

Change Along the Human Services Value Curve: Creating an Integrated and Comprehensive Health and Social Services Organization

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EXECUTIVE SUMMARY

The ultimate goal of the Social Services Agency is to create healthy, safe, and stable communities. In order to accomplish this goal, Solano County has set out on a five-year journey to create a more integrated and comprehensive organization. Utilizing the Human Services Value Curve (HSVC) as a roadmap to success, Solano County is changing the way services are delivered to our community.

In today's fast-paced world, with its many stressors, it is essential that a social services agency

adapt to the needs of its clients and make gaining access to multiple services a more streamlined process. This goal, to improve on service delivery, is one that is shared with Santa Clara County. The guidance provided by the Human Services Value Curve, along with Solano County Health and Social Services Department's willingness to share both their challenges and successes, are vital in implementing positive change for Santa Clara County.

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Introduction

Santa Clara County covers 1,304 square miles and is comprised of a diverse population with a multitude of needs. In 2018 the Santa Clara County Social Services Agency provided CalFresh benefits to 82,030 individuals, Medi-Cal coverage to 378,698 individuals, and CalWorks assistance to 6,036 families. It is the mission of our agency to provide resources and opportunities in a culturally responsive manner to enhance the quality of life in our community by protecting, educating, and empowering individuals and families. In order to assist in advancing our mission it is important to learn from and collaborate with neighboring counties. Solano County's Health and Social Services Department is also moving forward in their mission to make the necessary changes to their organizational structure in order to meet the needs of their clients. In order to do this, they have sought out guidance utilizing the lens of the Human Services Value Curve.

Change Along the Human Services Value Curve

Created by a collaboration of Harvard University's Leadership for a Networked World and health and human services professionals as part of a Human Services Leadership Summit at Harvard University, the Human Services Value Curve (HSVC) is a framework for improving the human services agency's current business model in order to deliver better outcomes for the communities in Santa Clara County. The social services agency provides the necessary benefits for its clients in order to improve their

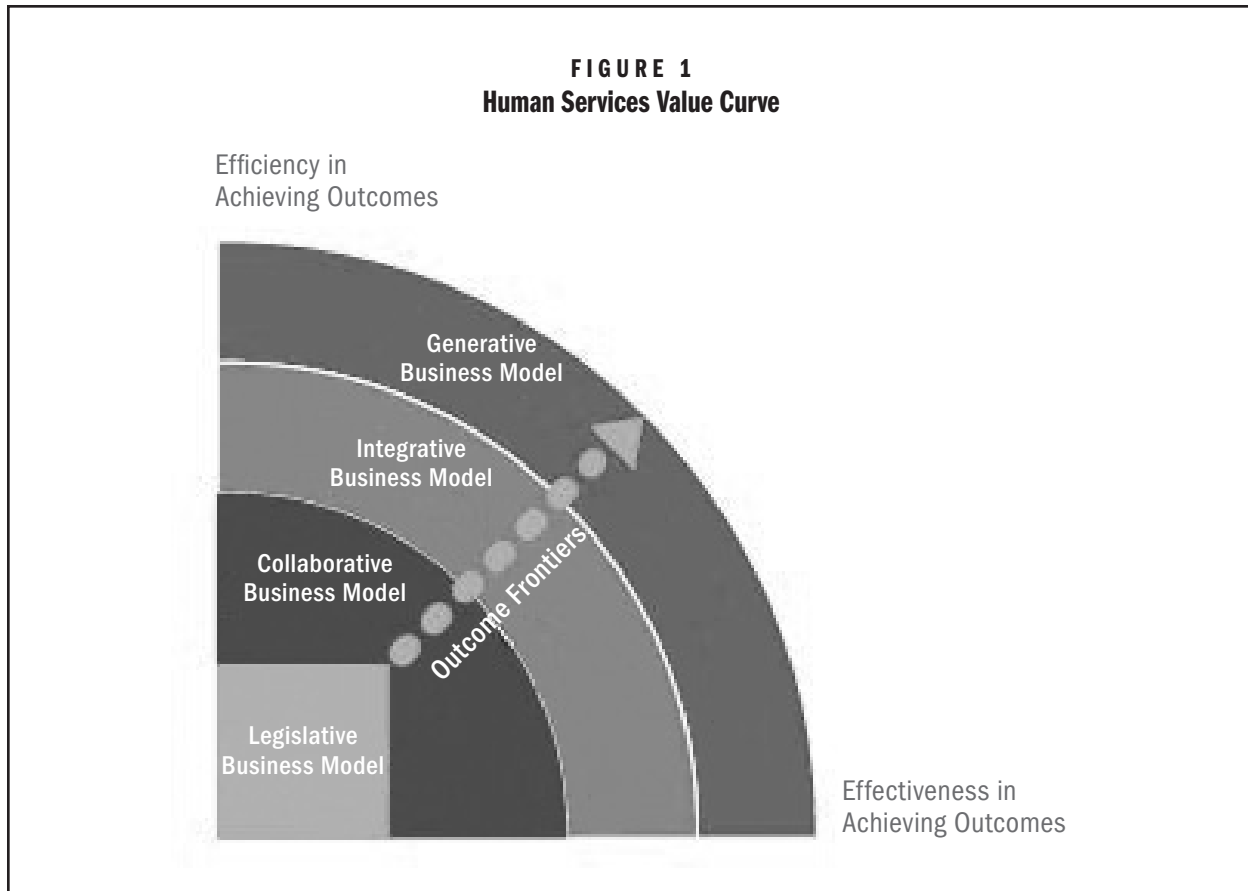
lives overall, but what if it could do more than just provide services? The Human Services Value Curve is comprised of four levels representative of how an agency can engage with its clients in order to ensure that it makes a larger impact on the communities that it serves.

