

MINNESOTA'S HUMAN SERVICES REDESIGN

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How we got here...

AMC's Perspective on Redesign:

- Levy limits
- +Budget reductions
- +Minnesota's economy and changing demographics =
- Current system is not sustainable

How we got here...

2007: AMC begins discussion of Redesign

Goals of Redesign:

- Devise means for serving citizens within a future of significantly reduced resources.
- Enhance governance, transparency and flexibility within local and state government.
- Demonstrate that county officials can provide leadership devoid of partisanship to improve the long-term future of Minnesota.

How we got here...

- January 2007: legislative auditor's report on human services administration which identified:
- Too much administrative complexity in human services
 - Variability in process, outcomes, and access to service among counties
 - Small counties struggling to effectively administer human services

How we got here...

- January, 2009 then-Governor Tim Pawlenty proposed consolidation of county human services departments into 15 regional centers.
 - ✓ Minimum population of 100,000.
 - ✓ Initially tied to county program aid (LGA).

How we got here...

- County perspective: structure alone does not foster improved service delivery
- AMC/MACSSA developed a redesign model based on work in other states that reconstructed the human services system from service delivery system enhancement to administrative simplification
- This passed in the 2009 HHS omnibus budget bill (Chapter 402A)

Human Services Redesign Principles



- Client-Focused
- Outcomes-Based
- Adequately Resourced
- Administratively simplified
- Locally defined

A Culture of Innovation...



"I'll be happy to give you innovative thinking. What are the guidelines?"

Human Services Redesign

Structure for Implementation

**Steering
Committee on
Performance
and Outcome
Reforms**
-Counties
-DHS
-Advocates

**Results
Accountability
Redesign
Council**
-Counties
-DHS
-Legislators

**AMC Human
Services Liaison
Work Group**
-Commissioners
-Human Service
Directors
-Administrator
At large member

Minnesota Counties

Elements of Human Services Redesign

- Steering Committee on Performance and Outcomes (in statute) charged to develop statewide performance measures
- State-County Results Accountability Redesign Council to recommend service delivery authorities and waivers from state law/rules (in statute)
- Liaison Group (internal to AMC)

Performance Steering Committee Membership



- Department of Human Services—3 representatives
- County Commissioners—2 representatives
- County Social Services Directors (MACSSA)—2 representatives
- Non-profits/advocates—3 representatives

Redesign Council Membership



- 2 Senators (majority/minority)
- 2 Representatives (majority/minority)
- 2 county commissioners (1 to co-chair Council)
- 2 social services directors
- 4 DHS representatives (1 to co-chair Council)
- 1 AFSCME representative (non-voting)

Human Services Liaison Group



- Internal to AMC
- County commissioners, administrators, human services directors
- Link between statutory committees and local activity
- Sounding board for AMC/MACSSA
- Feedback loop for local activity

What is a Service Delivery Authority (SDA)?

- Certified (voluntary) through Redesign Council
- Must meet minimum population thresholds or demonstrate ability to meet requirements of the legislation
- Can serve as single county SDA if minimum population threshold is met

What is a Service Delivery Authority (SDA)?



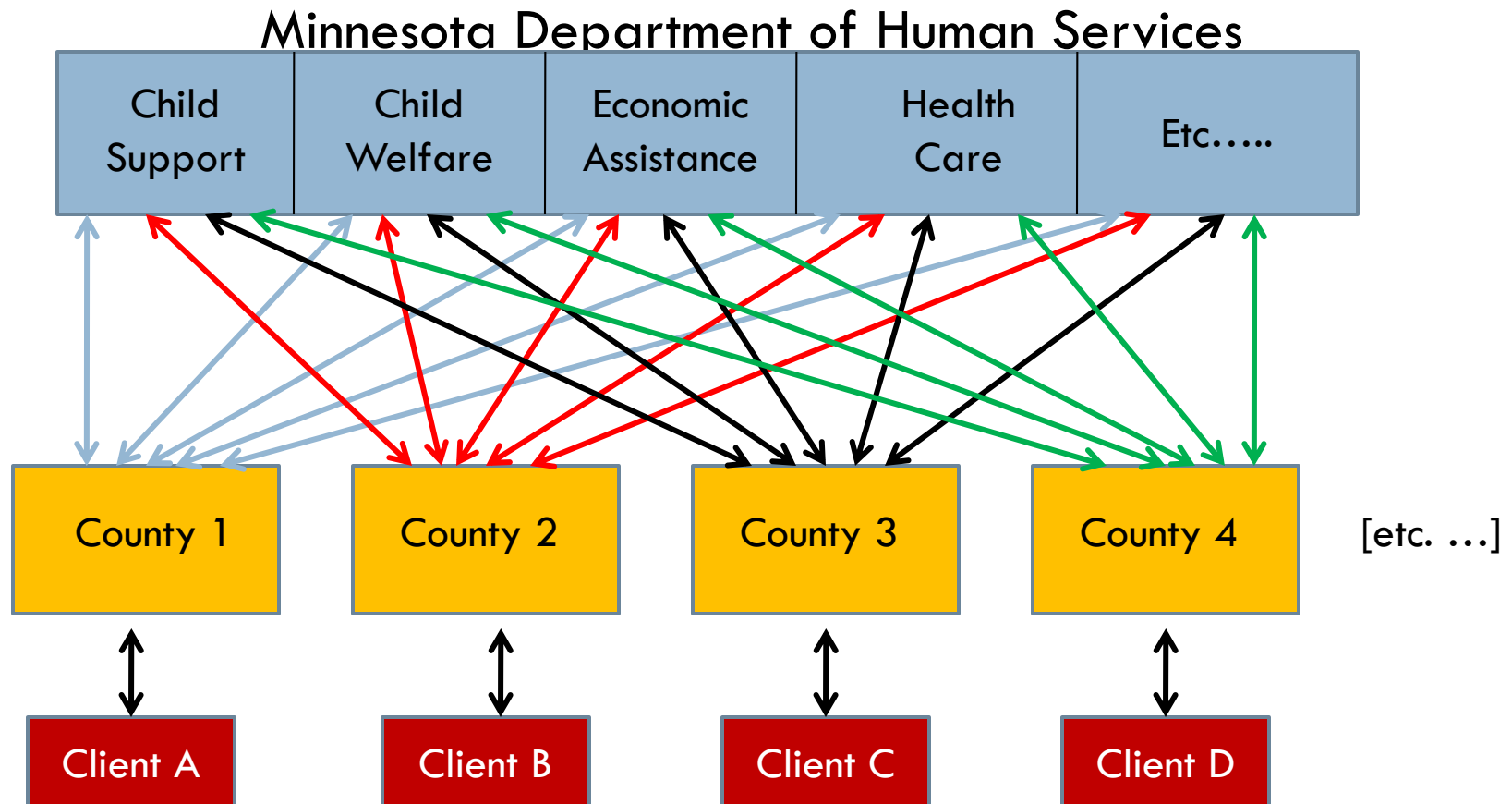
- Can combine with other counties as an SDA to deliver a service, some services, or all services
- Provides an avenue for innovation--potential access to waivers from state regulations--sets up a more transparent process for this to happen
- **No structure is specified in law, counties have maximum flexibility to organize themselves.**

