



12-1-1992

Perceptions About Strategies and Processes Necessary in Minnesota To Integrate Systems to Increase Services to Children and Families

Harold King Larson

Follow this and additional works at: <https://commons.und.edu/theses>

Recommended Citation

Larson, Harold King, "Perceptions About Strategies and Processes Necessary in Minnesota To Integrate Systems to Increase Services to Children and Families" (1992). *Theses and Dissertations*. 1206.
<https://commons.und.edu/theses/1206>

This Dissertation is brought to you for free and open access by the Theses, Dissertations, and Senior Projects at UND Scholarly Commons. It has been accepted for inclusion in Theses and Dissertations by an authorized administrator of UND Scholarly Commons. For more information, please contact zeinebyousif@library.und.edu.

PERCEPTIONS ABOUT STRATEGIES AND PROCESSES NECESSARY IN
MINNESOTA TO INTEGRATE SYSTEMS TO INCREASE SERVICES
TO CHILDREN AND FAMILIES

by

Harold King Larson

Bachelor of Science, Mayville State University, 1965
Master of Science, North Dakota State University, 1970
Education Specialist, The Tri-College University, 1979

A Dissertation

Submitted to the Graduate Faculty

of the

University of North Dakota

in partial fulfillment of the requirements

for the degree of


Doctor of Education

Grand Forks, North Dakota

December

1992

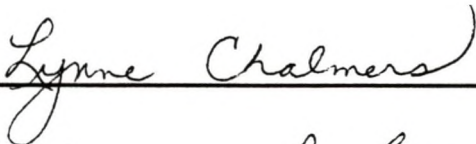
This dissertation, submitted by Harold King Larson in partial fulfillment of the requirements for the Degree of Doctor of Education from the University of North Dakota, has been read by the Faculty Advisory Committee under whom the work has been done and is hereby approved.

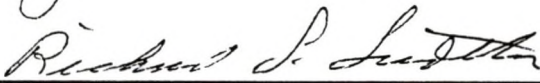


(Chairperson)

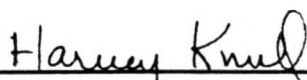








This dissertation meets the standards for appearance, conforms to the style and format requirements of the Graduate School of the University of North Dakota, and is hereby approved.



Dean of the Graduate School
12-3-92


PERMISSION

Title Perceptions about Strategies and Processes
 Necessary in Minnesota to Integrate Systems to
 Increase Services to Children and Families

Department Educational Administration

Degree Doctor of Education

In presenting this dissertation in partial fulfillment of the requirements for a graduate degree from the University of North Dakota, I agree that the library of this University shall make it freely available for inspection. I further agree that permission for extensive copying for scholarly purposes may be granted by the professor who supervised my dissertation work or, in his absence, by the chairperson of the department or the dean of the Graduate School. It is understood that any copying or publication or other use of this dissertation or part thereof for financial gain shall not be allowed without my written permission. It is also understood that due recognition shall be given to me and to the University of North Dakota in any scholarly use which may be made of any material in my dissertation.

Signature 

Date 11/25/92

TABLE OF CONTENTS

| | |
|--------------------------------|-----|
| LIST OF TABLES | vii |
| ACKNOWLEDGMENTS | x |
| ABSTRACT | xii |
| CHAPTER | |
| I. INTRODUCTION | 1 |
| Statement of Need | 3 |
| Purpose of the Study | 10 |
| Methods | 11 |
| Delimitations | 12 |
| Assumptions | 13 |
| Definitions | 14 |
| Research Questions | 17 |
| CHAPTER | |
| II. REVIEW OF LITERATURE | 19 |
| Background | 22 |

| | |
|---|-----|
| Examples of Efforts to Achieve Some Level of Affiliation | 42 |
| The Minnesota Legislative Initiative | 72 |
| The Governor's Initiative | 91 |
| Summary | 101 |

CHAPTER

| | |
|------------------------------|-----|
| III. METHODOLOGY | 104 |
| Sample | 105 |
| Instrument Development | 107 |
| Data Collection | 110 |
| Data Analysis | 110 |

CHAPTER

| | |
|---|-----|
| IV. PRESENTATION OF THE DATA | 112 |
| Data by Role on Issues Which Led to the Minnesota Initiative | 113 |
| Data by Role on Change Strategies and Processes | 126 |
| Qualitative Data by Role of Issues and Perceptions | 143 |

CHAPTER

| | |
|---|-----|
| V. SUMMARY, CONCLUSIONS, DISCUSSION, AND RECOMMENDATIONS | 154 |
| Summary | 155 |
| Conclusions | 164 |
| Limitations | 169 |
| Discussion | 170 |
| Recommendations | 179 |
| APPENDICES | 187 |
| SELECTED REFERENCES | 198 |

LIST OF TABLES

| Table | Page |
|---|------|
| 1. Survey Instruments Returned by Role | 106 |
| 2. Respondents' Perceptions: Services to Children and Families Are Crisis-oriented | 114 |
| 3. Respondents' Perceptions: Problems of Children and Families Are Divided into Distinct Categories | 116 |
| 4. Respondents' Perceptions: There Is a Lack of Functional Communications among Service Delivery Systems | 117 |
| 5. Respondents' Perceptions: Specialized and Separated Agencies Fall Short of Finding Solutions | 118 |
| 6. Respondents' Perceptions: Existing Programs and Services Are Insufficiently Funded | 119 |
| 7. Respondents' Perceptions: We Should Stop Maintaining Current Systems to Create Something Better | 120 |
| 8. Respondents' Perceptions: Children and Families Should Be Able to Draw on a Transformed System of Integrated and Continuous Services | 121 |

