

# POLICY & PRACTICE

THE MAGAZINE OF THE  
AMERICAN PUBLIC  
HUMAN SERVICES  
ASSOCIATION

APRIL 2017

## WHAT IT TAKES

Creating a Modern,  
Responsive Health and  
Human Services System

**Plus:**

Old Thinking Through a New Lens

The Continued Evolution of Health and Human Services



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# contents

Vol. 75, No. 2  
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## features



**8 Joining Forces**  
*Two National Organizations Strive to Model a Generative Partnership to Accelerate Their Shared Visions*



**12 Never Get Behind Again**  
*Old Thinking Through a New Lens*



**16 Driving Change**  
*The Continued Evolution of Health and Human Services*



**20 Improving Access, Cutting Red Tape**  
*State Lessons from Work Support Strategies*

## departments

- 3 President's Memo**  
*Why Framing Matters: Ways to Move Forward*
- 5 Locally Speaking**  
*Solving Complex Social Problems with Innovative Sustainable Models*
- 6 From Our Collaborative Centers**  
*Utilizing Our Understanding of Brain Science to Strengthen Workforce Engagement (Part I)*
- 24 Legal Notes**  
*May a Foster Child Sue a Biological Parent for Sexual Abuse?*
- 25 Wrongful Termination of Public Human Services Employees**
- 26 Technology Speaks**  
*Next-Gen Child Support: Improving Outcomes for Families*
- 27 Association News**  
*Updates from NAPCWA and NASCCA*
- 34 Staff Spotlight**  
*Jennifer Kerr, Organizational Effectiveness Consultant*
- 36 Our Do'ers Profile**  
*Pankaj Bhanot, Director of the Hawai'i Department of Human Services*

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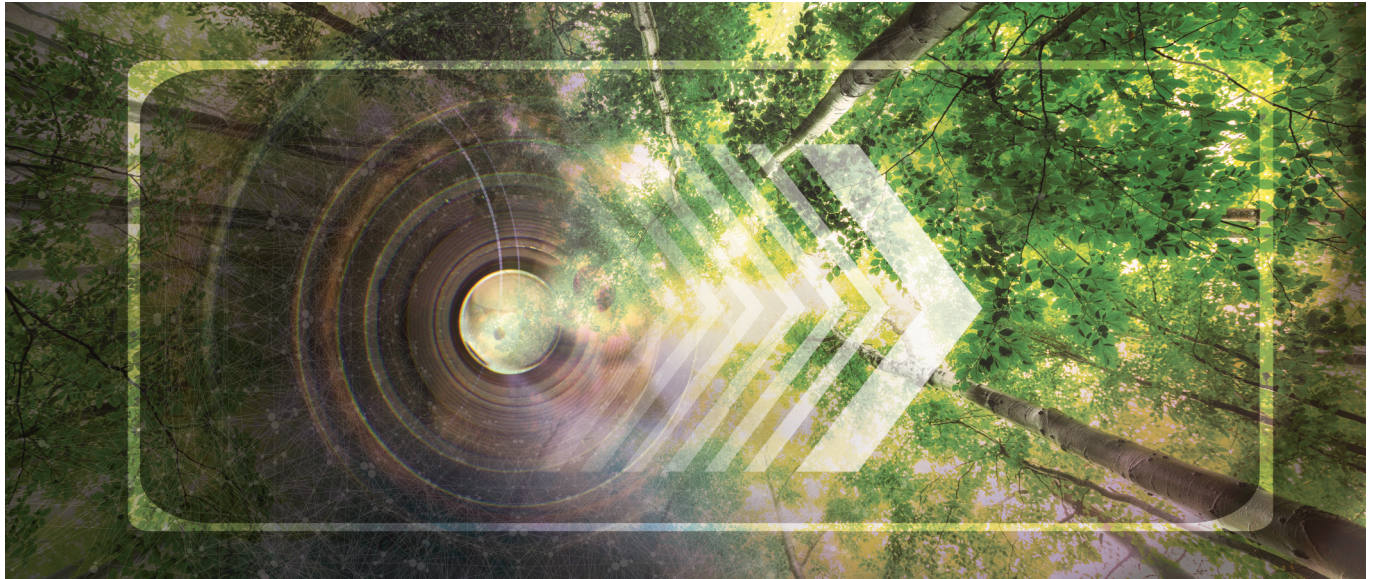
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## Why Framing Matters: Ways to Move Forward



Chances are if you've read this column or heard me speak in the past couple of years, you've seen or heard the words "framing matters" and you know that I am a self-proclaimed "geek" of framing science and believe it is a key tool for anyone interested in moving system transformation in health and human services. In recent months, I have doubled-down on that belief, especially as we witness drastically different narratives playing out across our nation.

In prior issues of *Policy & Practice*, we have introduced you to framing and what effective framing can do to make our shared narrative more productive and impactful. We have also introduced you to experts, especially our friends at the Frameworks Institute, and the results of their research relevant to our field (see [www.frameworksinstitute.org](http://www.frameworksinstitute.org)). At APHSA, we continue to be both eager students and practicing champions of framing. We are increasingly mindful

of the pitfalls we all can fall into when describing why human services matters and what can be done to improve outcomes for children, families, and communities. In this column, I share two framing strategies that can help us avoid the most common mistakes and produce more effective frames.

### **First, we need to widen our lens.**

Think about what happens when you add a wide-angle lens to your camera and turn to its widest position—what do you see? You capture as much of the landscape before you as possible within the frame.

In the human services space, when we widen our lens, it helps us avoid the fundamental attribution error—i.e., the predominant belief that we can "fix" an individual or family through a program or service without addressing the environmental factors in their lives. In our field, too often we tell an individual

success story to policymakers or the public believing that it perfectly illustrates why a program or service works. Consider, for example, the story of a young mother who recounts the impact on her life when she is able to get a job with a meaningful wage. If the story focuses on her journey, it will likely be overwhelmed by the deeply embedded American value of hard work and grit. In other words, listeners will attribute her success to her resilience and fortitude alone, not also to the services around her. Too often, the story we believe we are telling simply isn't heard. What is heard is the story of someone who overcame the odds (what Frameworks refers to as the value of "self-making"), rather than how the human-serving systems supported and empowered their journey.

We have to get better at showing the full landscape. This means when we

See *President's Memo* on page 30



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By Justin S. Beene

## Solving Complex Social Problems with Innovative Sustainable Models

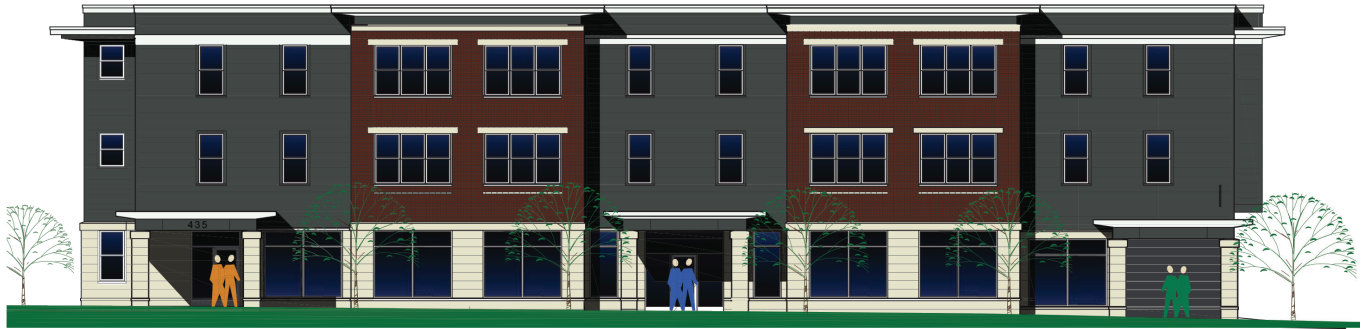


Photo rendering of the first mixed-income housing complex to open in October 2017 in Grand Rapids, MI. The complex will provide permanent supportive housing to six youth who have aged out of foster care at 30% of income.

**W**ith a background as a recipient and provider of philanthropic efforts and human services support, I often wonder how to truly develop the economic capacity and well-being of people on the margins of society. I wrestle with some seemingly contradictory statistics and a puzzling trend in my own community—while Grand Rapids, Michigan, is consistently rated among the most philanthropic communities in the county,<sup>1</sup> it also continues to be one of the worst cities in the country for African Americans to live economically.<sup>2</sup> Despite all of the supportive efforts that have lauded national recognition, these alone have not proven powerful enough to drive outcomes for the African American community and address systemic issues underlying poverty.

Experiencing this juxtaposition has caused me to ask some deeply

challenging questions. A friend of mine once told me, “Once a question is raised, it must be addressed.” So I started asking these questions: “What are the frameworks and models that are innovative, sustainable, and provide dignity to people living on the margins of society? What frameworks are being implemented that work with young people who have aged out

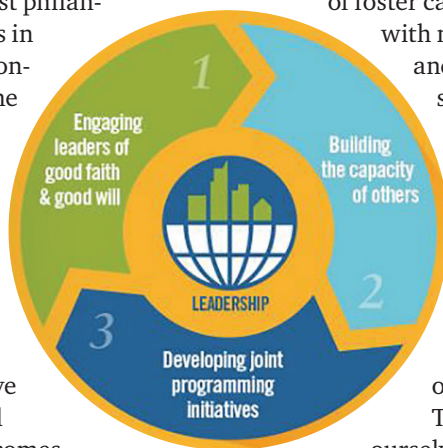
of foster care, are engaged with multiple systems, and create cross-sector solutions?”

Unfortunately, the models seemed to be few and far between; so I gathered some folks and we started drawing up some models on our own.

Today, we refer to ourselves as a movement, the Grand Rapids Center for Community Transformation. It’s a partnership between Bethany Christian Services (funded through relationships with the local, state, and

federal Departments of Health and Human Services and Labor); through foster care contracts, Chafee Funding (for youth aging out); a Healthy Marriage and Relationship Education grant; local foundations; donations; two sustainable social enterprises, Building Bridges Professional Services and Rising Grinds Café—a landscape company and café that are funded through customer purchases—and a for-profit specialty window and door company, Double O Supply and Craftsman. Together we are addressing root-cause level needs in sustainable ways through creative multisector partnerships.

Collaboratively, the partners renovated 30,000 square feet of a previously abandoned 120-year-old building in a historically disadvantaged neighborhood. The Grand Rapids Center for Community Transformation now provides 350 youth annually with GED/high school completion courses; vocational training and certification in landscaping, construction, electrical, masonry, heating, ventilation, and air



See *Locally Speaking* on page 28



By Kerry Desjardins

## Utilizing Our Understanding of Brain Science to Strengthen Workforce Engagement (Part I)

Using brain science to strengthen workforce engagement and its application in human services delivery is new and largely untested. There are a few brain science-informed approaches to human services delivery and participant engagement that are delivering promising outcomes; few, however, specifically deal with employability, work readiness, and other aspects of workforce engagement. Using the existing research and tools in the area, as well as employability skills frameworks, APHSA's Center for Employment and Economic Well-Being (CEEWB) is taking a closer look at how the chronic stress of economic insecurity impacts people's work readiness and employability, and how the human services, workforce development, and education systems can utilize this understanding to better serve and empower unemployed and underemployed workers.

### How Is the Brain Affected by Economic Hardship?

Brain development is strongly affected by the environment. Exposure to environmental risk factors such as poverty and chronic scarcity, social bias, toxic stress, trauma, and other related risk factors directly affect the development of the prefrontal cortex and limbic system. These areas of the brain deal with executive functioning such as problem-solving, decision-making, goal-setting, goal-attainment skills, and resiliency. In



**CEEWB**  
Center for Employment & Economic Well-Being

**APHSA**  
American Public Human Services Association

**COLLABORATIVE CENTER**



laymen's terms, living under conditions of chronic scarcity and economic insecurity often overloads people's mental bandwidth, and reduces the cognitive resources they can dedicate to activities aimed at long-term decision-making and goal-achievement.