Why Form an SDA?

- Use resources more effectively/efficiently
- More consistency in services in geographic region
- Opportunity for waivers from state/federal laws and rules
- Transparency in working with DHS (through Council process)
- Political reality of the future

Service Delivery Redesign: Conceptual Overview

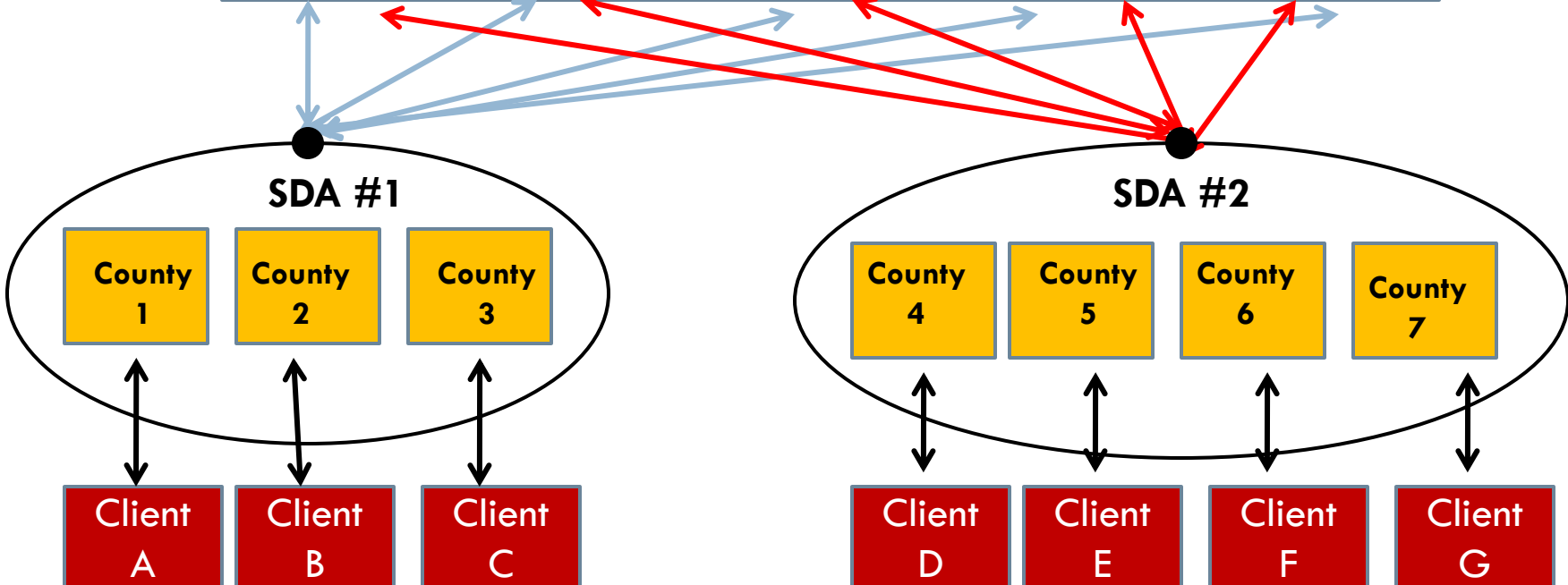
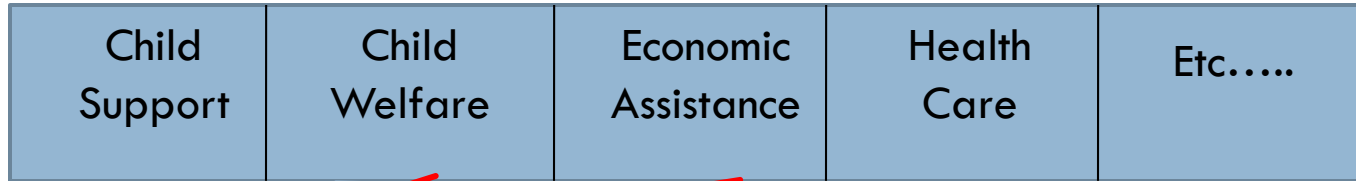
Current System