| | | |
|-----|---|-----|
| 9. | Respondents' Perceptions: Stakeholders Should Influence Public Policy Development | 122 |
| 10. | Respondents' Perceptions: Local, Regional, State, and National Systems Have to Work in Concert | 124 |
| 11. | Respondents' Perceptions: Leadership Must Be Committed to Change As a Fundamental Principle | 125 |
| 12. | Respondents' Perceptions: Which Is the Least Productive Legislative Planning Strategy | 128 |
| 13. | Respondents' Perceptions: Which Is the Most Productive Legislative Planning Strategy | 130 |
| 14. | Respondents' Perceptions: This Process Best Exemplifies Current Approaches to Delivering Programs to Children and Families | 133 |
| 15. | Respondents' Perceptions: This Process Would Be the Most Effective in Creating Integrated, Comprehensive, and Continuous Services | 134 |
| 16. | Respondents' Perceptions: This Process Would Be Least Effective in Creating Integrated, Comprehensive, and Continuous Services | 135 |
| 17. | Respondents' Perceptions: This Process Would Be Most Effective in Producing Access to a Common Child and Family Assessment Method | 136 |
| 18. | Respondents' Perceptions: This Process Would Most Effectively Eliminate Categorizing People to Find Resources | 137 |

| | | |
|-----|---|-----|
| 19. | Respondent's Perceptions: This Process Would Prove the Best Environment for Empowering Professional Staff, Administrators, and Clients | 138 |
| 20. | Respondents' Perceptions: This Process Would Provide the Best Opportunity for a Comprehensive, Proactive, Early Intervention, and Preventive Approach | 139 |
| 21. | Respondents' Perceptions: This Process Has the Best Chance of Improving Services to Children and Families | 140 |
| 22. | Respondents' Perceptions: This Process Has the Least Chance of Improving Services to Children and Families | 141 |
| 23. | Respondents' Perceptions: This Process Has the Best Chance of Meeting the Multiple Needs of Children and Families | 143 |

ACKNOWLEDGMENTS

I would pay special tribute to Dr. Richard Hill, my advisor, whose dedication to his calling, his lifelong passion for learning, and his diligent commitment to his students, provided the backdrop upon which I selected my topic, designed a study, and completed this dissertation. Special appreciation is also extended to Dr. Lynne Chalmers, Dr. Ivan J. K. Dahl, Dr. Donald Lemon, and Dr. Richard Ludtke, my committee members, who contributed substantively in my journey to completion of this dissertation.

The entire educational administration faculty (Dr. Thomas, Dr. Backes, Dr. Lemon, Dr. Piper, Dr. Rice, and Dr. Hill) were all critical actors in assisting me to find my way successfully to completing my year of residency. I have appreciated the atmosphere of collegiality, high expectations, and genuine caring. To Sharon Fields, friend to everyone who enters the program, a very special note of appreciation for your "Turabian" expertise and numerous skills in assisting me toward completion of this dissertation.

Most important of all, to my lifelong partner and wife, Jan:

Thank you for taking yet another year out of your life to provide me with this opportunity. I am fortunate to have you as my mate and confidante in our quintessential voyage through life.

ABSTRACT

This Minnesota study was intended to obtain, describe, and analyze legislator, state commissioner, and local service providing agency director perceptions of the change strategies and processes which might permit integrated delivery systems and services to increase and improve services to children and families. The specific research questions asked were (1) How do the policymakers and stakeholders perceive the issues which led to the 1990 legislative initiative in Minnesota? (2) Are there consensual perceptions among the policymakers regarding these issues? (3) What are the policymaker and stakeholder perceptions regarding the efficacy of certain (a) change strategies and (b) change processes? Are there differences in perception by role?

A survey instrument was developed to obtain perceptions. The instrument was mailed to a sample of local service providers in a specific region of Minnesota, to legislative leaders, and to state agency commissioners. From the responses, the writer found that all

respondents, regardless of role, tend to be critical of the current delivery systems, tend to agree on the nature of the problems, and tend to agree that changes must occur if programs, services, and systems are to focus on children and their families.

Recommendations for practice include: (1) The Minnesota legislature should establish a statewide interactive planning strategy for problem solving; (2) the executive and legislative branches of Minnesota state government should integrate their efforts, planning strategies, and resources to increase and improve services; (3) the comprehensive and coherent state policies, interactively created, should include clearly defined expectations of stakeholders at all levels of involvement; (4) the policies, at all levels of involvement, should include implementation flexibility, discretionary authority, and assessment and intervention mechanisms; (5) the state policies should provide widespread citizen involvement in designing a single local governance body (similar to locally elected school boards) to manage all aspects of individual and community well-being; and (6) the local care providers should begin an internal examination of specific child and family needs not being met, and commence interaction across

local delivery systems. The dissertation concludes with recommendations for further research.

CHAPTER I

INTRODUCTION

Since the publication of A Nation at Risk (National Commission on Excellence in Education 1983), public school education has been the focus of and center of conflict. Following publication, state policymakers rushed to pass into law myriad of new initiatives and regulations (U.S. Department of Education 1984). The success of these many efforts has been mixed (Timar and Kirp 1989). Many times these initiatives have been frustrated by the failure of advocates to consider how policy initiatives become successful in "loosely coupled" environments (Elmore 1980; Timar and Kirp 1989; Weick 1982).