The inherent stress of economic insecurity and chronic scarcity has the capacity to have a negative impact on the very cognitive and behavioral skills that low-income people need to prepare for, attain, and retain employment opportunities that can lead to their self-sufficiency and sustained well-being. The good news is that growing research shows that the developed adult brain is more flexible than previously thought, and that individuals can further develop their prefrontal cortex and limbic system

and improve their executive functioning skills significantly.

### What Are Executive Skills?

Executive skills—also referred to as executive functions, executive control, cognitive skills, or cognitive control—have been effectively described by LaDonna Pavetti as “a set off processes or skills that all have to do with managing oneself and one's resources in order to achieve a goal.” These include:

- Skills we use to organize and plan things (i.e., time management and prioritization),
- Skills we use to control how we react to situations (i.e., response inhibition, flexibility, and emotional control), and
- Skills we use to get things done (i.e., task initiation, sustained attention, goal-directed persistence, stress tolerance, and working memory).



Executive skills are critical to nearly all aspects of life, including mental and physical health, school readiness and success, family harmony, and of course, work readiness and success.<sup>1</sup>


## Employability Skills

Executive skills related to employability are necessary for success in the labor market at all employment levels and in all sectors. The U.S. Department of Education's Office of Career, Technical, and Adult Education developed the *Employability Skills Framework*, which divides these general skills into three broad categories:

1. **Applied Knowledge**—the thoughtful integration of academic knowledge and technical skills, put to practical use in the workplace.
2. **Effective Relationships**—the interpersonal skills and personal qualities that enable individuals to interact effectively with clients, coworkers, and supervisors.
3. **Workplace Skills**—the analytical and organizational skills and understandings that employees need to successfully perform work tasks.<sup>2</sup>

## Helping Clients Strengthen Their Executive Skills and Achieve Their Employment Goals

The developed adult brain is still flexible, and it is possible for individuals to improve their executive skills. The human services system is naturally positioned to help clients exercise and improve their executive functioning skills because an important step toward achieving this is to alleviate the conditions that cause stress and divert brain capacity to worry instead of performance. When there is less stress, clients can focus their cognitive resources more effectively. Through its safety net programs, the human services system can support a more secure, less stressful environment. For example, enrolling clients in the Supplemental Nutrition Assistance Program (SNAP) can reduce the physical and cognitive stress of being food insecure. Helping parents to access affordable, reliable, quality child care can offer major relief from parental stress and concern about their children, which can free their cognitive resources to focus productively on their own goals.

The human services system can do even more to effectively serve clients to successfully prepare for, attain, and retain employment opportunities that can lead to long-term self-sufficiency and sustained well-being. The next issue of *Policy & Practice* will introduce readers to an executive function-informed framework for employment program and highlight a number of programs across the country that are paving the way in executive function-informed practice. 

### Reference Notes

1. Pavetti, L. (2015). Using an Executive Function-Informed Goal Achievement Framework to Redesign Employment and Related Human Services Programs. Available at <http://www.buildingbetterprograms.org/2015/07/22/using-an-executive-function-informed-goal-achievement-framework-to-redesign-employment-programs/>.
2. Office of Career, Technical, and Adult Education, U.S. Department of Education. Employability skills framework. Available at <http://cte.ed.gov/employabilityskills/>.

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*“Want to go fast, go alone. Want to go far, go together”*

—African Proverb



# Joining Forces

Two National Organizations Strive to Model a Generative Partnership to Accelerate Their Shared Visions

By Tracy Wareing Evans and Susan N. Dreyfus

**T**he delivery of critical programs and services to millions of people each day illustrates the close, long-standing relationship between the public and social services sectors. Yet, the relationship is more complex than only delivery of services. Rather, it includes a shared passion to strive for a healthy and equitable society where all people can reach their full potential.

But to make a truly meaningful effort to reach that goal, it is imperative that the sectors work within a more agile, solutions-oriented relationship—what we refer to as “generative partnerships.” These partnerships are more than collaborative efforts around single initiatives; their aim is something bigger and their potential impact transformative. The outcomes that can be realized when the public and social services sectors work in generative partnerships are validated by a Nobel Prize-winning economist.

Research by Elinor Ostrom, the 2009 Nobel Prize winner in economic science, corroborated that any complex, difficult social problem is best solved not in the public or the private sector, but rather in an environment where both sectors are working together, in earnest, to bring resolution.

Cause-driven organizations like the American Public Human Services Association (APHSA) and the Alliance for Strong Families and Communities (Alliance) understand that an endorsement embedded in economic science isn't enough. We know that the more

sectors, fields, and systems that we can join together in generative partnerships, the better chance for results that will address the significant social issues facing our communities.

In fact, such partnerships give the APHSA and Alliance networks a much better opportunity to create a modern and integrated health and human services system that is capable of breakthrough, generative results at the individual, family, and community levels.

### Generative Partnerships Are Different

Generative partnerships remind us of the process of putting together a jigsaw puzzle versus playing a game of chess. These dynamic partnerships feature unique roles, assets, and responsibilities for each sector that must be understood and respected by the other sector in order to establish a partnership that achieves true generative results.

APHSA and the Alliance began the journey toward a generative partnership more than five years ago. We started out on the right foot because while we are distinct in our sectors and our roles, as organizations we are both ultimately striving to achieve the same thing as witnessed through our organizational visions and missions:

*Complex challenges require adaptive solutions that move us in new directions, and we are committed to working with and through our networks and through generative partnerships to pave the path forward as we strive to ensure all people in our nation can reach their full potential.*

Through these five years, our teams and members have developed relationships with and learned from one another, continue to share resources, and are committed to creating new knowledge and unique opportunities for our networks. We are also very committed, where appropriate, to partner together in advocacy at the national level. Yet, we still recognize that our paths may not always be in sync and may at times require distinct journeys in pursuit of our shared visions.

### Benefits of Generative Partnerships

The experiences of APHSA and the Alliance have taught us that there are multiple benefits to be realized through generative partnerships, including:

- When you commit to a generative partnership, you will more fully leverage each other's assets, expend existing resources more efficiently, and spur innovation and adaptive



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#### APHSA

**Vision:** Better, healthier lives for children, adults, families, and communities.

**Mission:** APHSA pursues excellence in health and human services by supporting state and local agencies, informing policymakers, and working with our partners to drive innovative, integrated, and efficient solutions in policy and practice.



**Susan N. Dreyfus** is the President and CEO of the Alliance for Strong Families and Communities.

#### Alliance

**Vision:** A healthy and equitable society.

**Mission:** To strengthen the capacities and influence of our national network of high-impact nonprofit human-serving organizations.



solutions, which actually generate new resources.

- You gain “co-owners” rather than “renters” of your shared cause. Generative partnerships last beyond individual leaders and have the capacity for achieving population-level results.
- You gain access to additional perspectives and insights necessary to help all of us understand root causes of the nation’s tough societal issues, and systemically address the causes of stressors facing families and communities.
- When times get tough, these are the partners who are by your side to help keep you focused on the “north star.”
- Sustainable systems change becomes more attainable. When two distinct systems partners come together, the capacity and leadership to create longer-term change are more achievable.

These benefits are not unique to our partnership. They are easily transferred to any set of cross-sector leaders who fully understands that we need adaptive solutions to adaptive challenges, and that the old “technical solutions” are no longer viable in the 21st century.

### Accelerants to Generative Partnerships

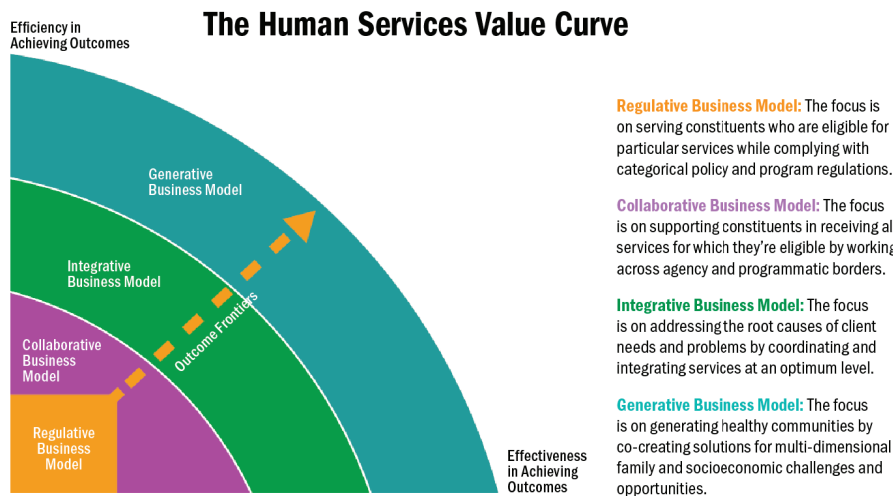
As we reflect on the last five years and look forward to the future on our continued journey to generative work, we have come to understand through experience that there are six accelerants that are core to creating, developing, and sustaining generative partnerships.

We believe these are highly transferable to all partnerships that are striving to realize breakthrough results. However, none are more important than sharing a common

vision and principles upon which that vision will be realized, and coming together in a spirit of trust, honesty, and mutual respect.

1. Be clear on each other’s roles, distinction, and boundaries. There will be times that you need to go it alone.
2. Authentic positive relationships among executive leadership and your teams are crucial and must be developed intentionally—they do not just happen. The journey to generative partnerships requires capacity development for how to engage in collective problem solving.
3. Generative partnerships happen over time. Success begets success, and you can’t rush it!
4. Generative partnerships are disruptive to status quo. At times, their untraditional nature will expose underlying tensions and leaders must be able to fully hear those concerns while keeping focused on solutions.
5. Each partner must articulate early and clearly a shared vision and core beliefs, as well as each organization’s commitment to advancing individually and in your collective work.
6. You can’t put a price tag on honesty, transparency, trust, and respect as the foundation for generative partnerships.

The Alliance and APHSA partnership journey can be viewed through the lens of the **Human Services Value Curve**. At the regulative stage—i.e., ensuring integrity in our products and services—our back office teams have shared their approaches and experiences for effective delivery on member services, including databases, websites, and other key platforms. At the collaborative stage, we’ve partnered on specific projects and presented at each other’s events, lending the joint voice of public and social serving sectors to the field. As we’ve developed our partnership, we have also focused on our shared values and mapped the ways in which our respective tools and frames are in sync. This collaborative work has allowed us to get underneath a number of the surface issues and begin to understand how our sectors can partner in ways that address root causes and collectively impact outcomes for children and families—the integrative stage. As we explore these connections more deeply and through the lens of overall population health and well-being of the nation, and at state, local, and community levels, we see the potential for a meaningful, durable generative partnership.



**Regulative Business Model:** The focus is on serving constituents who are eligible for particular services while complying with categorical policy and program regulations.

**Collaborative Business Model:** The focus is on supporting constituents in receiving all services for which they're eligible by working across agency and programmatic borders.

**Integrative Business Model:** The focus is on addressing the root causes of client needs and problems by coordinating and integrating services at an optimum level.

**Generative Business Model:** The focus is on generating healthy communities by co-creating solutions for multi-dimensional family and socioeconomic challenges and opportunities.

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### Generative Partnerships and Networks Key

As the generative partnership between APHSA and the Alliance continues to evolve, we believe we will be modeling for our field and sectors one of the keys necessary at the local, state, and national levels to achieving a more modern and integrated health and human services system capable of breakthroughs and durable results.

The road before us as leaders is exciting, challenging, and full of opportunity and uncertainty. Complex challenges require adaptive solutions that move us in new directions, and we are committed to working with and through our networks and through generative partnerships to pave the path forward as we strive to ensure all people in our nation can reach their full potential.

