Beyond Fragmentation to Strategic Collaboration by Child Welfare, Treatment Agencies, and the Courts

Putting the Pieces Together Conference

Sid Gardner

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4940 Irvine Boulevard, Suite 202
Irvine, CA 92620
714.505.3525 Fax:714.505.3626
www.cffutures.org

How are we using these words?

- **Fragmentation—that's how the current systems usually operate—separate, isolated, insular**

- **Strategic—what's that?**

- **Collaboration—meaning what?**

To be strategic is…

- To make priorities clear, instead of doing a lot of low-dosage projects unconnected with policy goals
- To stretch dollars by demanding greater effectiveness and defunding weak programs
- To pick partners who have needed resources and agree on how to measure progress
- To use grant funding to leverage redirected funding already in the community
- To mobilize resident and community energy to add human resources to fiscal resources

Collaboration: An overused, underdefined word

Best definition: *doing together what we can't achieve separately*

- Client-driven vs agency-driven collaboration
- The myth of self-sufficiency
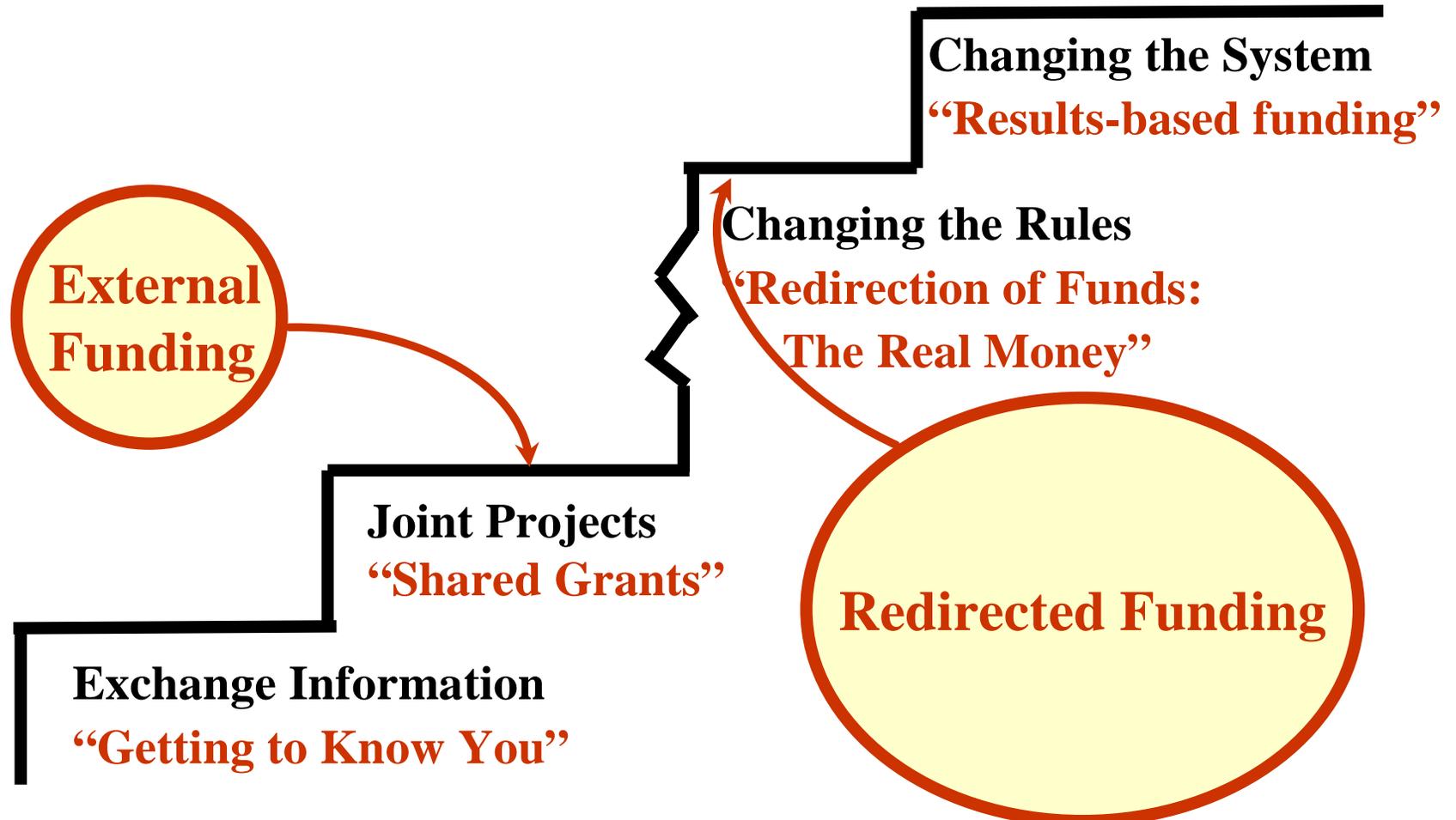- A good fit between resources and results