Many regard the issues facing elementary and secondary education in America as beyond the capability of the school system to resolve alone (Wagstaff and Gallagher 1990). A "scapegoat" mentality, assigning societal ailments to the educational enterprise,

has emerged. It appears that "central to this new strategy is the implicit condemnation of today's public schools, of their supposed lack of purpose and focus, and of the people who run them" (Kaplan 1991, p. 11). Diverting attention from "the dragons yet to slay--poverty, disease, senseless violence, and prejudice just to name a few," to the alleged failure of schools is a political strategy that will do little to ameliorate the problems facing all levels of decision makers as the nation strives to meet the multiple needs of society (Goodlad 1984, p. 243).

Policymakers must avoid the "quick fix" mentality when the problems addressed are complex and when their solutions require broad involvement of persons whose judgment must be employed in creating their solutions (Elmore 1980). Public education is but one dimension of a child's early life experience. A great responsibility for those who live in the present and who were educated in the past is to set the standards for educating children who will live in the future. It is past the time for society to scrutinize what we have created and begin to identify the alternatives we should seek to create (Goodlad 1984). (The writer is applying Goodlad's observation

in a much broader context than it was intended. However, Goodlad's reflection points to the need for a broader view than the current public preoccupation with focusing all responsibilities for the failure of students to learn upon the institution of public education.)

Many of the recent educational reform initiatives concentrate efforts on "restructuring" and "retooling" school systems. Rarely do these efforts take the broader view, based upon available data, regarding children and families the schools are required to serve, and will be serving into the twenty-first century (U.S. Department of Education 1984). There are voices beginning to question a one dimensional approach to resolving the problems of children who are not learning (Cunningham 1990). The writer considers as explicit the assumption that the nation must begin to listen to these "other voices" as society seeks to resolve the dilemma of the families and children in American society.

Statement of Need

The "dragons yet to slay" do indeed impact children and families long before the institution of public education has the opportunity to intervene (Goodlad 1984). Yet political leaders,

educators, and others continue to "tinker" with the educational delivery systems thinking singular institutional reform can eliminate the problems for children, parents, and society (Timar and Kirp 1989).

The changes in the traditional societal relationships within and among families, communities, and schools during the past thirty years have fostered discontinuity and fragmentation of services (Wagstaff and Gallagher 1990). The traditional view of parents and schools collaboratively converting children into productive adult citizens may be considered fallacious when one scrutinizes the problems confronting families, communities, and schools (Tyack and Hansot 1982).

Some authorities assert that many families are unwilling or unable to encourage, stimulate, or support their children in the traditional ways schools have come to expect (Wagstaff and Gallagher 1990). The socio-cultural changes in the family have provided policymakers and other decision makers with issues and problems that cannot be resolved by applying traditional strategies and processes. The changing economic status of young families has

forced both parents to work in order to provide for the needs of the family members. The real wages of heads of young families have dropped by almost 30 percent in the last fifteen years (Howe 1991). Poverty threatens the ability of families to function and to meet the most basic needs of children.

The statistics available regarding the plight of children are sobering, frightening, and reflect the need for a much broader base for thinking about reform. Some illustrative statistics provided by Palaich, Whitney, and Paolino (1991) follow:

- Of America's children under the age of eighteen, 20.9 percent live in poverty.
- Of America's children under six, 25 percent live in poverty; children under the age of six are more likely to live in poverty than any other age group.
- One in every four homeless persons in American cities is a child.
- For every 1,000 infants born alive in America, 13 will not live to see their fifth birthday.
- When a child is born to a single mother, chances are one in two that she or he will live in poverty. Furthermore, if a teen happens to be the parent, chances are 70 percent that she or he will live in poverty.
- Every school day, 1,512 students in America drop out of school (p. 5).

Further evidence regarding the plight of children was provided by the Interagency Task Force on Family Resource and Youth Services Centers (1991):

- Of births per 1000 females in America, 50.6 percent are to females between the ages of 15 and 19.
- Of all births in America, 24.5 percent are to unmarried mothers.
- In America, 1,000 young people attempt suicide every day.
- Only 71.1 percent of ninth graders in America receive their high school diploma four years later (pp. 9-10).

This litany of chilling statistics regarding the plight of America's children and families could continue. It could be argued that such statistics demand a much broader based reform agenda than that which focuses on some adjustments and changes to schools. This study intended to investigate strategies and processes that might lead to a more comprehensive and coherent child and family-centered service delivery system.

Authorities have argued that the late 1980s provided ample evidence to support the argument for transformation of services for children and families. Not only public education, but also, all private

and public agencies attempting to separately and independently serve the multiple needs of children and families in American society required attention (Levy and Copple 1989). There seems to be growing recognition among service providers and policymakers alike that children and families need to be the focus of efforts rather than a focus on the systems, programs, and levels of budget allocations (Kirst and McLaughlin 1990).

This growing recognition is beginning to appear in public policy decisions in several states. Among those states is Minnesota. The 1990 Minnesota Legislature enacted a mandate to create the Legislative Commission on Children, Youth, and Their Families. This commission, with a membership comprised of the sixteen legislative leaders from both the Minnesota House of Representatives and the Minnesota Senate, was charged with the responsibility of preparing a set of recommendations to the Minnesota Legislature to address the following:

To implement combining education, health and human services and related support services provided to children and their families by the department of education, human services, health, and other state agencies into a single state department of children and families to provide more effective

and efficient services (State of Minnesota 1990, Laws of Minnesota for 1991, Chapter 265, Article 8, Section 1, Subd. 6, p. 1105).