# Never Get Behind Again: Old Thinking Through A New Lens

By Leo Ribas, Wayne Salter, and Blake Shaw

**A**lways falling behind? Do the long lines, full lobbies, and never-ending stream of new work ever stress you out? Do you feel yourself aging at the very mention of the word “backlog”? You’re not alone. The Great Recession of 2008 forced nationwide budget cuts leaving us with 30 percent less staff just before the Affordable Care Act increased our workload by 150 percent. These events created a perfect storm in our human services agencies that we have been trying to weather ever since.





Illustration via Shutterstock

There have been many attempts to deal with the aftermath, including sophisticated IT systems, call centers, interactive voice response systems, online applications, automated work flow, and automated pending notices. While designed to help us manage the tidal wave of work and meet the needs of our customers, we ended up with systems that manage our work in the 20–45 day range instead of looking at innovative ways to do much more with less. In other words, our efforts focused on coping with the debris left by the storm, not dealing with our new reality; **the storm is the new normal.**

The number of customers coming in is not slowing, the complexity of the work continues to grow, and the pressure to meet our deadlines is all-consuming. Amplifying our problem is the fact that every technology solution we put in place and every mandatory

guideline change requires training that pulls staff away from customers. Our hope is that with these changes we can keep up but the truth is we are only seeing longer transaction times, rising costs, and growing backlogs.

There's a secret to living peacefully in the storm. Step 1 is to realize that much of what is being tried is not helping, and is most likely hurting us. Step 2 is to change our focus from 30-day timeliness to one-day timeliness.

This may sound too simplistic but the “best practices” to weather the storm today deal with moving lines faster upfront and freeing up caseworker time behind the scenes to concentrate on doing the work. This effort to “protect” the caseworker means allotting time away from clients to work uninterrupted and free of distractions to catch up on cases. In theory this designated time to do the work should help, but while we can isolate the worker, nothing can or should stop the clients from trying to interact with us. It's as if only one team takes a timeout to strategize but the other team keeps playing.

When a customer cannot access their caseworker, they begin working different avenues to get information. They call, or “pop in” to the office, or even resubmit a new form in an attempt to see progress. Data show that after just one week, you can expect the average client to make four to five additional interactions for a single eligibility event.

While we can empathize with the customer's frustration, we often fail to see the self-inflicted damage done when we remove caseworkers from clients. Each additional contact requires us to complete 10 to 15 minutes of work, a “*pendalty*” for pending cases that adds up very quickly. We are literally adding hours of time for every client we “pend” and days and weeks to the time to reach a determination. For every 100 clients that walk in the door, an average of 60-plus will be pended in states and counties that have not shifted to first-contact resolution. Those 60 average four additional contacts of 15 minutes each for a total of 60 *pendalty* hours of work for every 100 clients. That's one and a half full-time caseworkers just to keep up with the *pendalty* time.

---

## Key Term

### **pend-al-ty** (*noun*)

1. a name for the additional work added to each determination decision that is pended

2. a punishment imposed for not finishing the work during the initial contact

3. the number one contributor to delays in getting our clients the answers they need

---

When these *pendalty* minutes catch up to us and we cannot keep up, we implement *overtime* for our staff. While this helps the agency maintain timely performance, the problem is that overtime becomes the normal, not the exception. Overtime should be reserved for times when it is truly needed, such as peak enrollment times. When it is the new normal, workers are losing their work-home balance, we are spending more and more money, and spending more time managing schedules than thinking about the root causes of the problem: We can't keep up.

In search of a more permanent solution, we turn to technology. However, many of us have spent millions of dollars on new systems that give clients access to data about their status in the hope that they would stop calling, popping in, and resubmitting, but that does not connect us to the client in a way that helps us make determinations or increase caseworker capacity. The truth is, unless it can speed up the time to disposition, it's



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# Increasing Capacity

## Sum of Two Elements:

### 1 faster determinations

- first contact resolution eliminates unnecessary customer interactions
- fewer customer interactions frees up staff time
- freed-up staff time fuels agency's ability to reduce cycle times

Faster Dispositions



Capacity to Process More Work

### 2 less churn

- fewer denials/terminations due to missing interviews or failure to provide verifications reduce unnecessary rework (re-opens)

not going to calm the storm or save us from the additional contacts.

The contacts have become so pronounced that we have built phone centers dedicated to diverting calls from the caseworker but even these require an agent to create a task or message that eventually requires caseworker action. The distraction wasn't eliminated, simply delayed.

All these strategies assure we stay in the storm by either encouraging the act of pending, or are a direct result of those pends. We are literally spending hundreds of millions of dollars trying to manage pended work instead of focusing on the second secret, *focus on day one*.

By focusing on day one, the first customer interaction, we can weather the storm by doing everything within our power to complete the transaction and avoid as many pends (and pendalty minutes) as possible. We need to do this, even at the expense of getting through the line faster. By slowing down and completing the transaction (no matter from which access point), we actually speed up the entire process. By how much? Just taking an additional 15 minutes to resolve a case on day one is the equivalent to adding a full-time staff for every 100 clients you serve. Instead of spending resources on pendalty, you are actually freeing up time and building capacity!

### **Instead of protecting caseworkers,**

*connect that caseworker to the customer as soon as possible, and allow them to address as much of the customer's needs at the time of the first interaction. Even if this drives up interaction time, it is essential that we do everything we can to try to make a determination on day one. If the key to unlocking your staff capacity is to eliminate the reasons that keep bringing customers into your lobbies and phone centers, then set up your processes, your technology, and your entire work areas to focus on first contact resolution.*

### **Instead of managing overtime,**

*we need to measure real-time customer demand more clearly and then manage day one workforce availability and staff utilization to match. Lobby and nonlobby traffic ebb and flow but we rarely move staff focus to assure work keeps moving. What we end up with is high pends in certain areas where we could have adjusted staff levels on day one to increase resolution and minimize the pendalty we now have to pay. By managing our staff in real time, we are able to provide faster transaction times, reduce pends and pendalty, and keep up with the majority of the work coming in. Oh yeah, it's also a lot cheaper.*

### **Instead of technology,**

*focus on the needs of the customer. What do we need to do today in order to make this determination? Are there people we could contact now, together, who can provide us with the information we need? If we absolutely have to pend, and there are some cases where we do, then let's use the technology to provide our customers with reliable information so they don't feel like they have to contact us unnecessarily.*

### **Instead of just informational phone centers,**

*turn your call centers into extensions of your lobby and provide full service to those calling in. Empower them to complete transactions and work on pulling cases from the queue. If we can do a good job at day one, pendalty calls about "where's my stuff" and status will dramatically fall within the first quarter and your call centers will have capacity to attack the backlog.*

There is a secret to never getting behind again. We need to shift our focus from just keeping our heads above water, understanding that, in reality, those efforts are only tiring us out and cannot be sustained. To find

*See New Lens on page 35*



# Driving Change

The Continued Evolution of Health and Human Services

By Doug Howard

**D**iscussions about creating modern and responsive health and human services are not new conversations but they come at a critical time. There are significant federal policy considerations in play, new governance models are emerging, and technology continues to advance at an increasingly rapid pace. Engaging in the discussions is a start, but action must be taken for it to matter. As a leader, driving system change can invite critics, raise operational challenges, and feel risky and uncomfortable, but in the long run it isn't about comfort, **it's about better outcomes.**



The following section is a framework checklist I have used in both managing business as usual and in driving change. All of these elements are critical in changing the way we do business.

## Framework Checklist

**Define a Clear Vision.** Have a clear vision for success; periodic benchmarks against the vision can create momentum and a sense of achievement. Some benchmarks may be process oriented but should tie to the long-term vision.

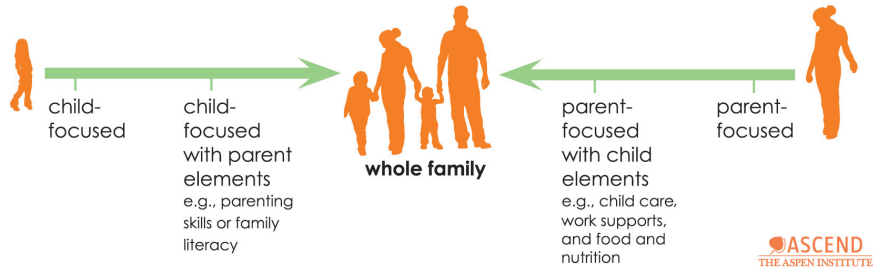
**Define Success.** Don't start if you didn't define it. Lack of clear success measures inhibits motivation and can send people on different paths.

**Return on Investment (ROI).** You must show that the change or initiative is a good investment of public funds. You need a clear case on what the investment is, how the investment improves outcomes, and a defensible way to measure the return for your funders and the general public. It's not just math, you must frame up and articulate a compelling case.

**Sustainability.** Think about sustainability up front, during, and after. Having a plan makes for an easier sell, but sometimes you have to move ahead without one, knowing that if you drive the right outcomes and show a significant ROI, you will find a way to sustain it.

**Create a Clear Governance Structure and Accountability.** Define decision-makers, stakeholders, influencers, funders, and service operators and what is expected of everyone. Recognize the voice of the customer. Check your governance against the Human Services Value

## The Two-Generation Continuum



Curve (see the February 2017 issue of *Policy and Practice* for an in-depth article on this topic).

**Develop Leadership.** It's easy to rely on the usual leaders. Remember that leaders come from all levels, don't have to be managers, and don't have to have years of experience. Creating nontraditional leaders as part of the solution can be both motivational and developmental (bonus earned for succession planning).

**Change Management and Communication.** New models are exciting to some and scary to others. Convey a clear set of expectations and provide supports and opportunities to help staff, program participants, and other key stakeholders understand and accept what the changes are and why. Be open to their feedback, look for actionable input, and be prepared for attrition by those who can't adapt.

**Policy Impacts.** Consider how dramatic shifts in policy might affect the plan and vision. Look for opportunities to pursue policy goals via evidence-based practices and always look for both opportunities and unintended consequences for cross- and inter-program impacts.

**Service Delivery.** It's easy to defer how services will be delivered but it's not a good idea. Planning should include testing, pilots, implementation, and contingency plans. Think about in-house capacity and competencies and whether to procure for capacity and competencies, noting that procurement may also allow redirection of existing resources to other mission-critical areas. Look for ways to encourage service delivery innovation; I define innovation three ways: new things, improving on old things to drive better results, and using old things for a new purpose.

**Performance Orientation.** Think through how to imbed a performance orientation into service delivery via measurements, contract vehicles, and other design elements. Performance-based contracting has grown in use as a vehicle to share risk, provide incentives to encourage innovation, and drive better outcomes.

**Data and Analytics.** Good data and measurements have three characteristics or a path to get there: they are meaningful, memorable, and actionable. Determine the need for and value of program and process analytics, predictive analytics, and behavioral analytics. Determine if you have to acquire the capacity for these where they do not exist, and how you develop a baseline to measure against in future years.

**Technology and Tools.** Determine how you can leverage existing technologies and tools, and be aware of new technologies and tools that have emerged. Differentiate between what is critical and what is nice to have. Determine whether there is an opportunity to leverage a partner's technology.

## Changing the Way We Do Business

Social determinants of health, brain sciences, the Human Services Value Curve, family-focused initiatives, and behavioral and predictive analytics are not new topics. However, recent research, development of evidence-based practices, better tools and technologies, and increased innovation have raised their profile in driving change.