Service Delivery Redesign: Conceptual Overview

Redesigned System

Minnesota Department of Human Services

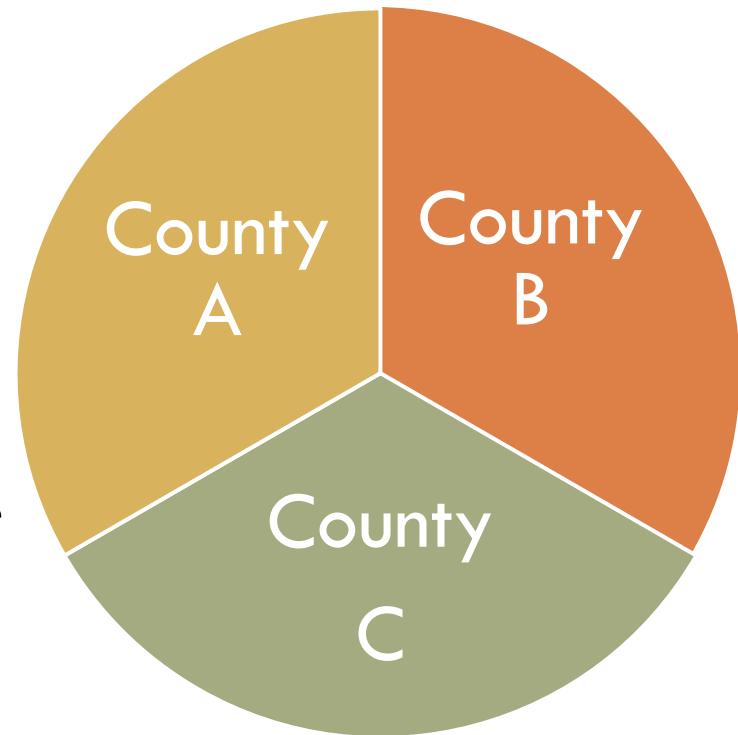


Service Delivery Authority

Example Scenarios

Joint Entity Model

- Counties A, B, and C merge social service departments and administer all social services jointly.
- Counties A, B, and C propose waivers for none, some or all services.

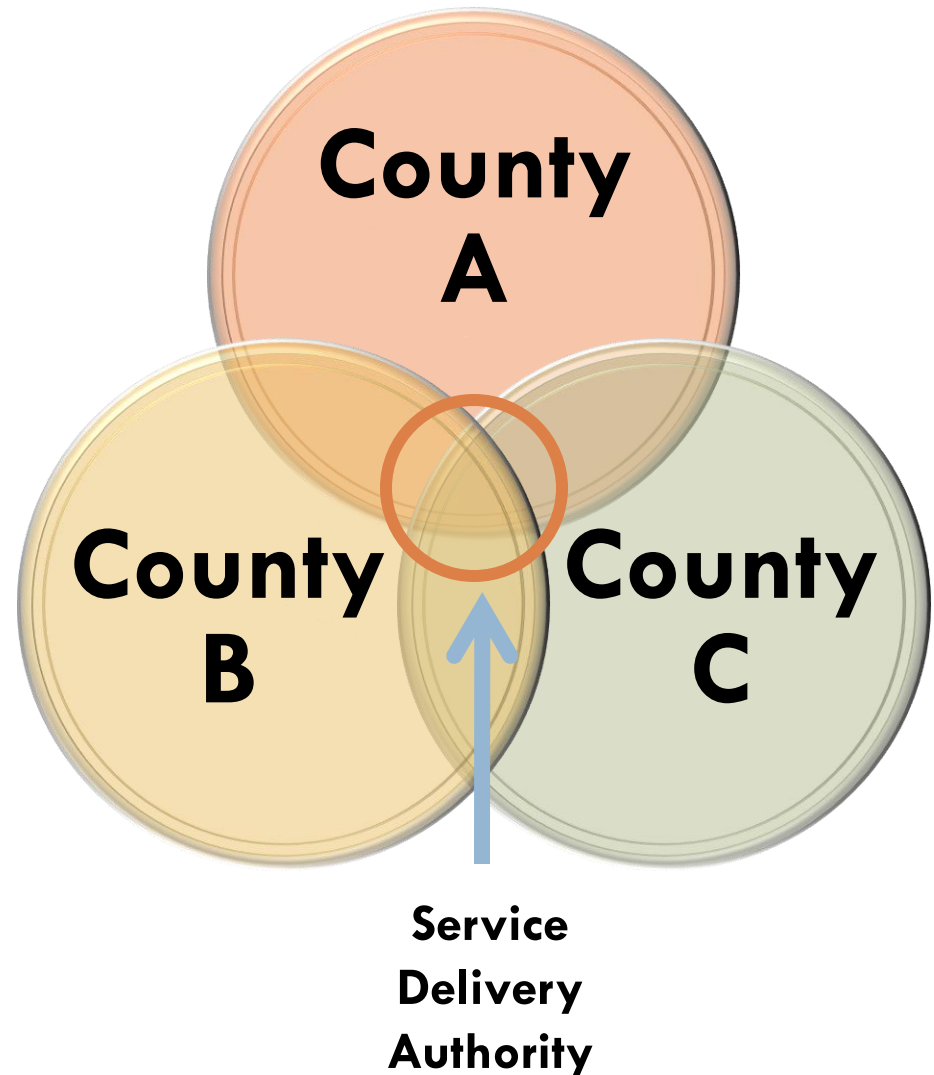


Service Delivery Authority

Example Scenarios

Collaboration Model

- Counties A, B and C form a service delivery authority and jointly provide services such as chemical health, but continue to provide other services independently.
- Counties A, B and C seek waivers from regulations in chemical health for more flexibility in how identified goals are met.