The preliminary report of the state board of education to the Minnesota Legislature, due February 2, 1992, was to be a status report regarding recommendations for the design of an educational delivery system. This system was intended to meet, not only the educational needs of children, but also, the health and other social service needs to "maximize a pupil's ability to learn" (State of Minnesota 1990, Laws of Minnesota for 1991, Chapter 256, Article 6, Section 64, Subd. 6, p. 1079). The Minnesota Legislature has recognized in its creation of this public policy initiative a very important premise: Schools alone cannot address the problem of why children do not learn without the collaboration, assistance, and involvement of other agencies charged with serving human needs of the same target population (Kirst and McLaughlin 1990). There is growing recognition that the public school system, the public health system, the correctional system, and other social service agencies must serve the children and families of Minnesota in some coordinated fashion. There is a need for a study of the strategies,

methods, and processes whereby public schools, health and human service agencies, and other public and private service providers might begin to integrate their efforts to more effectively serve the multiple needs of children and families.

Based on an initial search, it appears there is very little literature relating to coordination, cooperation, integration, or planning among schools, health and human services, and other public and private service providers. The writer conducted a broad, computerized ERIC search in September 1991. Only four abstracts were found specifically related to this topic. Recently, however, states have begun implementing studies to determine the most appropriate methods to provide for coordination, collaboration, or integration of services to children and families.

There is an immediate need for a study to identify policymaker and stakeholder perceptions of preferred strategies and processes that might effectively be applied to achieve the goal of centering the collaborative efforts and resources of all service delivery systems on children, youth, and their families. The need extends to a review of current programs where interagency

coordination, cooperation, collaboration, or integration is effectively providing multiple services to children and families.

Purpose of the Study

The central purpose of the present study was to examine perceptions of three groups regarding whether or not consensus existed about issues which led to the Minnesota initiative and whether or not groups agreed about appropriate future actions to take in response to that initiative. A related purpose of this study was to provide legislators and public and private service providing agencies with descriptions of the strategies and processes which, according to the literature, were predictive of improved and increased services to children and families.

After such strategies and processes had been identified, a sample drawn from service providers in a specific region (Clay County) of Minnesota and a set of legislative leaders and agency personnel were asked to react to the identified strategies and processes. This approach might assist in assessing the probability of successful implementation of legislated mandates or the nature of

difficulties where alternative strategies and processes were considered.

More specifically, the purpose of the present study was to ascertain whether legislators and stakeholders (local service providers and state commissioners) defined the issues in a consensual manner and whether or not there existed differences by roles regarding preferences for various strategies and processes.

Methods

Thirty-seven public and private service providing agency directors and five public school superintendents in Clay County, Minnesota, were included in the sample to be surveyed. Eleven commissioners of Minnesota state agencies were included in the sample to be surveyed. Fifty-one legislators from the Minnesota House of Representatives and the Minnesota Senate were included in the sample.

Based on responses from these individuals, the writer identified, described, and analyzed the preferred strategies and processes as perceived by the sample group as the most appropriate to increase and improve services to children, youth, and their

families. Surveying stakeholders at the delivery system level and state level provided the writer with patterns, perceived problems, and preferences concerning the alternative strategies and processes which might be employed to increase and improve services to children, youth, and their families.

Delimitations

The study was delimited to:

1. The superintendents of the local school districts, directors of local service providing agencies, and commissioners of the related state agencies for the state of Minnesota.
2. The membership of the Legislative Commission on Children, Youth, and Their Families, Clay County legislators, and other Minnesota House and Senate legislators serving on the education committees.
3. The responses to a prepared instrument which to some degree limited policymakers, state commissioners, and superintendents and directors of local service providing

agencies to state perceptions and preferences to the questions contained in the survey instrument.

Assumptions

The following assumptions were made in designing this study:

1. The responses of legislators and the leadership personnel at the local and state levels reflected the beliefs and perceptions of the members of the organizations they represented.
2. The alternative strategies and processes as identified in this study were clear to the respondents. (These strategies and processes were based upon recommendations emerging in the literature as the result of investigating programs successful in collaborating, coordinating, or integrating health and human services, corrections, public education, and related services.)
3. The literature seems to suggest that, where change occurs with the nature and magnitude of the initiative

studied here, a preference for incremental and interactive strategies and processes exists. The assumption, then, is that if there are differences perceived by roles or if there are differences from the preferred approaches, an important item for the policy debate will have been identified.

4. An assumption made here was that local care providers formed one group who held a common view across roles.

Definitions

For the purposes of this study, the following terms and their definitions are pertinent:

Processes: A systematic series of actions directed to the achievement of a goal; perceptions regarding the perceived efficacy of different processes was of central interest in this study.

Strategies: Plans or methods for engaging a task or seeking to accomplish some goal; in the present study, any of the processes could be applied to any of the strategies.

Affiliation: The act of relating in a purposeful way; in the present study "affiliation" will be the general term applied to the processes--cooperation, collaboration, and integration--collectively.

Cooperation or coordination: The act of working together toward the same end. In the survey instrument, this variety of "process" suggests maintaining separate and autonomous delivery systems. The delivery systems simply relate to each other and assist each other to achieve separate goals or work together by making available specialized services where space or time is available.

Collaboration or partnerships: The act of working together which is more deliberate and intentional than is cooperation; contracting and making agreements to create collaborative programs. In the survey instrument, this variety of "process" suggests maintaining separate and autonomous systems, but the delivery systems enter into formal agreements and contracts to achieve mutually developed and shared goals.

Integration or reconstitution: The act of bringing parts together into a single whole; forming anew; restructuring units of governance. In the survey instrument, this variety of "process"

suggests creating a single comprehensive delivery system serving all of the needs of children and their families.

The aforementioned terms were found in the literature to describe different levels or different degrees of affiliation among service providers. Affiliation, of course, can range in comprehensiveness from little and informal to substantial and formal. The processes, then, range on a continuum from basic and discrete systems to comprehensive and integrated delivery systems.