**Brain Sciences.** Research shows that brain development at a young age

See *Driving Change* on page 31



**Doug Howard** is the Senior Vice President, Human Services North America, at MAXIMUS.

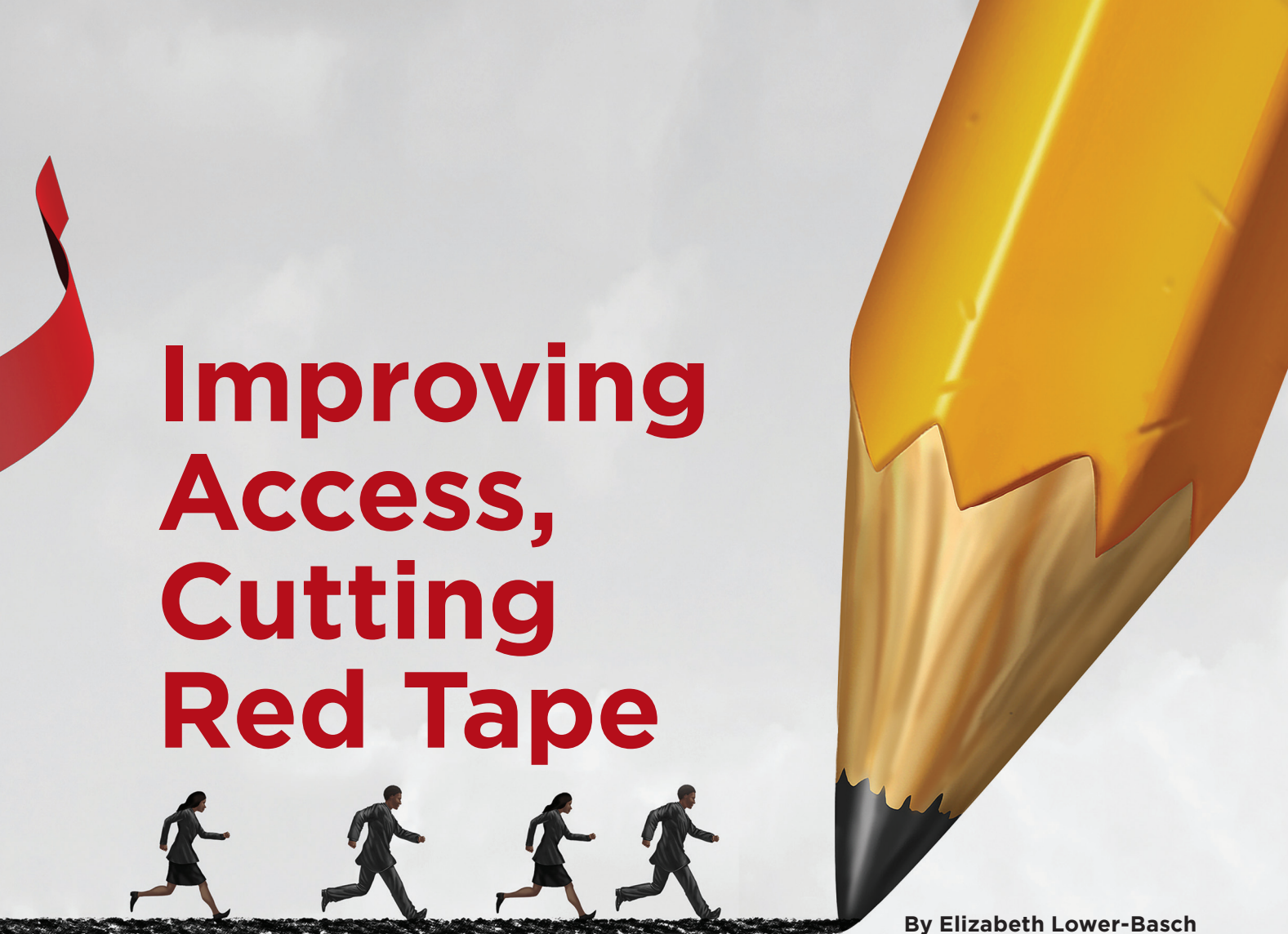
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# Improving Access, Cutting Red Tape

By Elizabeth Lower-Basch

## State Lessons from Work Support Strategies

**A**ccess to key benefit programs, like health insurance (Medicaid), nutrition assistance (the Supplemental Nutrition Assistance Program, or SNAP) and child care assistance (the Child Care and Development Block Grant, or CCDBG), reduces poverty,<sup>1</sup> supports stability and success at work,<sup>2</sup> helps people meet basic needs,<sup>3</sup> and improves low-income children's long-term health and economic well-being.<sup>4</sup> But despite the large and growing body of research demonstrating these successful outcomes, disadvantaged families frequently do not receive and keep the full package of benefits for which they are eligible. As many as a quarter of families eligible for both Medicaid and SNAP miss out on one or both. When capped programs such as child care or housing are considered, the participation rates are much lower.<sup>5</sup>

Recent evidence illustrates how several states achieved large-scale improvement in families' access to the full package of programs, using opportunities that exist today under Medicaid, SNAP, and the CCDBG. This evidence comes from a rich series of evaluation and technical assistance reports from the Work Support Strategies (WSS) initiative, a foundation-funded initiative led by the Center for Law and Social Policy (CLASP) and its national partners, the Center on Budget and Policy Priorities and the Urban Institute. The WSS provided funding, peer learning, and expert technical assistance from 2011 to 2016 to six diverse states (Colorado, Idaho, Illinois, North Carolina, Rhode Island, and South Carolina) to design, test, and implement more effective, streamlined, and integrated approaches to delivering key supports for low-income working families with two goals: ensuring that all families get and keep the full package of benefits for which they are eligible and reducing the burden of bureaucratic processes. Among the problems states targeted—which burdened both families and state workers—were overly complex policies and procedures, inadequate computer systems, and bureaucratic hassles such as confusing notices, long waits to meet with a caseworker, or duplicative verification requirements.

As Idaho Governor C.L. “Butch” Otter explains, “Idaho is committed to helping families find paths out of poverty and into the workforce. That means making smart investments in technology and integrating services not only to reduce the costs to taxpayers but more importantly to help people find the jobs they need to support themselves and their families.



**Elizabeth Lower-Basch** is the Director of Income and Work Supports at the Center for Law and Social Policy (CLASP).

## Key Publications from the Work Support Strategies Initiative

12 Lessons on Program Integration

Improving the Efficiency of Benefit Delivery

Changing Policies to Streamline Access to Medicaid, SNAP, and Child Care Assistance

Improving Business Processes for Delivery of Work Supports for Low-Income Families

Observations of Leaders Driving Change in State Government

Changes in Joint Medicaid/CHIP & SNAP Participation Rates, 2011–2013

More resources available at <http://www.clasp.org/wss>

This effort is aimed at increasing self-reliance and enabling success, not fostering entitlement and government dependence.”

In reviewing the final evaluation, implementation, and technical assistance reports, we find five major lessons:

**1. Significant improvements in key outcomes**, including participation in the full package of benefits without loss of accuracy. Other accomplishments included much faster delivery of benefits (some states doubled and tripled same-day services) and in some cases, reduced “churn,” or cycling on and off benefits.<sup>6</sup> Receiving benefits faster is crucial for families who frequently experienced hardships such as housing loss or food insecurity while waiting for a benefit determination.

Several of the WSS states set same-day service as a goal. In addition to the improved customer experience, states reported that this saved staff time and state resources by eliminating unnecessary interactions. For example, South Carolina Director of the Department of Health and Human

Services, Christian Soura explained that same-day service avoided the need to schedule and reschedule interview appointments.

States were able to make these major improvements while continuing to maintain program integrity. Some states had initially worried that attempts to speed benefit processing would result in increased errors, while others believed use of electronic verifications would reduce mistakes. The final evaluation report reviewed the data on SNAP error rates and concluded there was no consistent relationship between payment accuracy and improvements in timeliness.

**2. Under the existing federal–state structure, states had the power to make the key policy changes<sup>7</sup> needed to achieve these outcomes.**

When they set out to integrate policy across programs and make service more family centered, state leaders were often surprised to learn that many problematic policies were the result of state choices, not federal requirements. As one state official discovered, “The more we study the steps in the application process, the more we learn that we have promulgated rules that are not mandated.”

Many states learned that they were relying on paper verifications when electronic sources were available, or collecting verifications not needed by federal law. Every piece of paper a customer submits must be processed by a caseworker, so streamlining verification policies can both improve

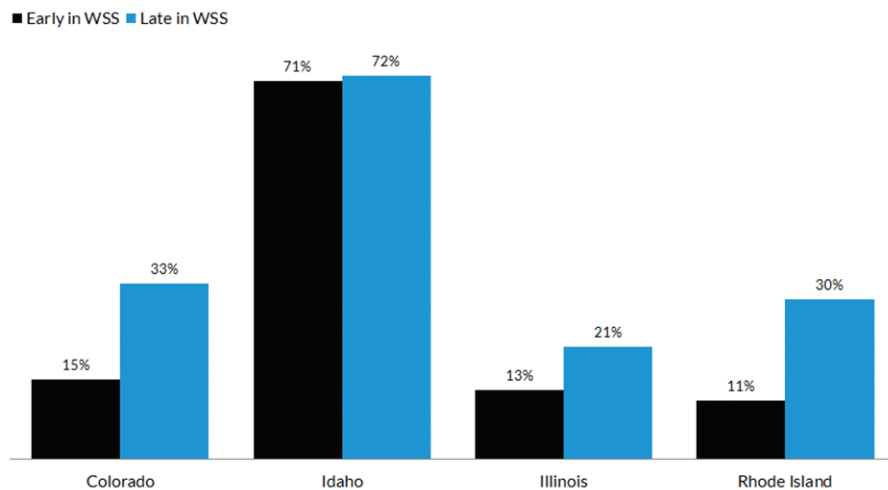
**“That means making smart investments in technology and integrating services not only to reduce the costs to taxpayers but more importantly to help people find the jobs they need to support themselves and their families.”**

C.L. “BUTCH” OTTER,  
IDAHO GOVERNOR



## WSS States Saw Dramatic Increase in Same-Day SNAP Processing

Percent of SNAP applications processed same day in four states

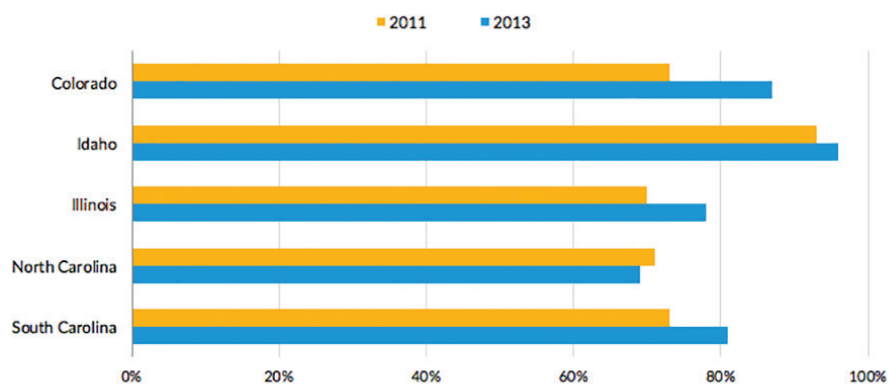


Source: Urban Institute analysis of data provided by the Colorado Department of Human Services, the Illinois Department of Human Services, the Idaho Department of Health and Welfare, and the Rhode Island Department of Human Services.

Note: Each data point is based on three months' average data. Data for "early in WSS" are from 2010, 2011, 2012, or 2013, depending on data availability. Data for "late in WSS" are from 2015.

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## SNAP and Medicaid /CHIP Joint Participation Rates for Individuals under Age 65



Source: Loprest, Lynch, and Wheaton. 2016. *Changes in Joint Medicaid/CHIP and SNAP Participation Rates, 2011 to 2013: Findings from the Work Support Strategies Evaluation*. Washington, DC: Urban Institute.

