

**FROM PRINCIPLES TO PRACTICE:
SYSTEM OF CARE
INSTALLATION & GOVERNANCE**




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Harris County TX: Third largest in USA
Over 1,000,000 children & adolescents
Diverse ethnicity & culture



Assumptions
Grant would function similar to previous multi-agency efforts

Challenges
Incorporating system of care principles, especially family voice

Program installation through Year 2
Conflict & miscommunication amidst sincere efforts

Year 2 site review recommendation
Governing board retreat to address the following:

Problems in Program Installation
Governance board structure & size

13 state & local agencies on original governing board

51% must be family members

Some family members represented family advocacy community organizations such as: CHADD, ADDA, FFCMH, NAMI

Governance structure: 16 monthly meetings of
3 Task Forces with
9 Workgroups & sub-committees

Governing board: N= 38



Problems in Program Installation
Governance structure & process

Within each of 3 task forces & 9 committees
Different interpretations of system of care values & principles
Structural recipe for miscommunication & duplication of effort
Blamed personalities as barriers to change

Increasing family representation slowed decision making
Agency executives commitment was strong
Family members were passionate
But family voice seemed to mean approving every decision

Additional complications
Multiple family advocacy groups
Multiple leaders
All trying to form a single group
(Parent Empowerment Group)



Problems in Program Installation
Family members in the governance structure

Mistrust & misunderstanding

Many family members had previous negative experiences with agencies represented on board

Family advocacy groups operated in less formal manner

Agency executives worked together in other forums

Decisions were constantly "re-decided"

Blamed personalities as barriers to change



Problems in Initial Implementation
Organizational context & readiness

Implementation of wraparound


Agency executives commitment to use model was strong

But training events did not produce consistency or fidelity

Wraparound philosophy & process were not well understood

Attempts at transformation of practice were met with resistance

Agency-based wrap teams did not change agency practice



Problems in Program Installation

Mother nature & staff selection

Grant award occurred in close proximity to Hurricane Katrina

Massive influx of evacuees with mental health needs

Interfered with initial staff selection

Interim Project Director tasks:

Decrease number of governing board members

Increase diversity in governing board to include family members being served by grant

Simplify & unify workgroups including multiple family groups



Program Installation Decision-Making Forums

Governing Board (N=38)
Executive Committee

Fiscal Task Force

Operations Task Force

Membership Committee

Services Protocol & Procedures Committee

MIS Committee

Training Committee

By-laws Committee

Multiple family advocacy groups

Strategic Planning Task Force

Systems of Care Committee (community partnerships)

Sustainability Committee

Advocacy Committee

Youth Advocacy Council

Evaluation Advisory Council



Governing Board Year 1

Without a shared, explicit understanding of a Harris County Systems of Care, each member saw Systems of Hope with different expectations & as a different organizational model that included:

"Systems of Hope should operate like another agency"

"Systems of Hope is where I find my support"

"Systems of Hope should operate like a for-profit business"

"Systems of Hope should operate like a governing body"

Nevertheless, we continued to work within parliamentary structures & procedures that were not a productive basis for acknowledging or working with these differences



Implementation Research

Implementation is a specified set of activities designed to put into practice a program of known dimensions.

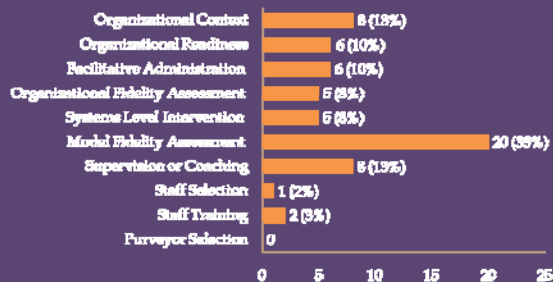
Implementation processes are purposeful, described in sufficient detail so independent observers can detect presence & strength of a specific set of activities.

Implementation activities are described in sufficient detail so independent observers may detect their presence & strength.

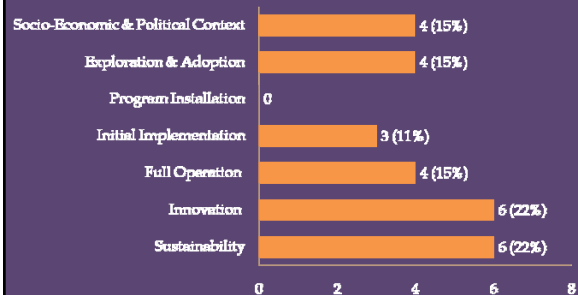
Fixsen, D.L., Naoom, S.F., Blase, K.A., Friedman, R.M. & Wallace, F. (2005). Implementation research: A synthesis of the literature. Tampa, FL., University of South Florida, Louis de la Parte Florida Mental Health Institute, The National Implementation Research Network (FMHI Publication #231)



Results Meta-review of wraparound literature 1987-2008 Core implementation components N= 61