Rational planning strategy: This variety of "strategy" attempts to use "top-down" mechanisms to centralize activities; to create statewide uniform delivery systems; to establish standardized and uniform statewide policies; to establish statewide uniform hierarchical management structures; to identify single, most appropriate solutions for statewide application; and to initiate statewide monitoring to ensure local compliance.

Interactive planning strategy: This variety of "strategy" attempts to use "interactive" mechanisms to establish regular statewide communication activities, allowing for interactive problem solving among legislators, agency personnel, and local service

providers; to create and articulate broad state policy goals; to create flexibility at all levels of policy implementation, allowing integration of state policy goals with local conditions and practices; to distribute authority and responsibility across the entire statewide system; and to create clearly defined assessment procedures to measure local results with state intervention if no progress is noted.

Local initiatives strategy: This variety of "strategy" attempts to use "laissez faire, non-intervention, and incentive" mechanisms to establish policy goals at the state level with voluntary implementation bargained at the local level between unions and management; to provide financial incentives, inviting local units to develop creative responses to statewide initiatives; and to practice a non-intervention "hands-off" policy from the state level.

Research Questions

The policymakers in the present study were Minnesota legislators; the stakeholders included state commissioners and local service providers. The following research questions were investigated in the study:

1. How do the policymakers and stakeholders perceive the issues which led to the 1990 legislative initiative in Minnesota?
2. Are there consensual perceptions among the policymakers and stakeholders regarding these issues?
3. What are the policymaker and stakeholder perceptions regarding the efficacy of certain (a) change strategies and (b) change processes? Are there differences in perception by role?

This introductory chapter has described the need for and the purpose of the study. The following chapter presents a review of the existing literature and research regarding the processes (actions) and strategies (plans) utilized to increase and improve services to children and families through cooperation, collaboration, or integration. The chapter presents a review of the legislation in Minnesota designed to create affiliated services.

CHAPTER II

REVIEW OF LITERATURE

A perception is growing among legislators and stakeholders that coordination, collaboration, or integration of service delivery systems will improve and increase services to children and families. This study was intended to provide Minnesota legislators and public and private service providing agencies with descriptions of the strategies and processes which, according to the literature, are predictive of improved and increased services to children and families. This approach might assist in assessing the probability of successful implementation of legislated mandates or the nature of difficulties where alternative strategies and processes were considered.

In a search of the literature, the writer found few studies relating to integration and planning across systems such as schools, health and human services, and other public and private service

providers. The writer conducted a broad, computerized ERIC search in September 1991. Only four abstracts were found which related specifically to this topic. Consequently, the writer broadened the search. State agencies, in states currently investigating some variety of affiliation, provided considerable assistance in the form of written materials. The writer also interviewed individuals presently addressing this topic. Written materials were acquired from national nonprofit organizations whose mission and goals focus on increasing and improving services and programs to children and families.

The chapter is organized into five sections. The first section entitled "Background" presents some general background and information regarding the following: (1) a historical review of the reform movement in America, (2) a historical review of strategies and processes as they evolved to increase and improve services to children and families (coordination, collaboration, or integration of delivery systems), and (3) a summary of the issues that led to the Minnesota initiative.

The second section entitled "Examples of Efforts to Achieve Some Level of Affiliation" includes a review of nationally recognized

coordinated, collaborative, or integrated programs designed to increase and improve services to children and families. These programs include the following: (1) New Beginnings: Integrated Services for Children and Families, San Diego, California; (2) School Based Youth Services Program, State of New Jersey; (3) Maryland's Tomorrow: A Partnership Program, State of Maryland; (4) New Futures Program, Chatham County-Savannah, Georgia; and (5) Kentucky Family Resource and Youth Services Centers, State of Kentucky.

The third section entitled "The Minnesota Legislative Initiative" presents a review of the laws of Minnesota designed to provide the impetus for systems affiliation. It includes a review of the activities of the legislature and of the Legislative Commission on Children, Youth, and Their Families to achieve the legislated mandate. This section also considers the initial impact of this Minnesota legislative initiative.

The fourth section entitled "The Governor's Initiative" pursues background and information regarding a parallel but separate effort by the executive branch in Minnesota to improve and increase services to children and families. It includes a review of the activities

of the executive branch of government. This section also considers the reported impact of that effort.

The final section is entitled "The Summary." The writer attempts to summarize or synthesize the content of this chapter.

Background

The education reform movement of the 1980s and early 1990s has been viewed as a series of "waves" of reform washing over America's public education system (Farrar 1990; Murphy 1990; Plank and Ginsberg 1990). This wave metaphor (Murphy 1990) appears to be appropriate as the current movement "ebbs and flows" with the "tide" of federal and state economic climates, politics, and reform efforts. An analysis of what has been left in the "wake" of the first two waves of the reform movement provides some insights into their perceived impacts.

First Wave

The school reform movement has created a whole new body of rules governing the activities of teachers, students, and administrators. Amid this blizzard of reform activity and attendant hype, it is easy to lose sight of the goal of reform: improving the quality of schooling in America. Reform can easily become its own cause because enacting reforms is

easier than improving school performance (Timar and Kirp 1989, p. 506).

The first wave of the current reform movement, spanning the years 1982-1985, witnessed state legislators passing over seven hundred new laws, regulations, and mandates. These actions were designed to "tinker" with and "tune up" an educational system that may have required more than simple tinkering (Farrar 1990; Murphy 1990; Yudof, Kirp, and Levin 1992). Several blue ribbon commission reports and numerous research-based studies in the early 1980s blamed the erosion of confidence in the public schools on reduced quality of programs, diminished expectations of students, lowered standards, loss of purpose, and diminished quality of teaching personnel. Recommendations suggested repairs of the existing system that could be quickly implemented (Adler 1982; Boyer 1983; Education Commission for the States 1983; National Commission on Excellence in Education 1983).