Notes: CHIP = Children's Health Insurance Program. SNAP = Supplemental Nutrition Assistance Program.

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the customer experience and increase efficiency. For example, Rhode Island administrators learned their requirement for child care applicants to submit detailed work schedules caused major delays, especially for customers with fluctuating schedules. By eliminating this requirement, Rhode Island dramatically increased its timeliness in processing applications. In these cases, the primary federal role was simply to reassure states that, indeed, they had the authority to make the changes they desired.

In other cases, states took advantage of options or waivers allowed under federal law. One significant example is the opportunity to verify

Medicaid eligibility using information customers already provided for SNAP. South Carolina used the express-lane eligibility option to maintain Medicaid health coverage for more than 140,000 children without the need for families to complete any Medicaid paperwork. Illinois used a waiver to enroll 40,000 nonelderly, nondisabled individuals in Medicaid based on SNAP receipt.

**3. States needed a clear vision for where to go, as well as openness to learning the best ways to get there.** Leaders across states widely cited the value of developing a concrete vision that catalyzed support among internal and external stakeholders and was specific enough to operationalize, yet

broad enough to apply across agencies, programs, and priorities. For example, North Carolina's vision was that "families will tell their stories once and receive the services they need."

At the same time, states highlighted the importance of flexibility on the ways to achieve these goals. States committed to a culture of experimentation and use of data to provide feedback on what was working. As states listened to multiple stakeholders and identified problems, they piloted solutions at a small scale, allowing them to test their hypotheses. Sometimes this resulted in quick wins—and other times it allowed states to "fail quickly, and learn quickly." This nimbleness, commitment to taking risks, and humility to learn proved invaluable.

Data, a key part of this process, allow states to measure progress toward goals. However, participants highlighted the importance of defining the questions first and then building the data around those questions, rather than allowing the data to define the questions. Front-line staff and supervisors often needed training in order to become effective consumers of data, not just collectors. States also used caseworker perception or quick client surveys to assess their progress before formal evaluation data were available.

**4. To achieve the goals, states had to change many aspects of their delivery systems at once—business process, technology, data, policy, leadership, and management structures.** The WSS states upgraded their business processes, such as improving customer greetings and addressing workflow inefficiencies. Several states trained workers to process applications for multiple programs. States also made significant policy changes. There was no silver bullet, and every change had ripple effects in other areas of the project.

States highlighted the importance of thinking through business processes and knowing how technology would be used before delving into systems change, rather than expecting a new system to solve all their problems. States recommended taking the time

See *Red Tape* on page 29



## May a Foster Child Sue a Biological Parent for Sexual Abuse?



**R**emoved from their biological parents, the children were placed in foster care. The court and all the professionals held out hope that the children would one day be reunified. Toward that end, under court order, unsupervised visits were gradually introduced. Unfortunately, those unsupervised visits were occasions for the biological father to molest his own children in plain sight of the mother.

Eventually, the children sought to sue their mother. May they? Aside from the practical aspect of the mother having insignificant assets, what is the legal answer? The mother was present when the children were being abused. She saw their plight in time to act so the children could avoid being harmed, and she knew, or should have known, that a legal duty existed to protect them. In such a circumstance, when a child suffers an injury resulting from a parent's failure to adequately protect, should there be an actionable tort against the biological parent?

The doctrine of parental immunity can be traced back to 1891 to a Mississippi Supreme Court case, *Hewellette v. George* (9 So. 885 (Miss. 1891)), holding that a minor child may not maintain a negligence action for personal injuries against his or her parent. The court noted that “so long as the parent is under obligation to care for, guide, and control, and the child is under reciprocal obligation to aid and comfort and obey, no such action as this can be maintained (p. 887).” The court further explained: “The peace of society, and of the families composing society, and a sound public policy, designed to subserve the repose of families and the best interests of society, forbid to the minor child a right to appear in court in the assertion of a claim to civil redress for personal injuries suffered at the hands of the parent. The state, through its criminal laws, will give the minor child protection from parental violence and

wrong-doing, and this is all the child can be heard to demand (p. 887).”

Eventually, a number of states decided to completely abrogate the parental immunity doctrine. Today, some states still hold by a limited parent-child tort immunity rule for intentional torts, and some recognize an actionable tort for negligent parental supervision. But our case is different. Legal custody of the children was held by the state; physical custody was with the foster parents; but, the parental rights of the biological parents had not been terminated.

Some courts have strongly condemned applying the parental immunity doctrine to defeat an intentional sexual abuse claim. For example, in *Hurst v. Capitell* (539 So. 2d 264 (Ala. 1989)), a minor sued her stepfather and natural mother for damages based on sexual abuse. The court held: “[T]o leave children who are victims

See *Foster Child* on page 30

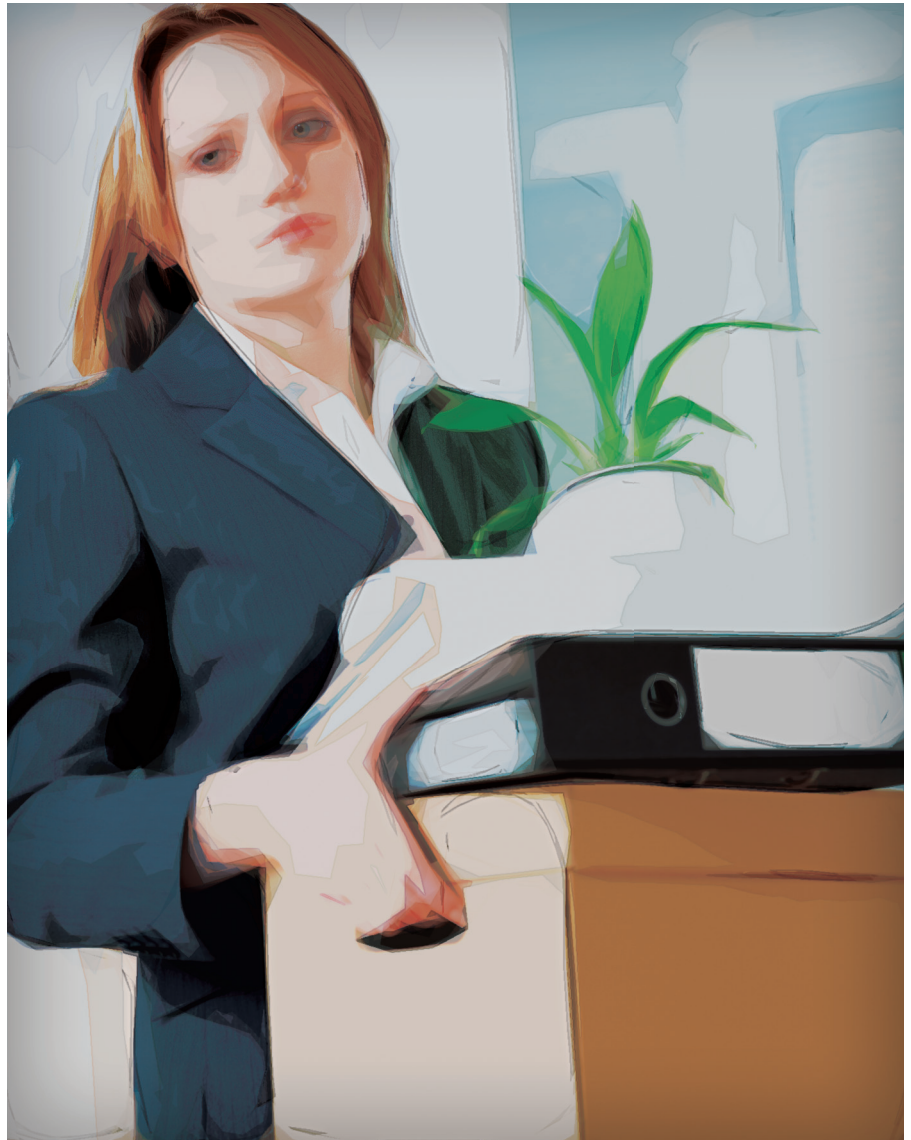
## Wrongful Termination of Public Human Services Employees

The United States Supreme Court has held that “[a] State may not condition public employment on an employee’s exercise of his or her First Amendment rights.”<sup>1</sup> Moreover, “[t]he First Amendment prevents the government, except in the most compelling circumstances, from wielding its power to interfere with its employees’ freedom to believe and associate, or to not believe and not associate.”<sup>2</sup>

While public employees generally have increased job protections compared to many employees in the private sector, they can be fired. A public human services employee who is fired illegally is said to be wrongfully discharged or unlawfully terminated and may have a good cause of action to file a lawsuit. Fortunately, there are laws to protect employees from a wide variety of adverse workplace actions. If it is determined that the employee was improperly terminated, monetary damages for lost wages and emotional distress may be recovered. If the agency’s behavior was sufficiently egregious, the employee may also be entitled to punitive damages.

Determining if the employee was improperly terminated depends on the situation and the precise circumstances. Numerous high profile examples across the country have made the headlines: in Arizona, “Fired child safety workers want wrongful firing suit revived”<sup>3</sup>; in Oregon, “Child welfare draws lawsuit”<sup>4</sup>; in Montana, “County pays \$65,000 to settle wrongful discharge suit.”<sup>5</sup>

Not every “unfair” discharge may result in a lawsuit for wrongful termination. Although an unfair termination may lead to an unemployment claim, only certain types of unfair terminations yield a civil legal claim. A



wrongful termination lawsuit may arise from issues related to job performance, racial or national origin discrimination, sexual harassment, retaliation, reprimands, whistleblowing, military status or service, demotion or denial of promotion, Family and Medical Leave Act matters, wage, hour, and overtime disputes, and other personnel concerns.

Such cases can be heard in federal and state courts, and in administrative agencies at all levels.

According to New Jersey attorney Michael Leshner, “Actions challenging wrongful terminations face a complicated network of legal obstacles. Potential defendants need to be aware

*See Wrongful Termination on page 34*

By John White, Margot Bean, and Tiffany Dovey Fishman



## Next-Gen Child Support: Improving Outcomes for Families

Arguably one of the most effective federal programs of all time—child support—now faces new challenges arising from dramatic changes in our society that threaten its future success.

Changing family structures and circumstances, rising incarceration rates, and a challenging economy all make it harder than ever for child support programs to improve performance. Many state programs rely on outdated mainframe computer systems to support their operations, lack the resources for costly upgrades, and struggle to attract and retain high-performing employees—especially technical employees—needed to bring the program into the future. However, there are solutions to these challenges that can ultimately improve outcomes for families.

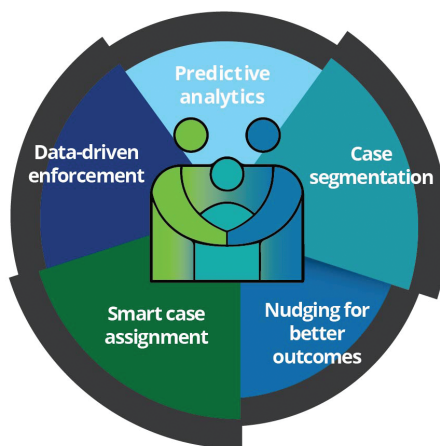
To succeed in the coming years, the child support program will need to embrace new ways of operating (see Figure 1), including:

- New technologies that tap into data within agencies, maximizing the outcomes of communication and enforcement strategies
- A renewed purpose that ensures the program meets parents and families where they are today, recognizing the changing social landscape
- New approaches to workforce optimization to help create a better employee experience for the child support workforce

### Child Support 2.0: The Data Revolution

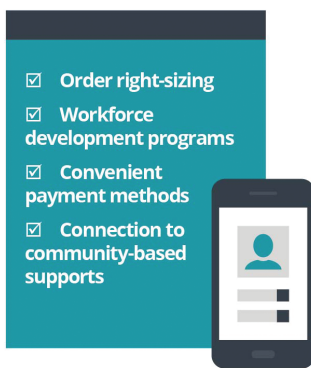
America's child support agencies possess a treasure trove of historical data on the cases they manage.