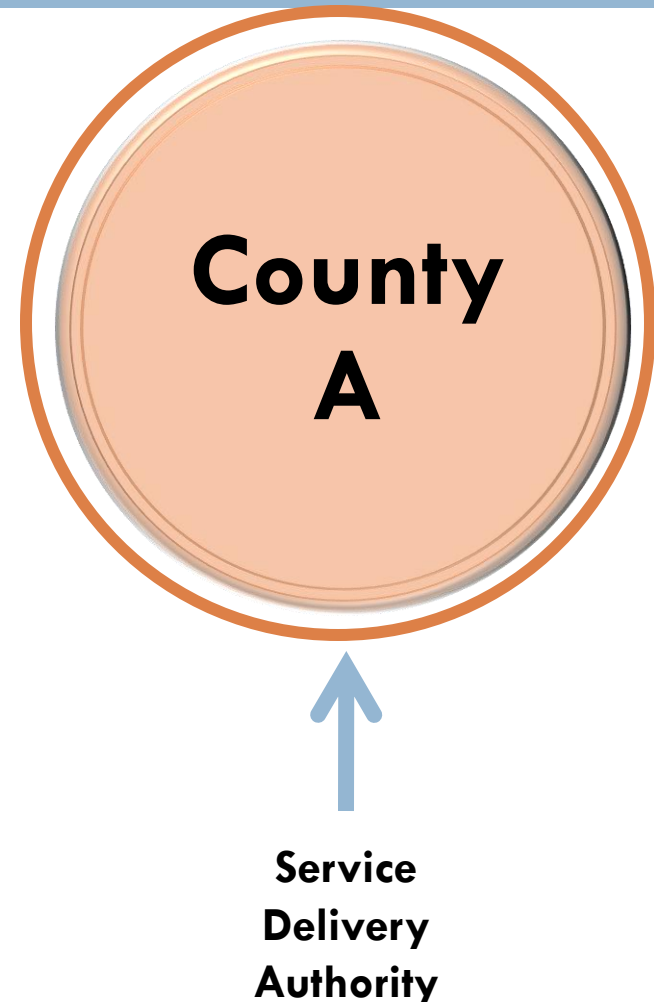


Service Delivery Authority

Example Scenarios

Large County Model

- County A meets the minimum population thresholds and becomes certified as a service delivery authority.
- County A seeks waivers in various programs in order to deliver services in a more flexible manner.

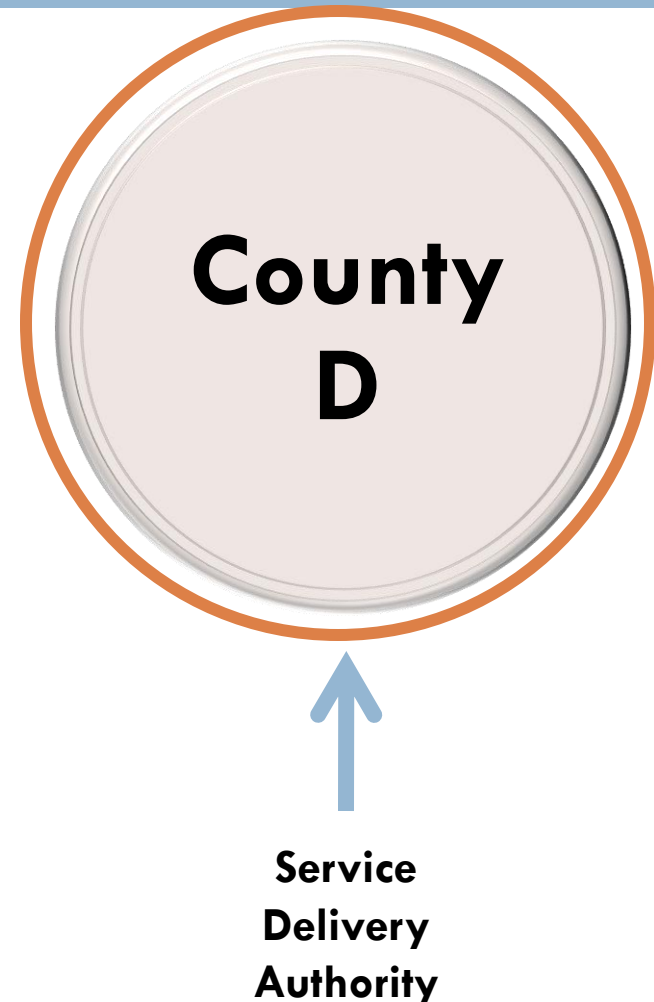


Service Delivery Authority

Example Scenarios

Small County Model

- County D does not meet the minimum population threshold but is able to demonstrate it has the ability to fulfill the requirements of functioning as a service delivery authority (able to meet minimum performance measures, etc).
- County D proposes waivers in none, some or all service areas.



Service Delivery Authority Example Scenarios

Status Quo Model

- County E is not interested in forming or participating in a service delivery authority.
- As long as County E is able to satisfy minimum performance measures, County E can continue to operate as it currently does.