During the first wave, the predominant policy implementation strategy and educational systems change model utilized was a state rational planning strategy and a local top-down model (First 1992; Murphy 1990; Timar and Kirp 1989). In this instance, the literature

suggested a parallel description of the state legislative strategies (Timar and Kirp 1989) and the school systems' model for successfully implementing reform (Murphy 1990). The characteristics of the state rational planning strategy and local top-down model suggested in the literature include:

1. Centralizing policymaking, planning, and decisionmaking;
2. Creating a uniform hierarchical management structure to provide clear lines of authority, responsibility, control, and position role;
3. Creating statewide uniform organizations, systems, and institutions;
4. Creating standardized and uniform policies, rules, and regulations;
5. Enacting solutions via state level policymaking to ensure uniformity;
6. Identifying the single, most appropriate solutions for statewide application to provide uniform statewide improvement of delivery systems;
7. Utilizing lines of authority at all organizational levels to create compliance; and
8. Establishing statewide monitoring and evaluation to ensure local compliance (Timar and Kirp 1989, p. 509).

The first wave was characterized by applying compliance requirement principles of public policy development and institutional implementation. This first wave of reform focused on the following:

- (1) curriculum reform, (2) increased graduation requirements,
- (3) more student testing, (4) funding for textbooks and instructional

materials, (5) increased school discipline, (6) increased instructional time, (7) improved teacher preparation, (8) increased teachers' salary (performance-based pay, career ladders, and merit pay), and (9) enhanced professional development (U.S. Department of Education 1984).

The supposition that the educational system's infrastructure was sound, also the assumption implicit in the national commission reports, may have led to the massive national movement to fix the existing educational system by "fine tuning" it. The rush to reform by state legislatures in the first wave ignored what was learned in the 1970s: Local school organizations staffed by teachers and administrators are key players in decisions regarding what must be done to improve the schools (Farrar 1990; Goodlad 1984; Sizer 1984; Timar and Kirp 1989). By pursuing the "quick fix," politically salable, relatively inexpensive actions, state legislatures ignored the critical role and impact of "loosely coupled" school organizations as actors in any change process (Elmore 1980; Farrar 1990; Plank and Ginsberg 1990; Timar and Kirp 1989; Weick 1982).

In retrospect, this first wave of reform, more than anything else, created a climate conducive to reform by fostering heterogeneous coalitions of business, government, education, and citizenry. These "strange bedfellows" recognized from the mixed results of the first wave that their efforts needed to move beyond the simplistic perception that the passage of laws and mandates trying to fix a school system in need of restructuring was insufficient (Farrar 1990).

Second Wave

The task before us is the restructuring of our entire public education system. I don't mean tinkering. I don't mean piecemeal changes or even well-intentioned reforms. I mean the total restructuring of our schools (Kearns 1988, p. 32).

The second wave of reform, spanning the period 1986-1989, started with different assumptions. America's school systems were called on to consider increasingly more complex and comprehensive propositions to transform the schools; these reform ideas were requiring long-term commitments of resources to achieve (Boyer 1983; Farrar 1990; Goodlad 1984; Kearns 1988; Murphy 1990; Sizer 1984).

The second wave policy implementation strategy and educational system change model appeared, in some instances, to apply a state level laissez faire, market sensitive, "local initiatives" policy development strategy and a local "bottom-up market" model (Murphy 1990; Petrie 1990; Timar and Kirp 1989). The characteristics of this state level laissez faire, market sensitive, "local initiatives" planning strategy include:

1. Establishing policy goals at state level with implementation bargained at local level between unions and management;
2. Inviting local units to develop creative responses to statewide initiatives;
3. Establishing rules and regulations at the state level with adherence a matter of local choice;
4. Creating financial incentives to encourage state educational reform initiatives;
5. Establishing program guidelines and specifying bargaining context at the local level;
6. Practicing non-intervention from state level with minimal monitoring and other accountability measures--hands-off policy (Timar and Kirp 1989 p. 509).

The characteristics of a "bottom-up market" model at the local organizational level would include:

1. Enhancing the quality of the worksite;
2. Creating positive climates and collegial relationships;
3. Redistributing the administrative authority and decisionmaking to teachers;
4. Empowering parents; and

5. Establishing councils decentralizing to school-based management systems (Murphy 1990, pp. 26-28).

Central to this variety of reform was the redistribution and decentralization of power and authority. The major impetus for this second wave was the recognition that for reform and school improvement to occur, the stakeholders (here, teachers and parents) must be empowered at the local level to cause change to occur (David 1990; Goodlad 1984; Hawley 1990; Murphy 1990; Petrie 1990; Sizer 1984). Preliminary research began to demonstrate to state legislators that public policy must accommodate the reality that each school and classroom must be directly involved in the change process.

Policymaking research studies provided insights into the qualities of effective state policy implementation. Varying ways to "comply" and the varying degrees of organizational capacity to implement policies successfully appeared to be significant factors. Furthermore, resources and discretionary decisionmaking needed to be as close to the point of delivery as possible to ensure successful implementation (Elmore 1980).