The Top Ten Avoidable Mistakes

#10: Collaboratives assume they are the only group working on a problem in their community or state

#9: Collaboratives avoid values talk

#8: Collaboratives focus on projects rather than policy changes

#7: Collaboratives accept barriers as given and fail to build "barrier-busting" into their work

#6: Collaboratives report monthly on their activities rather than their results

The Top Ten

#5: Collaboratives emphasize grant funding rather than existing institutionalized funding

#4: Collaboratives choose top-down or bottom-up approaches—both are critical

#3: Collaboratives leave out key partners: general partners vs limited partners

#2: Collaboratives focus on integration in a space—co-location and "one-stop"—rather than integration over time

#1: Collaboratives fail to develop shared outcomes and use separate scorecards: "parallel play"

Four Levels of Collaboration

Changing the System

"Results-based funding"

External Funding

Changing the Rules

"Redirection of Funds:
The Real Money"

Joint Projects
"Shared Grants"

Redirected Funding

Exchange Information

"Getting to Know You"

So: Collaboratives often start with an emphasis on funding a new project, but they achieve payoff when they move toward results

- Collaboratives attract commitment when they show they can get more resources—both dollars and "people resources"—than an agency can get on its own
- In the longer run, resources ultimately flow from *achieving better results or evoking the hope of better results*—which demands both an objective and a subjective agenda

The Tools of Collaboration

- **Multidisciplinary teams**
- **Interagency task forces**
- Coterminous service boundaries and geo-coded service data
- Joint planning
- Joint outcomes reported to multiple agencies, coalitions, or networks
- Joint management of programs
- Joint or integrated information systems

The Tools of Collaboration

- Joint purchase of services
- Joint training and in-service education
- Co-location of services
- Community asset mapping and inventories of services
- Memoranda of agreement for interagency referrals
- Out-stationed staff
- Case management

The Tools of Collaboration
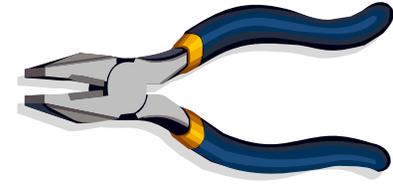
- Client vouchers for services
- Peer mentors or coaches
- Community partnerships for family support
- State enabling legislation with waivers of separate program requirements
- Sustainability plans based on targeted long-term funding
- Collaborative values inventories
- Collaborative capacity self-assessment tools

Self-assessing Your Collaborative

- **Which tools do we use? What tools do we need?**
- **CCI and CVI as self-assessment tools**
- **Given self-assessments, where do we put the bridges?**

Where do we put the bridges?