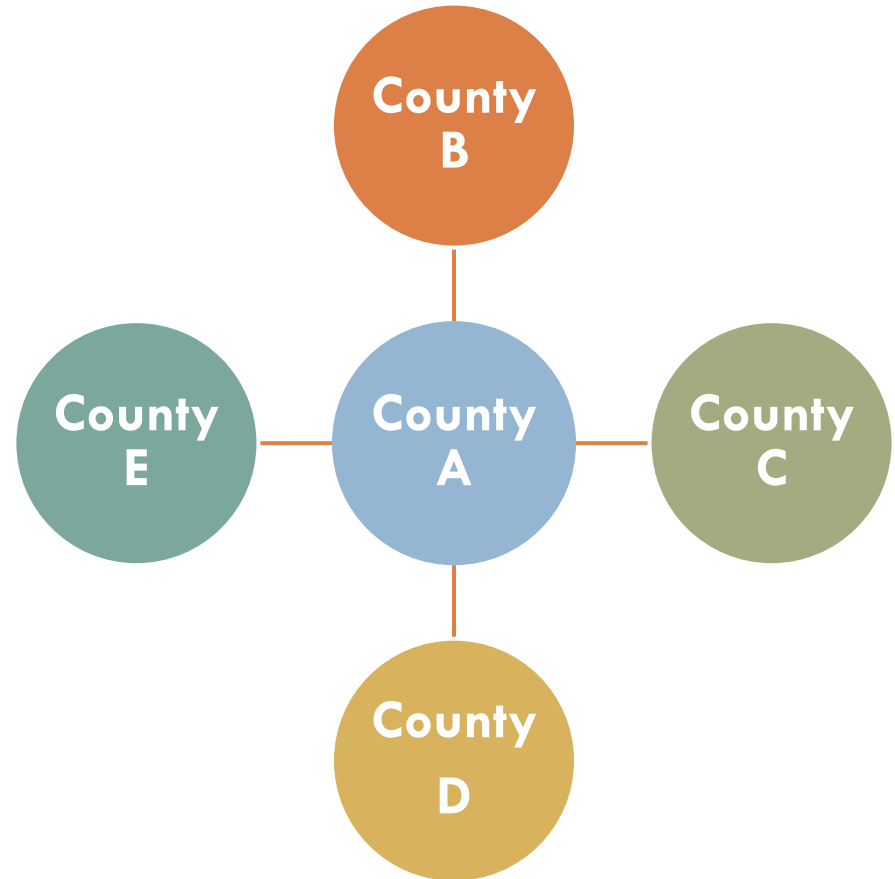


Service Delivery Authority

Example Scenarios

Hub and Spoke Model

- Counties contract with another county for the delivery of services and support such as finance/accounting, supervisory, administrative, HR, etc.
- The counties determine the details of where offices are located, FTEs and funding.



Common Themes

- Informal statewide survey suggests that a large percentage of counties across Minnesota have some level of interest in collaborating in certain program areas with other counties.

- Common Themes
 - ✓ Programs that are “high tech, low touch”
 - ✓ Services that are not traditional social work functions (e.g. not critical that a face to face meeting take place)

Common Themes

- Programs identified as ripe for collaboration and or regionalization (High Tech, Low Touch).
 - ✓ Long term care eligibility and estate recovery
 - ✓ Child Care Licensing
 - ✓ Child Support

That was then, this is now...

- Performance Measures Progress
- Results Accountability Council: Forming an SDA
- Legislative Changes/Incentives????
- Local Redesign Activity
- MAGIC Act

Statewide Performance Measures

- Steering committee to develop statewide performance measures in human services program areas.
- All counties will be required to meet minimum performance measures.
- Failure to meet performance measures will trigger remedies available to the commissioner (including being incorporated into an existing SDA).

Performance Steering Committee Duties



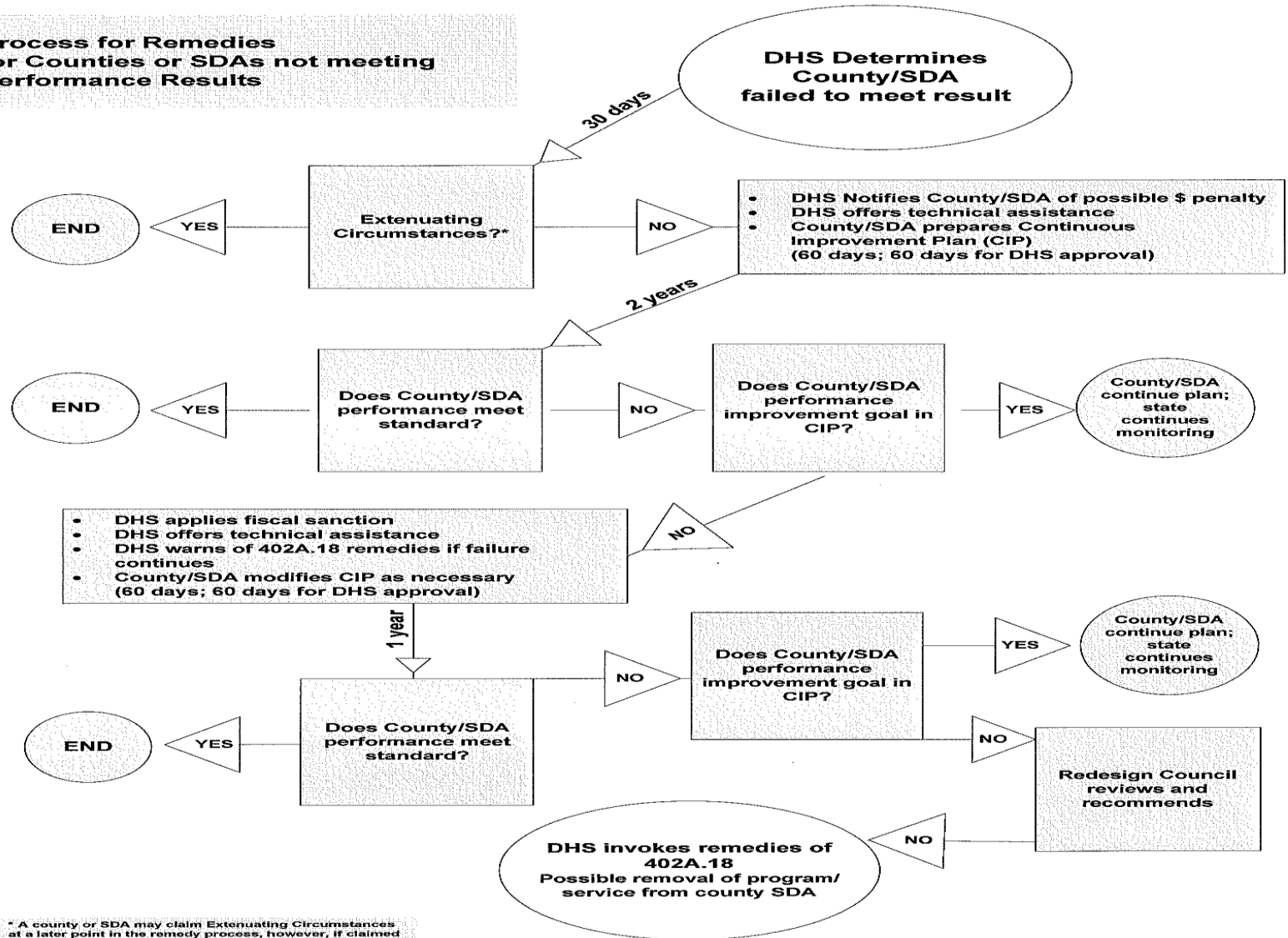
- Identify essential services
- Develop framework for remedies
- Develop a uniform process to review and establish performance measures, and outcome measures (and appropriate resources)
- Recommend rules and requirements to be eliminated