Results Meta-review of wraparound literature 1987-2008 Stages of implementation components N= 27



Theory Base for Team Development



NIDRR studies by five universities:
Elements of effective teamwork in developmental disabilities
(Eno-Heineman, 1997)

Applied in SAMHSA grants: Studies on wraparound theory base
(Bertram & Bertram, 2004; Malysiak 1997,1998; Malysiak-Bertram, 1998-2001)

Applied in Kansas City multi-system child welfare change efforts
(Bertram, 2008)

Team Composition




Differentiate!
One team with subsystems

Core
Those who best know the situation
or who influence use of key resources

Extended
Those implementing plan strategies



They provide service & information
but are not team decision-makers



Systemic Team Development

Power & challenge of collaborative models: differing perspectives

Team composition affects assessment & outcomes

Clear team structure maximizes team efficiency & efficacy

Team structure: 4 evolving, inter-related sets of agreements

Greater cohesion in agreements contributes to better performance


Shared goals & rules of operation are basis for collaboration

Assessment is ecological & systemic, summarized by team agreement on current status that is used with goals to develop plan of action

Bertram, R.M. (2008). Establishing a basis for multi-system collaboration: Systemic team development. *Journal of Sociology & Social Welfare*,

Team Structure

<p>1. Ultimate goals</p> <p>2. Rules of operation</p> <p>Information-sharing Information needed How to share it</p> <p>Decision-making How to make decisions when not all agree</p> <p>Conflict resolution</p>	<p>3. Assessment Ecological Competencies & Assets Constraints & Challenges</p> <p>Status agreement Summarizes assessment Places problems-in-context Brings assumptions forward Used with goals to develop plan</p> <p>4. Action plan & evaluation Strengths as levers for change Lessons guide further efforts</p>
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Systems of Hope Goals

Clarification & support of practice

Timely family-centered, youth focused care will be easily accessible, collaborative & integrated, individualized, flexible, effective, seamless & reflective of systems of care principles as we work toward family, youth & community safety & support

Systems Transformation

- Early response to needs of families
- Collaboration among community resources
- Families & youth are involved collaboratively at all levels
- Supported by centralized data sharing & open communication
- Joint training provided for direct service staff, families & community to enhance respect, collaboration & awareness
- In the process we embrace change of policy & procedures within an established infrastructure to sustain this effort



Information we must share

Clarification & support of practice

- Current info on family & youth, including presenting problems, strengths, engagement with formal services & informal natural supports, gaps and barriers to meeting needs
- Information regarding community resources & supports

Systems Transformation

- Are family & youth engaged with other agencies?
- Aggregate data to board on fidelity, outcomes, costs, satisfaction, gaps, barriers, & capacities
- Measures of collaboration & commitment
- Background info to guide decision-making on action items
- Currently, what can agencies & organizations do?
What are their responsibilities & constraints?




How we share information

Clarification & support of practice

- Respectfully
- Help families organize, get copies of their info
- Centralized form for gathering & sharing info
- Strive not to use terms that make us defensive

Systems Transformation

- White papers on big issues (pros, cons, concerns, etc)
- Social marketing to agencies on benefits of SOC
- Aggregate, de-identified data that reveal progress toward achieving overall goals
- Memorandums of understanding between agencies & groups
- Defining terms so everyone understands
- We will respectfully advise others of terms that are offensive



How we share information

Governing board process


- Respectfully, with efficient use of time
- If you do not have enough information... ask for it
- Use work teams to clarify issues & generate pros & cons.
- Send these "white papers" within 5-7 days of board discussion & decision-making
- Families & staff will experience no ramifications from active participation



How we make decisions

Governing board process

- Refer all discussions to our overall goals
- Have we followed our information sharing rules?
- Fact based & data driven
- Dialog, within time limits, try to reach consensus (Consensus is group decision without strong dissent)
- If necessary vote
- Record decisions: Pro & cons & dissenting opinions
When information dictates we may rethink previous decisions by first exploring the dissenting opinions, pros & cons



How we resolve conflict

Be Respectful & use a step by step process

- Identify if conflict is practice or systems level
- Do we have all of the information that we need?
- If not, table the issue and/or send it to a workgroup
- When things get emotional, what is the emotion about?
- Present viewpoints as objectively as possible
- Consider the tone of your presentation
- Listen to opposing views
- Look for similarities then look for differences
- Can it be resolved now?
If not then use an ombudsman or workgroup

Ecological assessment Assets & competencies

Experienced staff, families, & agencies

History of collaboration using wraparound in TRIAD agencies
We have many of the right people at the table

Community network of family organizations

NAMI, CHADD, Federation of Families, & more are working together
Commitment level & confidence of governance group
Part of national movement of systems of care
Systems change work group & opportunity for systems change
Youth engagement & support

Informal social marketing is occurring

We have passion & commitment
We have an opportunity to breakdown service barriers