REGULATIVE BUSINESS MODEL

The Regulative Business Model focuses on serving individuals who are eligible for a particular service while complying with policy and program regulations. This model is in essence providing a service both effectively and accurately but not going beyond the minimum requirements set by the current regulations and business processes. This is the business model that many human services departments find themselves adhering to.

COLLABORATIVE BUSINESS MODEL

The Collaborative Business Model extends past the minimum requirements and necessitates that staff work across agency and programmatic boundaries to connect our clients not only with the services they are currently applying for, but for all services available that they may benefit from. This business model expands on the current "no wrong door policy" to extend outside of health care and include all other services available in our community. Using this model requires building relationships and referral processes between our benefits department and other services both inside and outside of the Social Services Agency.



INTEGRATIVE BUSINESS MODEL

The Integrative Business Model goes beyond providing the necessary services and seeks to treat the root causes of client's needs by integrating services at a more advanced level. This business model requires that the reason for the need be researched and a plan created to address the findings. For example, an individual applies for CalFresh with the human services department and during the application process they divulge that they lost their job and only have enough money in their savings to cover one more month of rent. In addition to approving the applicant's CalFresh benefits, the client is also referred to the county's paid internship program. By assisting the client with their search for employment they have not only received the benefits they applied for, but they are also on the road to self-sufficiency. Treating the root cause and addressing all potential contributing factors makes a greater impact on the community and the individuals served.

GENERATIVE BUSINESS MODEL

The Generative Business Model, like the Integrative Model, applies the idea of root cause analysis but on a larger scale. As opposed to addressing the root cause of the issue that the applicant is dealing with, the root cause analysis is done within a community. The focus becomes prevention strategies and broader support. An example of this would be that there has been an increase in CalFresh applications from individuals in a particular neighborhood which may speak to an underlying issue. Further research uncovers that the unemployment rate in that neighborhood has increased due to the closure of a large factory. Instead of solely approving CalFresh benefits for applicants in that area, job fairs and employment trainings are held in that neighborhood. Treating the root cause for the community not only addresses the applicant's needs but circumvents the potential for additional households to require additional aid.

Solano County's Application of the Human Services Value Curve

Solano County has set out on a five-year mission to create a healthier community. In June of 2018 they began this journey by creating new mission, vision, and values statements:

Mission: The mission of Solano County's Health and Social Services Department is to promote healthy, safe and stable lives.