Figure 1: Next-gen child support



#### Child support 2.0: The data revolution

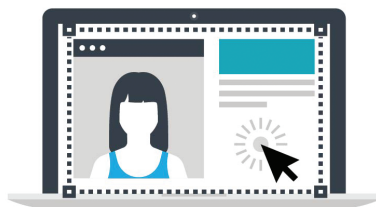
America's child support agencies possess a treasure trove of historical data on the cases they manage. If truly put to use, this data can be leveraged to unleash significant value. Taken together, a suite of techniques—from predictive analytics to matching cases to the right caseworkers to employing behavioral nudges—form a holistic, data-driven approach to improving child support outcomes for all parties.



#### Child support as a service: Modern enforcement

The push for better customer service is critical for delivering better outcomes for the families the program serves. Program leaders have an opportunity to improve performance by meeting people where they are:

- Connecting parents to services that can help them provide for their children
- Modifying support orders for struggling parents, particularly the incarcerated
- Making it easier for parents to meet their obligations



#### Modernizing the employee experience: Boosting workforce engagement

Highly effective organizations recognize that people ultimately drive performance. Understanding employees' needs, taking steps to address pain points that might be unique to a certain group (for example, new hires or seasoned staff) along with empowering caseworkers with modern tools and technologies can all boost engagement, satisfaction, and, in turn, performance.

Source: Deloitte analysis.

Typically, the data are accessed only after a parent has fallen significantly behind, often on an ad hoc basis to retroactively determine what went wrong and why. If truly put to use, however,

data can be proactively leveraged to unleash significant value.

Thanks to advances in data analytics, caseworkers can make use of the

*See Child Support on page 32*

## National Association of Public Child Welfare Administrators

- NAPCWA welcomes new President Doris Tolliver, Chief of Staff, Indiana Department of Child Services and Vice President, Nanette Bowler, Director, Fairfax County Department of Family Services. Tolliver and Bowler will join Greg Rose, Deputy Director, Children and Family Services, California Department of Social Services as NAPCWA officers.
- The Every Student Succeeds Act (ESSA) workgroup continues to support members' implementation of the ESSA provisions related to students in foster care. The workgroup meets monthly, providing an ongoing forum for members to exchange ideas, best practices, and collectively address challenges and develop solutions to maintain progress in implementation. The workgroup was originally created to develop comments in response


to last summer's Notice of Proposed Rulemaking on ESSA. In the coming months, workgroup meetings will include key partners that support educational stability for foster youth and state and local education agencies partners to expand the dialogue and partnerships with education entities.

- NAPCWA has convened its national member network for monthly calls on The Outlook for Child Welfare. The calls included updates on new legislative proposals affecting child welfare and children and families and provided a forum for finalizing guiding principles that align with and promote APHSA's Pathways 3.0 agenda, introduced in the transition report "Creating a Modern and Responsive Health and Human Services System."

## National Association of State Child Care Administrators

- NASCCA welcomes Tracy Gruber, Director for Utah's Office of Child

Care and Senior Advisor of the Intergenerational Poverty Initiative, as the new NASCCA Vice-Chair. Gruber joins NASCCA Chair Janice Molnar, Deputy Commissioner, Division of Child Care Services, New York State Office of Children and Family Services, as the Co-Leads of the Executive Advisory Committee.

- NASCCA has completed a series of national member calls to support child care administrators' work to implement the Child Care and Development Block Grant (CCDBG). The affiliate hosted three calls and pre-call surveys on the main topics members identified as high priorities, including graduated phase-out, background checks, and health and safety training. Results from the survey and discussion from the summary calls will be compiled and released as a NASCCA Policy Brief on CCDBG Implementation. 



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conditioning; on-site case management; mentorship; housing support; employment skills training; trauma-informed development workshops; and a community-based basketball league. The building also hosts anti-racism, business development, city transformation workshops and training, and sustainable employment through its social enterprises—Building Bridges Professional Services and Rising Grinds Café and Double O Supply and Craftsman—who collectively created 15 full-time jobs in the first year. Additional pre- and post-outcomes, according to research conducted by Grand Valley State University Community Research Institute, included:

- 53 percent reduction of course failure
- 50 percent reduction in school suspensions
- 43 percent reduction in trauma symptomology
- 98 percent of youth reported positive outlook on life
- 97 percent affirmation that participation in community service learning was beneficial for personal growth and community impact
- 81 percent of youth who participated in Teen Outreach Program® classes reported feeling empowered after completing the program
- Every \$1 invested in the collaborative Grand Rapids Center for Community Transformation produced \$2.41 in social benefits and savings to society

The partnership has also begun piloting new sustainable models that integrate the child welfare system, affordable housing, and economic development initiatives. Most recently, the Grand Rapids Center for Community Transformation collaborated with an affordable housing developer and has since received a Low-Income Housing Tax Credit (LIHTC) award from Michigan State Housing Development Authority. The partnership was the result of a series of community conversations initiated by local youth serving nonprofits and

***Relationships lend themselves to building capacity in one another's organizations, and capacity leads to innovative joint initiatives. These initiatives often allow space for others to enter into the collaborative relationship and in our experience, this process drives change.***

the local Department of Health and Human Services, and resulted in the Kent County Youth Forum. The collaborative recognized the long history of the lack of housing options for youth aging out in the city. Specifically, it was identified that social services agencies did not have the right skill sets or know-how to actually develop new affordable housing.

Today, though our emerging models have shifted and morphed, we recognize that the key to the success of these partnerships in producing positive community outcomes was the recognition that developing relationships between cross-sector decision-makers is the catalyst of innovation. Relationships lend themselves to building capacity in one another's organizations, and capacity leads to innovative joint initiatives. These initiatives often allow space for others to enter into the collaborative relationship and, in our experience, this process drives change. We have since joined other organizations in a global movement of city transformation based on these principles.

More specifically, through these cultivated relationships, the housing development and social services innovation at the local level has become comprehensive and integrated. Bethany Christian Services will play

two roles: (1) youth from the non-profits and the Department of Labor's YouthBuild program will assist in the construction of 24 units of affordable housing as part of their vocational training curriculum, and (2) case managers from Bethany will provide onsite employment and case management for six of the units, which will be considered Permanent Supportive Housing (PSH) for youth aging out of foster care. This creates a virtuous cycle where youth capacity can be developed while a vital community need is also addressed.

The social enterprise, Building Bridges Professional Services, which hires YouthBuild graduates, will be paid to design and install the landscaping and provide ongoing maintenance of the property. The other 18 units in the 24-unit complex will be mixed-income. This sustainable model is the first of its kind in the state that include units that are mixed income alongside scattered PSH units.

The partnership in Grand Rapids has since been funded to provide another 64 units through LIHTC, 17 of which will be for youth aging out of foster care and homeless youth. We hope to see this replicated elsewhere.

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**Justin S. Beene** is the Founder and Director of the Grand Rapids Center for Community Transformation; a faculty member at Action University; Vice President of the Board of the Mosaic Christian Community Development Association in Benton Harbor, MI; and is on the International Advisory Board for the Center for Transforming Mission in Guatemala City.

needed to test technological changes in advance, communicating clearly about delays and setbacks to those affected, and developing troubleshooting guides.


**5. Federal funding and partnership was crucial to state success.** While states appreciated WSS's foundation funding, it was dwarfed by federal and state funding for the underlying programs. States and the federal government share in the cost of providing Medicaid coverage, while the benefits under SNAP are entirely federally funded. This gave states the flexibility to improve access to benefits without having to make cuts elsewhere. As Sherry Bradsher, former North Carolina Deputy Secretary for Human Services, explains, "the uncapped federal funding gave us the flexibility to focus on what made sense for improving families' long-term economic stability, not the short-term costs."

In addition, five WSS states built or are in the process of building integrated eligibility for both health and human services programs. These investments were made possible by Medicaid's 90/10 federal financial participation for the development of health eligibility and enrollment systems,<sup>8</sup> as well as the A-87 Cost Allocation Exception,<sup>9</sup> which allows human services programs to share in these systems and this enhanced match. This was a game-changing opportunity for states to reform service delivery and integrate across health and human services programs. Without this exception, most states would probably have chosen to build modernized systems for just Medicaid, leaving human services programs on the existing antiquated platforms, and making cross-program integration even more difficult.

## Summing Up

Congress is now considering proposals to fundamentally change the funding structure of Medicaid; similar proposals for SNAP may follow. While the complexities of administering programs are often used to justify such changes, WSS shows that when

## **The capped federal funding and shifting of any incremental costs to states would constrain states' ability to improve their programs far more than the current legislative and regulatory structure.**

states commit to an improved vision for delivery of services, build a culture of inquiry and learning, and bring together policy, business process improvements, and technology, they can make major improvements—and have real impacts—within the current legislative framework. Moreover, the capped federal funding and shifting of any incremental costs to states would constrain states' ability to improve their programs far more than the current legislative and regulatory structure. The CCDBG serves as an example of the difficult choices states face with block grants. While states have a great deal of flexibility to set policy parameters, flat funding forces states to constantly make tradeoffs, including between paying the rates needed to ensure minimal quality standards and serving more children and their parents. 

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share success stories, we must paint the full picture. Frames that include the environmental and community context up front in our narrative are far more effective. Whole family or multigenerational approaches that bridge sectors are particularly helpful frames for showing what works across the lifecycle of a family in the community in which they live, work, and play. Consider the connected systems at play, for example, in shaping the trajectory of young parents who find initial support in a TANF program (human services system) that provides them with new job skills (workforce system) that lead to a quality job (employer), and where child care subsidies (early learning and care) mean Dad or Mom can take that job and simultaneously assure quality early learning and care for their children.

Another way to apply this metaphor is to flip the lens completely to tell the story of how the human services system is a fundamental building block for healthy human development and well-being. When we show how education, health, employment, and other sectors are naturally connected to human services, we turn the focus

to how human services can prevent unnecessary reliance on government supports, positively impact population health and well-being, and reduce downstream costs.

**Second, we need to use numbers more effectively.**

We are bombarded with news stories involving large numbers. Especially related to government or charities, we hear about billions of dollars spent on services or the historic number of people served in a program. These frames evoke an unproductive response and almost always result in default

thinking about government waste or ineffective use of charitable dollars.


There are two keys to remember when using numbers to illustrate your point. First, it is important to provide the “why” up front. Numbers alone don’t tell the story and won’t move people to a more productive frame. This is true even when you’re making a compelling case

for a program’s return on investment to a community. Before you introduce how effective a service is, you need to first show what is at stake and why it matters. For example, building

on Frameworks research in human services, we know that the shared American value of human potential is an effective means of connecting people to the idea that all of us should have the opportunity to live to our full potential and that well-being is not something we are born with but is built by the environment around us. Once we have set that stage, we can use numbers to help explain the issue and what the policy opportunities are to prevent or resolve the problem.

“Social math” is the practice of translating statistics and other data so that they are meaningful to an audience and helpful in advancing public policy. Comparisons to familiar things can be helpful; for example, comparing the cost benefit of making investments in a school over a prison—both well-known institutions.

Using numbers this way is a part of effective framing. When it is done well, social math disrupts old mindsets and can open up new ways of seeing the issue and the solution(s).

All of this takes practice. At APHSA, we have developed training curricula, tools, and technical assistance supports on framing tailored for health and human services. If you are interested in exploring these services, please contact me or Emily Campbell, who leads our Organizational Effectiveness practice, at [ecampbell@aphsa.org](mailto:ecampbell@aphsa.org). 