Diversity of the county


Offers many informal supports



Ecological assessment Assets & competencies

Direct practice: wraparound implementation

Some teams are well composed & aware of resources
Flex funds for families
Youth engagement & support



Children & Youth Services & Juvenile Justice transformation
Juvenile Justice resources & willingness to engage
Wraparound teams operate outside of Systems of Hope

Timeliness of grant

Insurance companies are interested
Funding sources want youth to remain in own homes
Interest from business community

Ecological assessment Constraints & challenges

Governing board process

Deficits in board development include a micro focus on operations

We have been polarized with unclear roles and processes

We need a smarter & more efficient structure

Work team roles, responsibilities & process aren't clearly defined

We must refine & increase youth engagement & support

Need more diversity on Board

Gaps in knowledge base: Systems of care & wraparound



Ecological assessment Constraints & challenges

Direct practice: wraparound implementation

Depth of understanding & practice in the agencies

- Gaps in knowledge & skills
- Model fidelity is a concern in all agencies
- Composition & structure of care teams

Cost benefit analysis


Family constraints are not being addressed such as transportation & childcare

- More flex funds needed
- Not using family advocacy groups

Greater cultural competence engaging families & their communities

- Violence in community

Refining and increasing youth engagement and support



Ecological assessment Constraints & challenges

Systems Transformation

Complexity, size and diversity of county

Large number of service organizations in community

We haven't engaged schools, churches, small businesses & government

Individual agency climate & culture challenges

Implementing evidence based practices

Medicaid billing issues re: wraparound

Challenge of sustainability in a resource deficient State

PEG is in its infancy & must develop



Assessment summary

We've made tremendous efforts in a short period of time.
It's like being in a tornado while trying to construct a road.
After this retreat we're on the road to transformation.

Opportunities at multiple levels

We are part of a national movement with wealth of resources, experience, knowledge, passions & commitment (see asset assessment)


Positive things are happening with families & youth (see recent outcomes)

Challenges

We've been unclear about structures, roles & responsibilities.
We're ready to clarify these with realistic expectations & effective governance

We've also not been as clear as we must about both wraparound and systems of care, within the grant, within agencies & the community

Along the way, some of us were hurt even though no one meant to hurt anyone. We now have a structure we created to move beyond this.



Plan of action


Board level

Grant director & staff will meet with co-leaders of work teams to:

- Define role & responsibilities of each team
- Prioritize & fit activities from action items
- Identify pros & cons of this selection and then
- Send a white paper summary to governing board for March meeting

Based on white paper, we will develop strategic plans to address practice & systems transformation activities to move Systems of Hope toward accomplishing our overall goals.


Unanimously accepted by governing board 1-26-2008



Action items

Systems Transformation

- Define workgroup tasks & functions
 - Assure appropriate representation of families, youth & agencies
- Develop team to work on sustainability & model fidelity
- Identify team leaders committed to team effectiveness
 - Document activities in sufficient detail to inform governing board
- Define Parent Empowerment Group's role and responsibilities so it acts as an independent family service organization leading families to appropriate self sufficiency
- Engage schools in the grant



Action items

Systems Transformation

Train board, agencies, & community on wraparound


Each agency representative must:

1. Educate their board on Systems of Care
2. Identify practices & procedures that may need to be changed to implement systems of care principles & wraparound

Create community alliances via social marketing of a clear message

Identify & link to grassroots community resources

Create funding streams for sustainability



Action items

Direct practice level

Define grant staff roles & responsibilities

Free grant staff to make operational decisions

Reorganize staff assignments from agency to geographic area

Establish ongoing training (wraparound vs. case management)


- Clarify services, policies & procedures
- Engage schools on wraparound teams
- Use families in clarifying practices
- Clarify roles of wrap teams & Parent Empowerment Group
- Identify & implement evidence-based practices
- Clarify expectations of referral sources

Post-Retreat Governance Structure

Governing Board (N= 20)



- Cultural & Linguistic Competency Work Team
- Continuous Quality Improvement Team
- Evaluation Advisory Council
- Fiscal & Sustainability Work Team
- Parent Empowerment Group
- Social Marketing Work Team
- Systems Change Work Team
- Youth Advocacy Council



Recommendations

Program installation requires a well-composed, well-structured team

Establish practical initial agreements on:

- Ultimate goals & rules of operation
- Information necessary to achieve goals
- How that information should be shared
- How decisions should be made when not all agree
- Conflict resolution guidelines

Those agreements serve as basis for collaborative program installation

Deeper, broader community assessment is then possible

Plan development for initial implementation then has more buy-in



Implications

Value-based principles, relationships, charismatic leaders, & task forces guided by parliamentary procedure do not ensure collaboration, integration, efficiency, nor efficacy

Theory base that may better support collaboration & integration of efforts?

- Systemic Team Development
- Ecological Systems Theory