Vision: A Healthy, Safe and Stable Community

Values: Diversity, Respect, Integrity, Fairness, Transparency, Equity, Responsiveness

It was also at this time that the county began to work towards a complete Health and Social Services Agency reorganization. In order to assist in ensuring that the reorganization is client-centered and that integration of services is achieved, Solano County utilized the lens of the Human Services Value Curve. Solano County has partnered with both Performance Works and the American Public Human Services Association in an effort to reach their goal of improving the overall delivery of services and the lives of those in their community.

PERFORMANCE WORKS

Performance Works was contracted at a cost of \$179,000 for the time frame of July 2018 to June 2019. During this timeframe, Performance Works has met with Health and Social Services Administration to build a strong communication plan with staff. They have created and implemented a number of workshops with management in order to expand on current "top down" leadership styles. Information gathered from staff and client focus groups were also shared with the administration collaborating with Performance Works in order to assist in guiding management in a direction for agency improvement that would benefit both line staff and the clients served.

AMERICAN PUBLIC HUMAN SERVICES ASSOCIATION (APHSA)

The American Public Human Services Association is a subject matter expert in the field of the Human Services Value Curve and, as such, they have been instrumental in determining how the lens can be used to reach the goals set by the Health and Social Services Agency. APHSA was contracted at a cost of \$84,000 for the timeframe of July 2018 through June 2019 and utilized the Define-Assess-Plan-Implement-Monitor (DAPIM) model in their contract. APHA began their work with Solano County by gathering data to determine what changes were required to move forward on the Human Services Value Curve towards client-centered service integration.

In October 2018 a staff survey was sent out in order to determine how Health and Social Services (H&SS) staff view the agency and its position along with HSVC. Over all, questions around what employees thought drives change in the agency, how they felt their managers viewed the agency, how they felt services were provided and coordinated across the departments were a few areas of review. Of the 1,200 staff in the Health and Social Services (H&SS) agency 338 (nearly one-third) responded to the assessment. The most prevalent findings were that:

- 62% of staff stated that they have limited knowledge of other programs in H&SS
- 45% of staff stated that they work directly with program participants
- 78% of staff live in Solano County
- 4% of staff agreed that Solano County's H&SS strategies currently address the root cause of client's needs
- 36% of staff have no knowledge of H&SS' Executives Team's strategic plan

These findings solidified the need for the agency reorganization. It became clear that in order for staff to provide more integrated services, additional training and better communication between service providers would be required. The result also

highlighted the need for further transparency in the agency's goal to progress in the Human Services Value Curve.

APHSA also developed and provided a survey to program participants in order to gauge their view of the services provided and how the application and continuing benefits processes could be improved upon. The survey was completed by 568 clients; it included questions about the types of benefits and services the client received from Solano County, their ability to apply for multiple services at once, and any barriers they currently had to receiving services. The most prevalent findings of the client survey were that:

- 49% of clients felt they could not apply for multiple programs at once
- 22% of clients felt they had barriers to receive services (i.e. transportation, time, language barrier)
- 34% of clients stated that the greatest need for self-sufficiency was housing
- 55% of clients stated they would share basic information for coordination of care

In addition to the surveys provided, over 10 focus groups comprising of both staff and clients were hosted. These focus groups allowed for line staff and the community to be a part of the change. Their views and ideas were heard and later presented to the administration. It is crucial that the agency's goals are in line with the needs of the community. It is also imperative that line staff is a collaborative partner in the changes that are required to move from the Regulative Business Model to the Collaborative Business Model of the Human Services Value Curve and eventually to a more Generative Business Model.

As a result of the many focus groups and surveys, APHSA will be conducting a final presentation to the Solano County Administration that will incorporate the feedback received as well as a "Roadmap" to reach the county's desired future state. This "Roadmap" includes best practices and strategies identified by staff, key partners, and community members to achieve movement on the Human

Services Value Curve and assist in providing integrated services across departments that can forever change the client's experience and relationship with social services.