*We have to get better at showing the full landscape. This means when we share success stories, we must paint the full picture. Frames that include the environmental and community context up front in our narrative are far more effective.*

of such wrongful, intentional, heinous acts [sexual abuse acts] without a right to redress those wrongs in a civil action is unconscionable, especially where the harm to the family fabric has already occurred through that abuse (p. 266).” In similar fashion, the Connecticut Supreme Court, in *Henderson v. Woolley* (230 Conn. 472 (1994)), held that the common law parental immunity doctrine did not bar a civil lawsuit for damages by a minor child

against his or her parent for personal injuries arising out of sexual abuse, sexual assault, or sexual exploitation.

If a child living with his or her biological parents is permitted to bring a legal action against a biological parent for sexual abuse, is it not compelling that, all the more so, a child living in foster care can also bring a similar action? It is time for all states to embrace the idea that, to whatever extent it retains a parental immunity

doctrine, such doctrine should not bar an action by a minor child against a biological parent for damages arising from sexual abuse when the child is in foster care. A parental immunity doctrine should not be a shield for parental moral depravity. 

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affects later outcomes. Research also shows that stress affects the coping skills, motivation, and engagement of an individual. The relevance to communications, interactions, and expectations is informing how we communicate and structure services around practices like motivational interviewing and strength-based approaches.

**Multigeneration Strategies.** Multi- or two-generation strategies are not new; think Head Start, Early Start, or family-focused child welfare. However, many state and local agencies are engaging in broader efforts to shift how we define and achieve success in health and human services. Policy debates over the years have included talk about breaking the generational cycle of poverty. Welfare reform success stories have included parents talking about being role models for their children. The American Public Human Services Association, National Governors Association, and U.S. Department of Health and Human Services Administration for Children and Families have all engaged in initiatives to help states define and execute on strategies. Research by think tanks and foundations is focusing on models and results. Examples of some initiatives include providing multiple points of access to services and programs, cross-program referrals, leveraging home visits for multiple purposes, and comprehensive family assessments and services.

**Population Mobility, Demographics, and Expectations.** Mobility isn't just about jobs; it's also about housing, schools, and other aspects of life that affect the ability to deliver human services to those in need. While much attention has been given to the aging population, the millennial demographic (and their next generation) will have far different expectations for how they want to communicate, access, and receive services.


Following are examples of a few programs where we've seen change, particularly around the multigeneration concept.

**Tennessee Two-Generation Approach.** As a provider of workforce and child support services in Tennessee, MAXIMUS is partnering with the state agency to implement a family-centered approach to case management, moving toward a more effective two-generation approach to create cycles of success for the families we serve. This includes intensive case management for Temporary Assistance for Needy Families (TANF) customers by evaluating the entire family unit and helping participants and their children access opportunities that increase financial security, education and skills, social capital, and health and well-being. In child support, we are extending efforts to help noncustodial parents with education and employment opportunities to help create a better quality of life, resulting in increased payments and increased parental engagement. We are also working to help identify other community resources and supportive services that may help address family needs that are brought to our attention.

**Nebraska Family-Focused Case Management.** As a provider of TANF work program services, MAXIMUS is engaged in a state initiative that targets families in a family-focused case management pilot program. This pilot is intended to be a step toward better coordination and collaboration between the private sector and TANF, the Supplemental Nutrition Assistance Program, child welfare, child care, and child support. Opportunities exist to leverage resources across multiple funding streams. Participation in assessing a family's need for these services is optional for the family. If they participate, additional in-depth information about the family is collected and referred to family-focused coaches. The family-focused coaches score the information to determine the family's level of need and, when appropriate, invite program participants to meet with them to develop family goals and strategies. Goals can include mental and physical health, housing and housing-related objectives,

transportation, education, peer support, financial education, and other issues. Service plan details and participant commitment are incorporated into written plans. Family-focused coaches include an onsite economic assistance case manager and a children and family services case manager who utilize multiple community resources. The goal is sustainable employment and self-sufficiency while addressing family issues to improve functioning and remove employment barriers. The family-focused case management initiative is highlighted on pages 12–14 of the Governor's Business Plan for the Department of Health and Human Services (DHHS), "Real Improvements, Sustainable Progress, Better Lives for Nebraskans, A DHHS Business Plan," which may be viewed at <http://dhhs.ne.gov/Documents/BusinessPlan.pdf>.

**DC YouthLink Services.** MAXIMUS has partnered with DC government to work with at-risk youth (ages 16–24) in Washington, DC, around the domains of Positive Youth Justice: work, education, health, creativity, community, and relationship services. MAXIMUS is also an operator of the traditional TANF program in DC, which includes some families with at-risk youth. As part of both programs, we have reached out to other family members (typically an older youth and their parent, plus other family members) and have integrated and emphasized home visits and wraparound services as part of our strategy. We are finding that we get better engagement and commitment from the primary participant (the parent in TANF and the youth in YouthLink) when we engage all family members and are able to address some family issues that could present stability and participation problems in either program. These factors have contributed to high engagement and positive education and employment outcomes.

In these three jurisdictions, as well as many others, the focus is shifting to a modern and responsive system that addresses the entire family. It's all about better outcomes. 

data to craft solutions tailored to the unique needs of cases that also have the best chance of succeeding. Consider Florida's Child Support Program.

The Florida Child Support Program uses data to guide team members; its goal is to select the compliance actions that will result in the greatest return on investment (ROI) for the program. This is accomplished by using a predictive model based upon two specific parameter groups—the financial compliance levels of cases and the indicators of the parents' ability to pay (e.g., criminal history, employment, institutionalization status, and disabilities).

Based on the outcome of the predictive analytics model and the ROI of each potential remedy, Florida's system identifies the best course of action for a case. The model prioritizes remedial actions that have the largest ROI—bringing in the most collection money when compared with costs—and are, therefore, most likely to be effective and efficient.

"Florida uses a tailored enforcement approach," explains Ann Coffin, the Director of Florida's Child Support Program, noting that the system automatically analyzes data and then applies business rules set by the program. Since some enforcement actions, such as contempt proceedings, can be very expensive and time consuming, the use of analytics helps prioritize the action that has the greatest chance of success.

### **Child Support as a Service: Modern Enforcement**

When parents have little or no steady income, they may not have the financial means to regularly pay child support. According to Frances Pardus-Abbadessa, Executive Deputy Commissioner of New York City's Office of Child Support Enforcement (NYCOCSE), "The next frontier for the federal child support program is this: How do we work with the hardest-to-serve?"

For Pardus-Abbadessa, child support enforcement has to go beyond mere collection to achieve the deeper goals

***"This is a challenge but it is also an opportunity. Child support is one of the few programs that works with both parents. We could use the program to help connect fathers to work and to ensure their connection to their children stays strong."***

— FRANCES PARDUS-ABBADESSA,  
EXECUTIVE DEPUTY COMMISSIONER OF NEW YORK CITY'S  
OFFICE OF CHILD SUPPORT ENFORCEMENT

of helping children stay out of poverty and strengthening families. This is no easy task. Unlike the performance boosts that have come from greater interstate cooperation, automated payments, and expanded enforcement measures, efforts such as job training and other life skills programs can be much more labor-intensive and variable in their impact.

Nonetheless, Pardus-Abbadessa sees a gap that needs filling. "We believe most parents want to support their children, but there isn't much in the program today to help those parents who are struggling to make their payments," she says. "This is a challenge but it is also an opportunity. Child support is one of the few programs that works with both parents. We could use the program to help connect fathers to work and to ensure their connection to their children stays strong."

One thing that doesn't help anyone is an unrealistically high support order and the unsustainable debt that soon follows. "Massive debt can have a lot of negative impacts," says Pardus-Abbadessa. They include driving parents to under-the-table work, driving a wedge between parents and their children, and fostering a feeling of despair—which can lead to giving up. It can also create a lot of negative attitudes toward the child support program.

To help parents pay off their debt, NYCOCSE sponsored a "Pay It Off" program in 2016, which offered a \$2 credit for each dollar of debt payment received from qualifying parents. The

program reduced debt by nearly \$4 million, or about \$7,000 per participating parent—an amount that can make a huge difference for people of limited means. Other programs, including an effort to right-size orders, saw the percentage of low-income parents making their payments increase from 41 percent to 62 percent.

### **Modernizing the Employee Experience: Boosting Workforce Engagement**

Twenty-five percent of graduating college students rank government as one of the top three industries where they want to work, yet a much smaller percentage actually decide to launch a career in the public sector. And while attracting new talent remains a challenge, retaining an agency's current workforce and keeping them engaged and motivated can be equally daunting. Given that replacing an employee costs an agency an average of \$150,000 in addition to the salary of the new hire, improving the employee experience and retaining staff is increasingly a top-of-mind priority for many child support directors.

When it comes to helping employees feel more connected to the workplace, even small efforts can go a long way. Consider the case of Arizona's Department of Child Support Services (DCSS), part of the Department of Economic Security.

DCSS launched a colleague engagement initiative that takes a "people first, people always" approach. The initiative emphasizes three

behaviors—contribution, teamwork, and growth. Staff members win recognition for going above and beyond, for length of service, or for positive customer feedback, and they are encouraged to nominate colleagues for awards. The agency implements weekly huddles to keep lines of communication open, maintain focused goals, and increase team spirit. Also, the Department of Economic Security Mentor Program helps employees identify their strengths, weaknesses, needs, priorities, and career goals through coaching and professional networking.


At its heart, Arizona’s colleague engagement initiative is really about checking in with people and hearing their stories. It’s about giving each employee a buddy to hold them accountable for professional and personal goals, recognizing employees

for good work, and creating the right conditions to build better connections in the workplace.

As a result of these efforts, the Arizona Department of Economic Security saw a five-fold increase in its overall employee engagement ratio in just one year.

### Looking Ahead

Throughout its history, the child support program has adapted successfully to changing circumstances. When it comes to ensuring that parents with means contribute to the upbringing of their children, the program is now quite successful. To sustain this success and to improve in the future, the program must continue to evolve, embracing new technologies and new approaches to service, and improving workforce engagement (see Figure 2). The welfare