Performance Measures Process

- 3 work groups established
 - ✓ Children's services
 - ✓ Adult services
 - ✓ Income supports
- Result statements/measures/standards
- Emphasis on performance *management*, not just measurement

Performance Steering Committee

Process for Remedies for Counties or SDAs not meeting Performance Results



* A county or SDA may claim Extenuating Circumstances at a later point in the remedy process, however, if claimed at a later point it does not end the remedy process, but rather a renegotiation of the CIP and possible time extension.

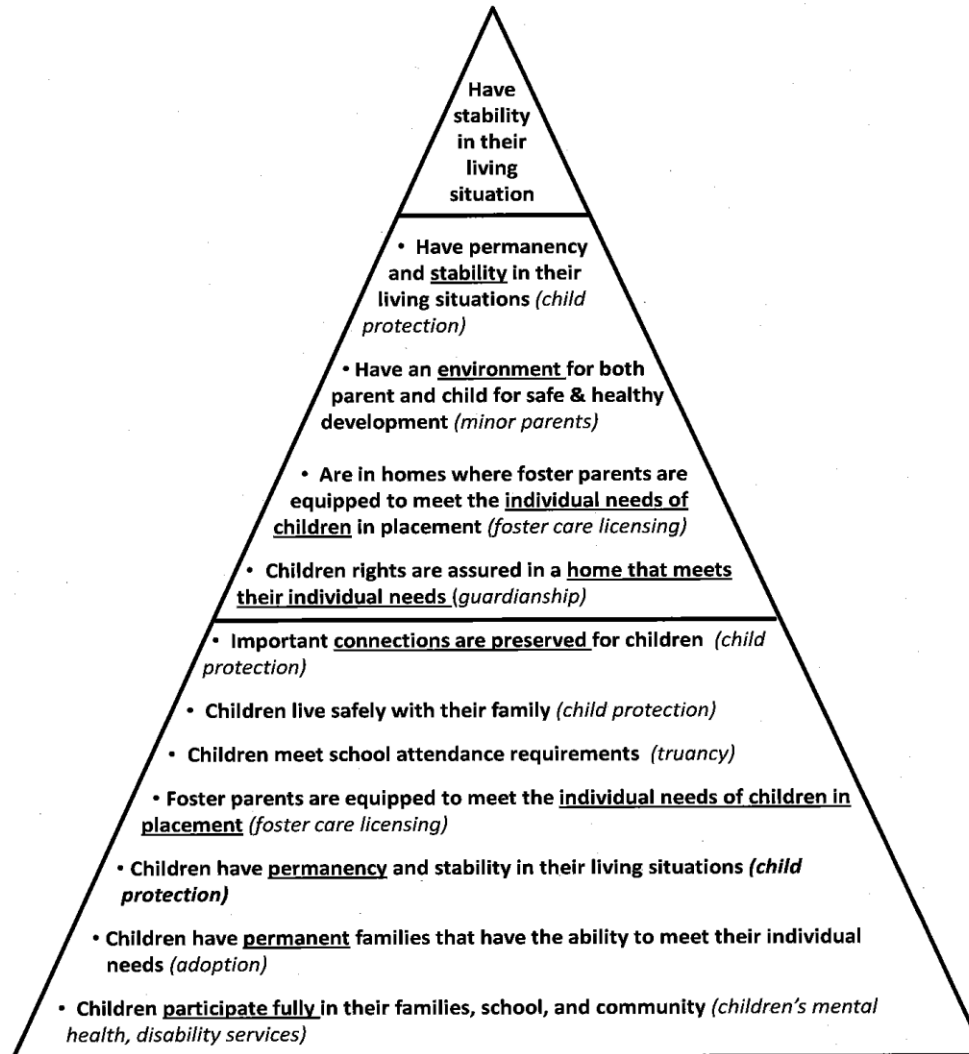
Example of Results Statement/Measure

- Six results statements
- Fourteen measures
- Not anchored to specific programs (e.g. child protection)
- Sample Results Statement: Children are safe from abuse and neglect
- Measures:
 - ✓ Repeat maltreatment reports
 - ✓ Repeat determination of maltreatment
 - ✓ Standards: TBD