Recommendations (Roadmap)

The Roadmap facilitated by APHSA and developed by a diverse representation of staff has provided Solano County with focus areas for improvement, as well as an outline of essential components necessary to keep their plan for change on track. These focus areas are separated by an overall desired outcome and then further broken down by the strategy to reach the desired outcome. Some of the most pertinent findings which are now desired outcomes and strategies are as follows:

- **Technology Improvement and Strategy:** Single point of entry into an integrated self-service delivery system
- **Collaboration and Strategy:** Create opportunities to collaborate internally across units and departments
- **Accountability of Middle Management:** Middle management working with line staff and supporting the H&SS vision, mission, and strategy implement a 360° Evaluation process throughout H&SS

For each focus area the roadmap requires that Solano County staff take into account the following factors:

- Actions (required to implement the strategy)
- Resources
- Responsible Party or Parties
- Measurement
- Time Frame
- Status

With the Roadmap as a guide, it is only a matter of time before Solano County Health and Social Services Department creates a department that operates as an integrated health and human services organization.

Lessons Learned

While Solano County is on the path to success, the road traveled could have been made a bit easier by making a few small changes in their original implementation plan:

- Working with two different organizations (Performance Works and APHSA) garnered a good deal of information; however, they had different timelines, so ensuring the project deadlines were met was sometimes difficult. It is crucial that all parties communicate frequently in order to keep the project moving forward on schedule.
- If contracting with multiple organizations, ensure they already have a working relationship and shared goals.
- It is great to have a big picture goal; however, it is also very important that all parties involved are clear on the steps required to reach that goal. Make sure to have a clear outline of what the entire process entails.
- Utilize or develop a board or committee of program participants to have a constant voice and vote with regard to departmental changes.

Recommendation for Santa Clara County

Santa Clara County is in a constant state of reinvention and improvement. In recent months there have been several staff surveys sent out in order to determine how to both improve the daily lives of staff and the clients that it serves. It is because of this shared goal between administration and line staff to constantly improve on service delivery that the lens of the Human Service Value Curve can be utilized in Santa Clara County.

Santa Clara is not currently undergoing a complete agency reorganization and, as such, the implementation of the Human Services Values Curve ideals can be implemented on a smaller scale. As opposed to working with outside consultants, small incremental changes can be built into the county's current business processes in order to begin building a more integrated services delivery system.

In order to reach the desired state of the Generative Business Model, the county must first determine what stage in the Human Services Value Curve it is currently in. It is important to note that different departments within the Social Services Agency may be at different stages in the Value Curve. Programs within those departments may also be in different stages. The current benefits department works in a siloed manner that creates excellent subject matter experts but does not lend itself to an integrated service delivery approach.

For example, a client comes into the social services office and applies for Medi-Cal. During the application process the client reveals experiencing homelessness. Based on current business processes, the eligibility worker is required to obtain all information required to determine program eligibility, to provide all state-mandated forms, and to do so in the 45-day time frame required. There is no policy-related requirement for the eligibility worker to address the issue of homelessness. This practice is evidence to support the benefits department's current practice of the Regulative Business Model. The eligibility worker provided the service requested and did so while adhering to all rules and regulations of the program. The client is then required to go out on their own in search of additional services that can assist with housing and/or any other issues that may need to be addressed.

By simply taking a different approach with the same information, the agency can progress through the value curve and address a variety of client needs at once. In Santa Clara County, like many other Bay Area counties, incidents of homelessness have surged due to the rising cost of housing. According to the Santa Clara County Homeless Census & Survey conducted in 2017, there were 7,394 homeless individuals in Santa Clara County.

It is imperative that Santa Clara County Social Services, as a client-centered agency, begin to build relationships between departments as well as with a range of community-based organizations. By building referral processes into its line staff's procedures,

the agency is maintaining the level of expertise that staff holds in their particular programs while also ensuring clients receive a more whole person care approach. In order to empower the staff to feel confident in using referral processes, creating training on available services and the benefits of those services would be required. This can be accomplished by a collaboration of our internal staff development team and community-based organizations. In addition, Santa Clara county has a Collaborative Efforts Committee made up of a Program Coordinator, CalWIN Application Triage Analyst, and Staff Development Specialist. Together this team can create or revise any business processes and trainings required to implement change.

The vast majority of social services staff are in this field because they genuinely want to make a difference. Using the lens of the Human Services Value Curve and the expertise of Solano County, Santa Clara County can provide its staff with the tools to transform both the agency and the community that it serves.

Acknowledgments

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