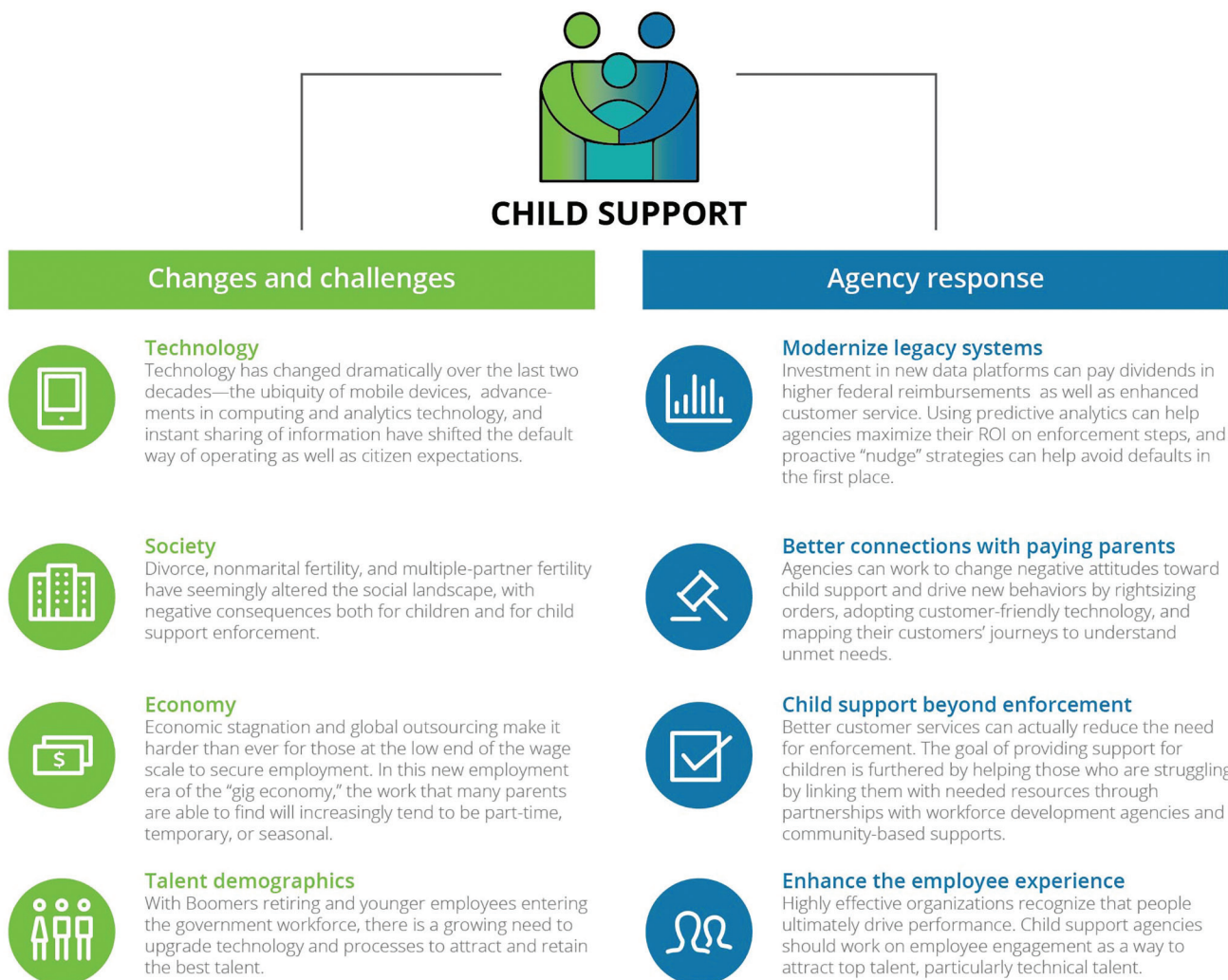
of millions of children depends on the ability of child support agencies to deliver the best possible service. 

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**Figure 2: Evolving child support for the modern age**



Source: Deloitte analysis.



**Name:** Jennifer Kerr

**Title:** Organizational Effectiveness Consultant

**Time at APHSA:** 1 year

**Life Before APHSA:** Prior to joining APHSA, I spent 15 years working in Pennsylvania as an Organizational Effectiveness (OE) Specialist, Curriculum Writer, and Training Coordinator for both the University of Pittsburgh's Child Welfare Resource Center and the Philadelphia Department of Human Services.

**What I Can Do for Our Members:** Utilizing my OE facilitator skills, I will lead strategic planning sessions and develop plans for training and technical assistance.

**Priorities at APHSA:** Enhancing the OE practice and supporting our affiliates are two of my strongest priorities.

**Best Way to Reach Me:** The best way to reach me is through email at [jkerr@aphsa.org](mailto:jkerr@aphsa.org).

**When Not Working:** My weekends and time off are spent with my family. I have two daughters who are actively involved in sports and my husband and I make it a goal to attend all of their basketball and soccer games. When not attending my girls' games, I coach a 6th grade basketball team and I love to travel.

**Motto to Live By:** Laughter is much more important than applause. Applause is almost a duty. Laughter is a reward. 📷

## WRONGFUL TERMINATION continued from page 25

that these actions can be pleaded under several different theories. For instance, individual employees, including supervisors, are not subject to liability under Title VII of the Civil Rights Act of 1964 (See *Sheridan v. E.I. DuPont de Nemours & Co.*, 100 F.3d 1061, 1078 (3d Cir., 1996)). However, those same individuals may be sued under state-law parallels to Title VII, such as New Jersey's Law Against Discrimination (N.J.S.A. § 10:5-3 *et seq.*). Similarly, even where plaintiffs cannot claim membership in a 'protected' class, they may be able to assert a discrimination claim on the basis of 'retaliation' for opposing an employment policy or engaging in some other sort of protected 'whistleblower' activities. In short, both the employee and the employer in such actions need to be aware of many wrinkles in the applicable laws.

### Avoiding a Lawsuit

In today's litigious world, the best solution to a wrongful termination lawsuit is to avoid it at the outset. With mutual open communication—in writing and verbally—these lawsuits

can be averted. Here are a few basic preventive measures that will benefit both agencies and employees:

- Administrators, managers, and supervisors should receive regular, practical training in fair employment policies and practices.
- All employees should acknowledge, in writing, that they have read and understood the agency's personnel policies.
- Administrators must be keenly aware of leadership employees who may need guidance or coaching in certain management areas.
- Agencies should be proactive rather than reactive regarding personnel matters that may harm the employment environment.

### Preparing a Case

A public human services employee might visualize themselves as a heroic whistleblower; the agency may see that same employee as insubordinate. The laws involving public employees can be complex and confusing. Employees facing a wrongful discharge situation are often left in a state of shock and

anxiety about the steps they should take to move forward. A key factor in a wrongful termination case is time. When an employee has a potential wrongful termination lawsuit, the employee should immediately consult a trustworthy attorney to become knowledgeable about the various remedies and alternatives. Failing to do so can jeopardize future claims for damages. 📷

### Reference Notes

1. *O'Hare Truck Serv., Inc. v. City of Northlake*, 518 U.S. 712, 717 (1996)
2. *Rutan v. Republican Party of Ill.*, 497 U.S. 62, 76 (1990)
3. See <http://www.sfchronicle.com/news/crime/article/Fired-child-safety-workers-want-wrongful-firing-9985405.php>
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5. See <http://www.greatfalls Tribune.com/story/news/local/2015/05/15/county-pays-settle-wrongful-discharge-suit/27369631/>

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blue skies, we need to focus on just one day, tomorrow, and how many clients can we serve on that day. The more we can do that, the less we'll get behind.

Texas has implemented these strategies to become one of the most efficient business process reengineering models in the country. By concentrating every effort to focus on work as it comes in, it has been able to cope with cyclical increases in volume while eliminating the pressure of falling behind. Texas shares the burden of limited staffing resources to handle workload increases, program complexity, and implementation of substantive policy changes with a demand for services projected to continue to grow. By 2020, the state population is expected to be 23 percent higher than it is today.

Under the leadership of Wayne Salter, the Office of Access and Eligibility Services within the Health and Human Services Commission continues working toward statewide implementation of a new service

delivery model that represents an opportunity to eliminate tasks that waste time and resources. The goal is the same, work as much as we can at first contact and eliminate the need to pend unnecessarily.

The end result is providing staff with the capacity needed to focus on the truly meaningful work that is so important to the agency's mission. Today, Texas has regained the capacity to process more applications per month, relies less on overtime, has reduced customer inquiries, and has increased speed in processing time by 23 percent to 56 percent, depending on program type.

Texas now provides the full scope of services and determinations to all customers walking into any of their 300 field offices, including those calling their phone centers (all access points). They have increased focus on work received through mail and online access points to speed up determinations to within three to seven days, and eliminate unnecessary inquiries and case touches.

Like many states in the country, Texas experiences large increases in demand in late fall and winter months due to seasonal spikes and open enrollment for health care. Call volume rises by 12 percent and lobby traffic increases by another 15 percent. With its improved service delivery model in place, the state now proactively prepares for this cyclical workload by using historical demand to anticipate need and leverage statewide staff. By ensuring adherence to the principles of their first contact resolution model, they minimize the impact of increase and are able to ride out these cyclical storms.

Just this year, as the agency approached the last week in February, lead times dropped back, phone and lobby volumes dropped, and the staff is not buried in new backlog.

When we make application timeliness standards same day, we essentially make the customers' goals our goals, eliminating unnecessary work and organizational turmoil. ■



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# THIS WEEK IN WASHINGTON

APHSWA's *This Week in Washington* newsletter is now being offered as a benefit to all our members. Sign up to make *This Week in Washington* your one-stop health and human service news destination at [www.APHSA.org](http://www.APHSA.org).

## JOIN APHSA TODAY!



**In Our Do'ers Profile, we highlight some of the hardworking and talented individuals in public human services. This issue features Pankaj Bhanot, Director of the Hawai'i Department of Human Services.**

**Name:** Pankaj Bhanot

**Title:** Director, State of Hawai'i Department of Human Services (DHS)

**Years of Service:** 17 years of public service with the Hawai'i DHS; started as an emergency hire in September 1999.

**Rewards of the Job:** The vision of DHS Hawai'i is to ensure that the residents of Hawai'i **THRIVE**. Our mission is to encourage self-sufficiency and support the well-being of individuals, families, and communities in Hawai'i.

It is very rewarding to work with dedicated, passionate, and compassionate peers who are Team-Oriented, Human-Centered, Respectful, Intentional, Visionary, and implement programs that are Evidence-Based.

## Accomplishments Most Proud Of:

I fulfilled the promise I made to my maternal grandmother as a 14 year old that I would pursue a career in public service to make a difference in the lives of others.

We successfully implemented the DHS business process transformation/reengineering effort to redesign the eligibility determination processes related to SNAP and TANF. Hawai'i DHS has won the SNAP Timeliness bonus award for federal fiscal year 2014 and the SNAP Program Access Index bonus for federal fiscal years 2012, 2013, 2014, and 2015.

We also successfully implemented the Bridge-To-Hope (BTH) program.

BTH is a nationally recognized, model partnership between the University of Hawai'i and Hawai'i DHS, supporting post-secondary education as a means for TANF recipients to achieve life-long economic self-sufficiency, leaving not only public assistance, but also poverty. BTH positively impacts both education and families. Students report that BTH:

- Meets DHS Work Participation Requirements;
- Adds time for study;
- Provides more time with children;
- Puts focus on education;
- Gives hope for quality of life; and
- Improves self-esteem.

For additional information on BTH please visit <http://www.hawaii.edu/bridgetohope/>.

We also successfully implemented the Supporting Employment Empowerment (SEE) Hawai'i Work program, a nationally recognized subsidized wage program for TANF recipients. SEE Hawai'i Work provides TANF recipients with on-the-job training opportunities while assisting employers with their employment needs. Subsidized wages are available to support job training.

SEE Hawai'i Work was selected as one of the Promising Pathways Initiative Innovation Institute sites by the Administration for Children and Families, Office of Family Assistance, U.S. Department of Health and Human Services ([https://peerta.acf.hhs.gov/sites/default/files/public/uploaded\\_files/Innovation%20Institute%20Executive%20Summary2.pdf](https://peerta.acf.hhs.gov/sites/default/files/public/uploaded_files/Innovation%20Institute%20Executive%20Summary2.pdf)).

For more details on SEE Hawai'i Work, please visit <http://www.higoodwill.org/goodwill-programs/services-for-employers/see-hawaii-work/>

## Future Challenges for the Delivery of Public Human Services:

- Future opportunities (I don't like the word "challenges" when it comes to serving Hawai'i's children, families, and individual residents) for the delivery of public human services:
- Build generative partnerships with traditional and nontraditional organizations (including the private sector) to bridge the gap in delivery of services in the health and human services ecosystem.
  - Integrate health and human services delivery systems to address the social determinants of well-being (i.e., health, education, employment, housing, food security, and others) given the barriers in data sharing, funding silos, etc.
  - Capture, share, and analyze data (both descriptive and predictive analytics) to address the social determinants of well-being, capture outcomes, and target our resources.

## Little Known Facts About Me:

I am an amateur photographer and love to paint (oil on canvas). I played cricket, badminton, and table tennis competitively for high school, college, and club teams in India, England, USA, Canada, and New Zealand.

**Outside Interests:** Traveling with my wife Lynn, cooking, golf, photography, collecting postage stamps, and painting. 📷

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