change]

- Mission – conceptualizing and communicating purpose.
- Milieu – physical configuration & presentation.
- Management – decision making & communication.
- Manpower – selection, training, incentives, etc.
- Movement – how customers move through system; what they experience.
- Measurement – measuring success, using numbers.
- Morphing – environment scanning, continuous improvement



Some Final & Random Thoughts



False Barriers

- Federal regulation
 - Privacy Issues
 - Cost allocation rules
 - other...
-
- Somebody, somewhere has found an answer.....



Some Real Pitfalls

- Target efficiency dilemma
- Cost savings illusion
- Accountability and control illusion
- Going to scale
- Someone is always left off the island.



Biggest bites in the behind!!!

- Culture clashes (team building, walk in each other's shoes, time, keep eyes on the prize.)
- Keep saying yes, don't believe accountants and lawyers when they say no.
- Fatigue—this is a marathon, not a race.



Watch the language!

- NOT THERE YET—
 - ‘They’ don’t understand...
 - Their clients are too difficult or hopeless....
 - ‘My’ work is more important, is mandated by courts, is a top priority...
 - ‘They’ have it so easy..
 - ‘We’ have it so hard...
- GETTING THERE –
 - When staff & mngmt. From different systems:
 - understand each other’s acronyms
 - can describe each other’s jobs
 - can do each other’s jobs, at least in part
 - actually enjoy being in the same room, laugh with each other..
 - Transition from they and them to we and us...



Finally-the three keys to success.



Key no. 1

- LEADERSHIP



Key no. 2

- LEADERSHIP



KEY no. 3

- LEADERSHIP



Contact Information

Jennifer Noyes

jnoyes@ssc.wisc.edu or 608-262-7990

Tom Corbett

corbett@ssc.wisc.edu or 608-852-3556

See

<http://www.irp.wisc.edu/research/reorgsocpol/systemintegration/resources.htm>