Awareness that school organizations are "loosely coupled" grew. Policymakers became cognizant of the concept of tight coupling

of values, visions, and symbols in the context of loose coupling of properties such as individual activities, goals, and local discretion to achieve results. In the second wave reform proposals, policymakers began to realize the significance of that relationship to substantive organizational change (Peters and Waterman 1982; Weick 1982). As suggested by Murphy (1990), the second wave might be represented as a triad of efforts to restructure public education based upon and overlapping the first wave of reform efforts as follows:

1. Flattening decisionmaking by redistributing political power and authority to stakeholders (teachers, parents, and school-based management) by providing "voice" to stakeholders in creating a vision, redefining mission, setting goals, implementing, and evaluating systems and programs;
2. Creating a key role for the professional teacher as instructional leader and active participant;
3. Designing and integrating into the school systems research-based programs and instructional strategies to accommodate the unique needs of learners--outcome

based education, cooperative learning, learning styles, brain research, higher level thinking skills, problem-solving skills, and individualized learning plans for all students.

This second wave of the reform movement, emphasizing structural metamorphosis of the public school system governance and structure, with emphasis on children in crisis, has not experienced the nationwide rush of implementation (Carnegie Forum on Education and the Economy 1986; Committee for Economic Development 1985, 1987; Holmes Group 1986). This second wave can be more accurately symbolized as a diminutive "roller" than as a "thunderous breaker" of reform crashing across America's school systems. Policymakers and schools have not enacted the proposed structural changes via state policy similar to the level of activity which characterized the first wave. However, the second wave recommendations represent a critical incremental piece of the reform process. According to Kirst (1990), the second wave has yet to establish significant momentum. As the result of economic depression, its impact must wait for a sustained economic upturn before it washes over America's schools.

Third Wave

We talk of new technologies and new reforms. Perhaps we need to return to basic questions such as what kind of life is worth living and how might our social institutions be reconstituted to enhance the prospects of a just and moral life for all? Educational leaders are in a unique position to ask these questions. I am not entirely confident they will but I know they must (Cunningham 1990, p. 152).

With America's public education system continuing to integrate a somewhat fragmented and moderately successful reform effort represented by the first and second waves of the school reform movement, a new wave of reform is building momentum (Murphy 1990; Plank and Ginsberg 1990; Timar and Kirp 1989). The new reformers are asserting that public education as a solitary system cannot achieve the transformation necessary to meet the expanding needs of children and families (Biennial Implementation Task Force 1991; Bruner 1991; Cunningham 1990, 1991; Firestone, Fuhrman, and Kirst 1990; Guthrie and Guthrie 1991; Kirst and McLaughlin 1990; Levy and Copple 1989; Melaville and Blank 1991; Minnesota Department of Education 1990; Minnesota Planning Agency 1992; Murphy 1990; National Governors' Association 1990; Palaich, Whitney, and Paolino 1991; Smith, Lincoln, and Dodson 1991; The Center for the

Study of Social Policy 1991; Torbert 1990; William T. Grant Foundation Commission on Work, Family and Citizenship 1988). The second wave reform appeared, at least in some instances, to apply a laissez faire, market sensitive "local initiatives" policy development strategy and a bottom-up "market sensitive" model. The third wave employs an "interactive" state policy development strategy and a local "integrated interagency/interprofessional" model as being the more effective approach to creating a comprehensive integrated system delivering services to children and families (Murphy 1990; Timar and Kirp 1989).

The characteristics of this state level "interactive" policy development strategy and local "integrated interagency/interprofessional" model include the following:

1. Establishing a statewide interactive process for problem solving by developing mechanisms so that legislators, agency personnel, and local service providers can communicate frequently;
2. Creating and articulating broad state policy goals and integrating them with local conditions and practices;
3. Creating discretionary authority at organizational, system, and institutional levels consistent with state policy goals;
4. Creating flexibility at all levels of implementation consistent with state policy goals;
5. Distributing authority and responsibility across the entire statewide system;

6. Establishing clear expectations at the state level and a general educational framework within which organizations transform themselves;
7. Creating assessment procedures to measure results of local efforts with state intervention if progress toward statewide goals is lacking (Timar and Kirp 1989, p. 509).

Some of the characteristics of a local "integrated

interagency/interprofessional" model might include the following:

1. Creating a common vision and goals;
2. Creating effective ways to collaborate and execute linkages across service delivery systems;
3. Developing effective government and voluntary partnerships;
4. Removing obstacles to effective integrated service delivery (data privacy laws, rules, regulations); and
5. Applying a system's approach viewing multiple systems holistically (Biennial Implementation Task Force 1991, pp. 43-57).

The reasons that the third wave may build to significant proportions are the conditions schools and teachers face concerning the changing circumstances of children and families in America. The breakup of families, increased poverty, declining incomes of families, working parents, and related social realities require a reassessment of service delivery to children and families (Boyer 1990; Guthrie and Guthrie 1991; Kirst and McLaughlin 1990; Mitchell 1990; Palaich,

Whitney, and Paolino 1991; Wagstaff and Gallagher 1990; William T. Grant Foundation Commission on Work, Family and Citizenship 1988).

The first and second waves of reform predicated school improvement on changing structures and adult behaviors. The third wave, however, places children and families at the center or hub around which integrated comprehensive services are aligned (Biennial Implementation Task Force 1991; Bruner 1991; Guthrie and Guthrie 1991; Murphy 1990).

The local delivery system processes to achieve integration of services to children and families suggested in the literature appear to occur incrementally; they appear to progress to more complex and more comprehensive affiliations and relationships over time; and these processes seem to fit into clearly defined categories or degrees of affiliation (Biennial Implementation Task Force 1991; Bruner 1991; Levy and Cople 1989; Melville and Blank 1991).

The suggested categories of processes identified in the literature include:

1. Coordination or cooperation suggests working together toward the same end. This most introductory and

basic variety of "process" maintains separate and autonomous delivery systems. The delivery systems simply assist each other to achieve separate goals by making available specialized services where space and resources are available.