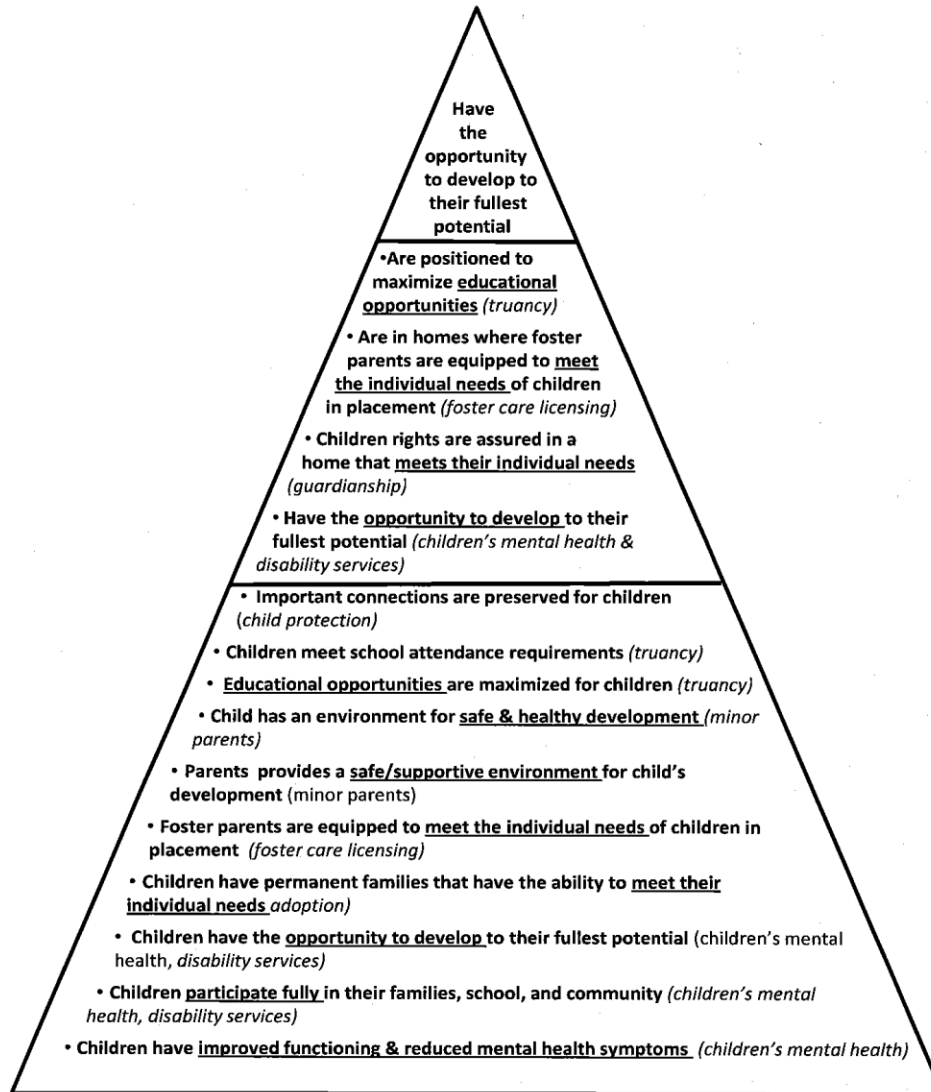
Results Pyramid
All Children Served by Counties



Results Pyramid
All Children Served by Counties



Results Pyramid All Children Served by Counties



Results Accountability & Redesign Council Duties



- Provide review of redesign process.
- ‘Certify’ SDAs (must be approved by commissioner of DHS).
- Ensure consistency of memoranda of understanding developed by counties (template).
- Identify resources available to achieve results.
- Recommend incentives for counties to participate in SDAs.
- Establish a process for public input.

Redesign Council

Phases of Development for SDAs

- Identification
- Exploration
- Notification
- Negotiation
- Certification
- Implementation
- Evaluation

Redesign Council

- Issued RFI December 2010 for counties interested in forming SDAs.
- Current law prohibits counties from forming SDAs until all performance measures are established.
- Pending legislation modifies above provision and creates exemptions from certain MOEs.

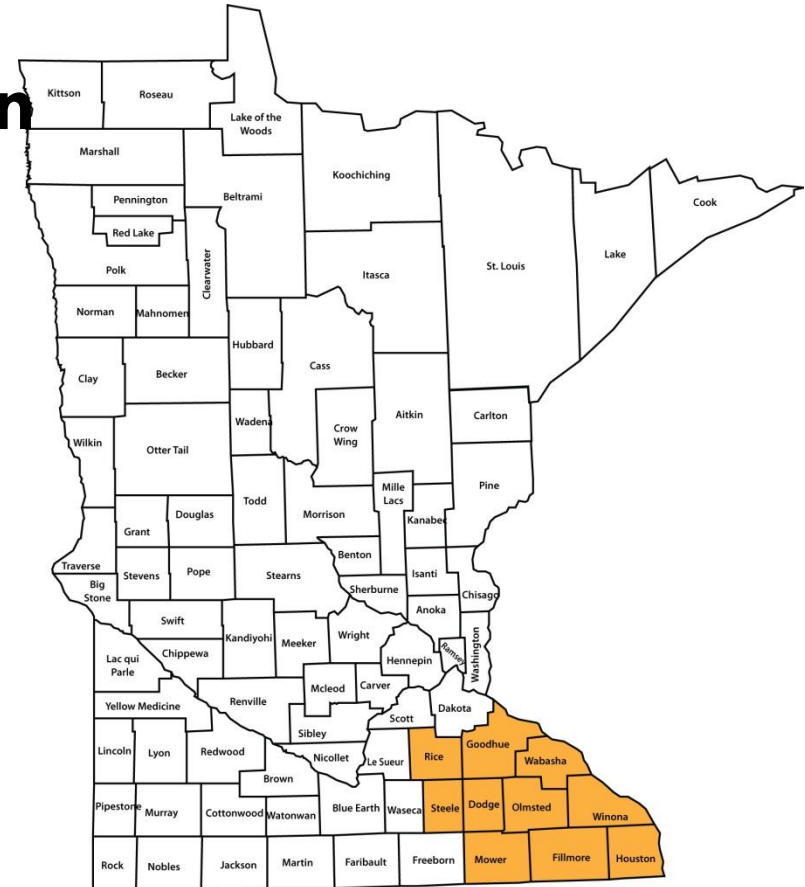
Legislative Changes/Incentives

- DHS interpreted 2009 language that no SDA could form until all performance measures were established.
- This has been a significant barrier to finalizing formation of SDAs.
- 2010 legislative changes not adopted (union issues).
- 2011 budget bill includes these changes.
- Incentives to counties that form SDAs (relief from maintenance of effort requirements).