- **Where are the key bridges?—the most important handoffs—the basic elements where the systems need connections?**

- **Our framework: the ten elements**

- **Adapt it, revise it—but without a framework, any bridge will do—because you don't know where you're going *first***

The Ten Bridges

- Values
- Client screening and assessment
- Client engagement and retention
- Services to children
- Budgets and funding streams
- Information systems and outcomes
- Training and staff development
- Links to the courts
- Links to other agencies
- Links to the community

See *Navigating the Pathways* report and National Center website:
www.ncsacw.samhsa.gov)

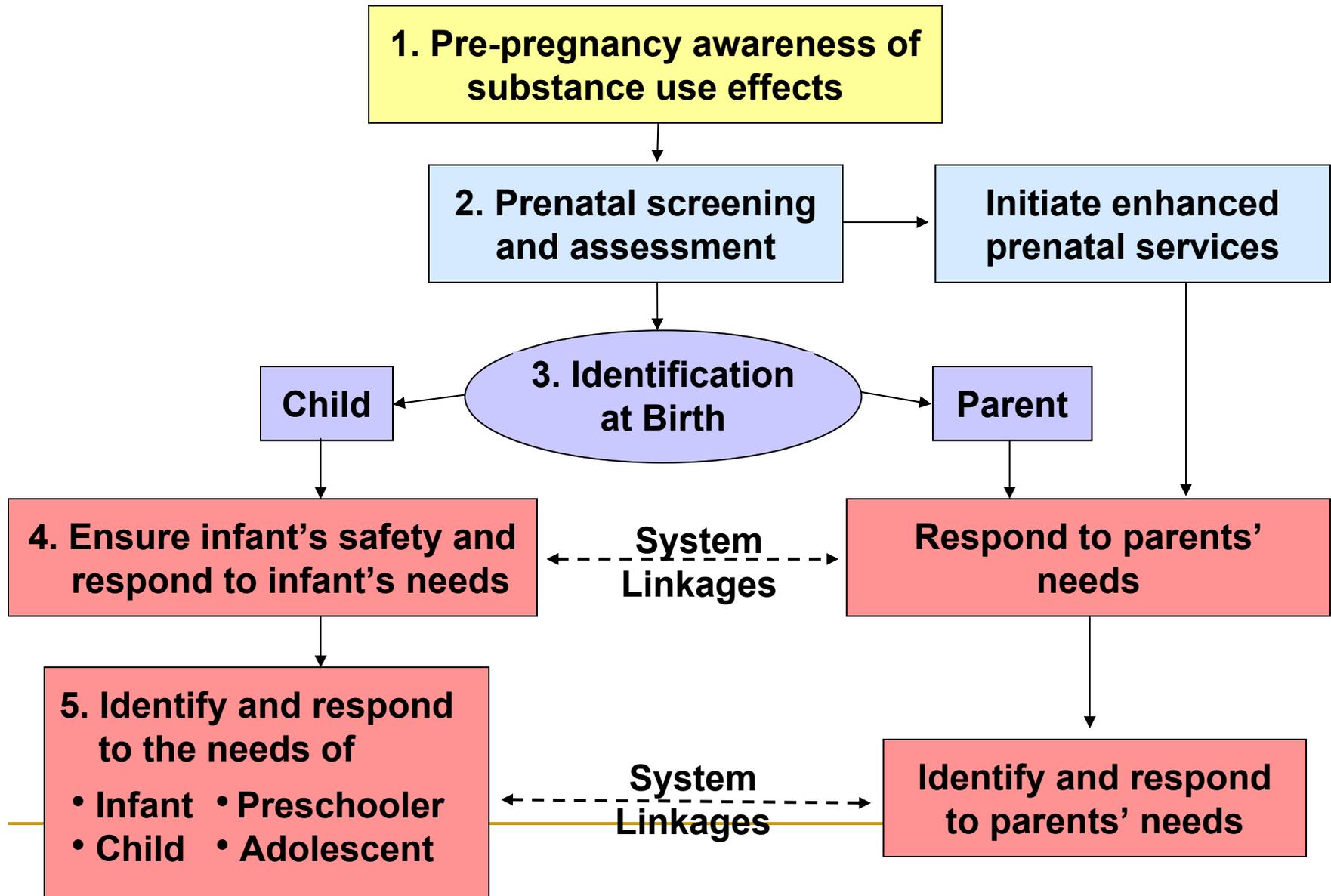# But—If it doesn't get to *shared outcomes*, it is all still talk

The clues:

- When AOD staff knows reunification and placements,

- CWS staff monitors recovery, and

- Courts monitor both sets of totals annually in public reports, instead of operating case by case

What are the Key Lessons of 40 Years of Service Integration and Collaboration?

- **Integration *in time* matters more than integration in place**
  - 5 levels of intervention with prenatally exposed children
  - aftercare in AOD and MH treatment
- *Shared outcomes* is the final test of serious SI/collaboration—can systems agree on some shared measures? e.g. federal CFSR uses CW outcomes only; e.g. child care-schools handoff—what are the measures?
- Family treatment requires *changing the rules*, e.g. mental health silo planning—adults, children—where are families? e.g. information systems—where are the missing boxes?

Policy and Practice Framework: Five Points of Intervention

1. Pre-pregnancy awareness of substance use effects

2. Prenatal screening and assessment

Initiate enhanced prenatal services

3. Identification at Birth

Child

Parent

4. Ensure infant's safety and respond to infant's needs

System Linkages

Respond to parents' needs

5. Identify and respond to the needs of
- **Infant**
- **Child**
- **Preschooler**
- **Adolescent**

System Linkages

Identify and respond to parents' needs

Watch out for:

- **The mythical barriers to collaboration**:
  - ❑ **Confidentiality**
  - ❑ **Categorical funding won't let us do it**
    - ■ versus setting clear priorities
  - ❑ **Tool wars**
    - ■ whose screening and assessment tools to use?

Watch out for:

- **<u>The fallacies of collaboration</u>**
  - **One-stop shopping**
    - **versus SI over time**
  - **Top-down vs bottom-up integration**
  - **Training by itself brings change**
  - **<u>Pilot projects</u> bring change**
    - **when they may *insulate* agencies from real change**

Beethoven and Sherlock Holmes: What is Not Happening Matters

- **Missing shared outcomes**
- **Missing partners**
- **Avoiding values talk**
- **Missing data nuggets**
- **No inventory of total resources**
- **No discussion of targeting**

Final Thoughts on Collaboration

- **The people who do it, with and without credentials, are assets, and they need training to do it better**
  - some people are **much better at it** interpersonally, because it is about relationships
  - So self-assessment means asking if we have people in our "diplomatic corps" who are good at those relationships

Final Thoughts on Collaboration

- **Collaboration is deciding "who do we need to succeed?"**
  - **Choosing partners based on clients' needs**
- **Collaboration multiplies our effectiveness for** *the clients*
- **Collaboration=shared results= sustainability**

If collaboration isn't about better results for clients,

it isn't worth doing

"We're getting better at it…"

…**is not the same as** *making things better* **for children and families**

Tension: Process of collaboration vs its results

Are we going to be satisfied with meetings—or should we demand results and agree on the best way to measure them annually?

<u>Collaboration quotes</u>:

I found that the entrepreneurial spirit producing innovation is associated with a particular way of approaching problems that I call "integrative": the willingness to move beyond received wisdom, to combine ideas from unconnected sources, to embrace change as an opportunity to test limits. To see problems integratively is to see them as wholes, related to larger wholes, and thus challenging established practices.

Rosabeth Moss Kanter, *The Change Masters*

Collaboration quotes:

Interagency collaborative capacity has an objective and a subjective component: formal agreements, budgets, personnel, accountability, but also *expectations, legitimacy, and trust.*

Eugene Bardach, *Getting Agencies to Work Together*