Local Redesign Examples

Southeastern Minnesota Community Transformation Contract

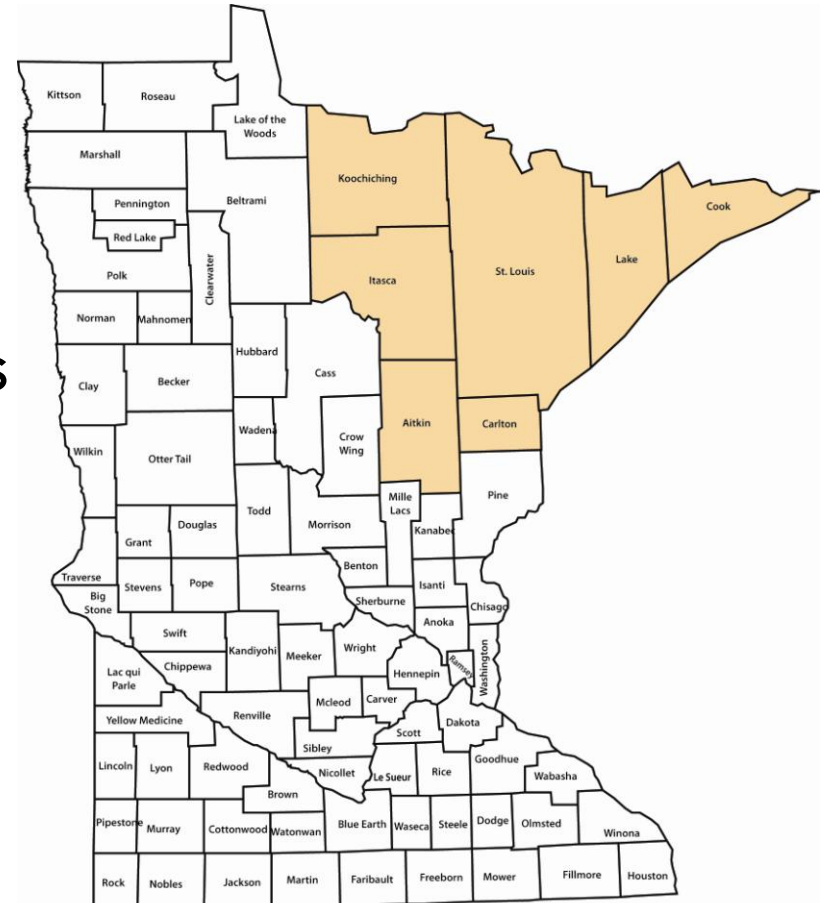
- ✓ 12 SE MN counties
- ✓ Outcomes/structural redesign/technology
- ✓ Coop model
- ✓ Design labs
- ✓ Example: Chemical dependency pilot project



Local Redesign Examples

Northeastern Minnesota Technology Sharing

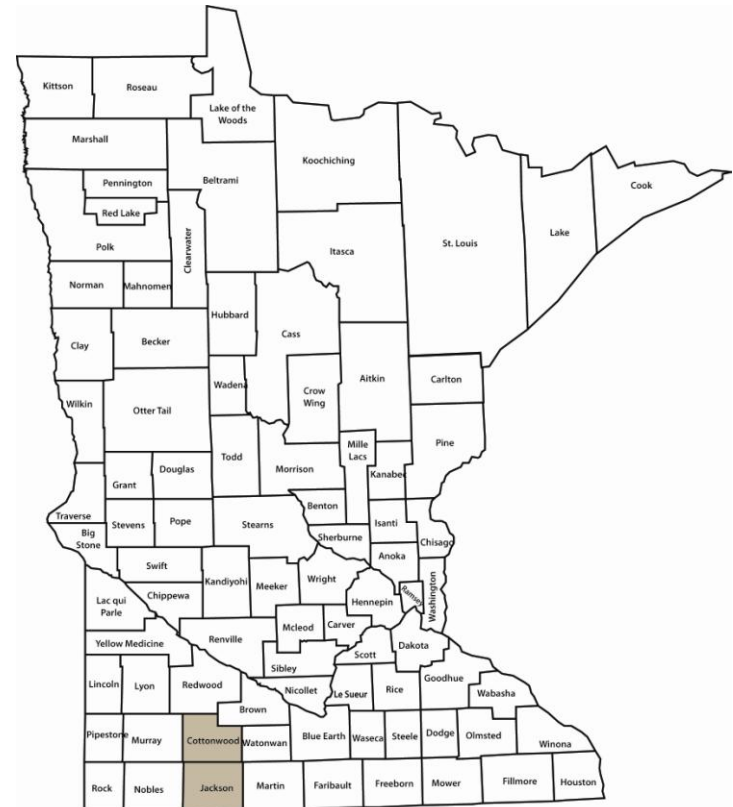
- ✓ 7 NE MN Counties
- ✓ Goal: no county boundaries to access income supports
- ✓ Means: shared technology and staffing



Local Redesign Progress

Southwestern MN Shared Administration

- ✓ 2 counties
- ✓ Goal: administrative savings, more consistency across programs
- ✓ Share county services services director and fiscal officer



Unresolved (or yet-to-be-resolved) Challenges

- Denial (fear itself...)
- Structure-only orientation
- Collective bargaining issues
- Differing tax base among counties that may participate
- Measuring performance in small counties
- Changing culture and systems to align relationship based on performance not process/mandate
- Information systems/technology challenges

Opportunities

- Legislature has embraced redesign language and concept
- Scarce resources creates impetus to challenge status quo
- Boomer retirements create opportunity for change
- State is advocate for performance management
- Some 'pioneer' counties set the bar for others

MAGIC Act:

The Next Generation?



- The Minnesota Accountable Government Innovation and Collaboration (MAGIC) Act--a legislative proposal to enable counties and the state to cooperatively test and implement more efficient models of program delivery.
- The MAGIC Act recognizes that the state should focus on deciding WHAT to do and then enable counties to determine HOW to best achieve those desired outcomes.

MAGIC Act:

The Next Generation?



Two Major Components to the MAGIC Act

- All counties provided a “general welfare” clause.
- An improved, outcomes-based waiver process is created.
- Can Human Services Redesign and MAGIC co-exist? Watch this space...

Questions?

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