2. Collaboration or partnership suggests working together; contracting and making agreements to create collaborative programs. This intermediate variety of "process" maintains separate and autonomous systems, but the delivery systems enter into formal agreements and contracts to achieve mutually developed and shared goals.
3. Integration or reconstitution suggests bringing parts together into a single whole; forming anew; restructuring units of governance. This comprehensive variety of "process" combines and creates a single comprehensive delivery system serving all of the needs of children and their families (Bruner 1991; Cunningham 1990, 1991; Melaville and Blank 1991).

The processes applied to transform and integrate delivery systems appear to require organizations and systems to "live through" and experience, incrementally, each level or degree of "process." There are no "quantum" leaps to be mandated by state policymakers in moving organizations to the status of "integrated or reconstituted" systems. The literature appears to discount the leap where "loosely coupled" delivery systems exist (Weick 1982). Legislators, by committing to a state level "interactive" policy development strategy, may create the environment to foster "integrated and reconstituted" child and family centered delivery systems over a period of time.

The literature expresses clear skepticism toward such state level policy strategies as creating state departments of children, executive children's cabinets, and state codes of children's law as political and symbolic gestures and maneuvers (Cunningham 1990, 1991; Kirst and McLaughlin 1990). Successful integration of programs and services for children and families requires significant behavioral and organizational changes. These changes include designing the integrated delivery system to actively involve the clients (children and families) as participants. Critical to successful integration is the

need to allow children and families to be the main actors in the problems identification and solutions selection process (Biennial Implementation Task Force 1991; Bruner 1991; Kirst and McLaughlin 1990; Levy and Copple 1991).

"Integration or reconstitution" will require the creation of a single governance body at the community level (Cunningham 1990, 1991; The Center for the Study of Social Policy 1991). Furthermore, through clearly defined state goals and through specific state mandates, the existing local governance units must be directed to create a single governance body with the express purpose of accomplishing (1) planning and setting responsibilities and priorities leading to integration, (2) allocating and managing resources, and (3) measuring performance of the integrated programs and services (The Center for the Study of Social Policy 1991).

The current effort toward collaboration and partnerships across delivery systems to improve services to children and families is an intermediate step in the process toward integration. Cunningham (1991) has suggested:

[These good faith efforts] fall short of addressing the inadequacies of existing local governance structures. The

imperfections in individual governance entities remain. Well-meaning persons paper and paste over such limitations and continue to enter into collaborative agreements with lofty mission and goal statements about serving the needs of people, when, in reality, they are little more than exercises in institutionalized delusions (p. 134).

The success of an effort to integrate services to children and families resides in "widespread citizen involvement, much in the town meeting spirit and tradition" (Cunningham 1991, p. 134).

The requirements for "reconstitution" at the community level must be driven by a mission philosophically based upon individual and community well-being. Cunningham (1990) further suggests that a local governance body must be locally designed with general parameters established in state statute; its membership must be elected locally, and the integrated system must be locally controlled and managed in much the same way local school boards are provided powers and authority by the state legislature. All threats to well-being must be resolved by the locally reconstituted governance body by allowing them to integrate local, state, and federal human and financial resources. Education as one institution must be the nucleus around which other systems are aligned to achieve community well-being (Cunningham 1990).

The locally reconstituted governance body's purpose "is to enable community agreement on problems and to create more effective methods of achieving desired outcomes for families and children through improved and more comprehensive service strategies" (The Center for the Study of Social Policy 1991, p. 7). The essential functions of a reconstituted governance body should be identified and selected locally and should include but not be limited to the following:

1. Agenda setting and strategy development around high-priority community problems;
2. Developing new service capacities to meet family needs more effectively;
3. Coordinating family strategies to support the community's service agenda; and
4. Maintaining accountability for family and child outcomes (The Center for the Study of Social Policy 1991, p. 7).

There are some who say that citizens have misplaced their sense of community in America; that may be the explanation of why societal institutions continue to worsen (Benne 1987; Butts 1988). As Butts suggested, personal accumulation of wealth cannot be the basis for determining a person's value nor can it foster group interaction or create a sense of community; a society consumed with racism,

materialism, and inhumanity must engage those issues. He intimates further:

Social sensitivity, respect for justice, group cohesion or community, social ideals and social reality, and moral philosophy . . . the highest priority tasks to be grappled with . . . they lead us . . . to the search for community . . . the foundation upon which public education should base a sense of community is political . . . the highest priority should be given to the search for a viable, inclusive, and just political community (Butts 1988, pp. 379-81).

Cunningham (1991) points to education as being the main actor around which a supporting cast might be aligned. Furthermore, Benne (1987) noted the critical role education must play in a collective and rapidly changing world. Society can no longer use traditional methods of managing and directing human affairs; "we must begin to use our communal intelligence to guide our way into the future" (Benne 1987, p. 20). This may occur if schools provide the transformational leadership to teach the basic arts of citizenship, assisting society to recognize:

Forms and institutions of democracy as they have developed in America . . . cannot be successfully imposed on other cultures . . . the central meanings of democracy seem still to offer the best chance of incorporating the most desirable values of different cultures in an emerging outlook toward a human future . . . that requires critical and responsible participation of persons from all cultures. . . . The basic arts of

of democratic citizenship . . . promise effectiveness when learned and used by persons and groups engaged in planning for the human future:

1. The art of effective criticism . . . veneration of traditions.
2. The art of listening to opinions and expressed attitudes and practices different from our own . . . answering . . . in light of the full human meaning of what we hear.
3. The art of dealing with conflicts creatively and integratively.
4. The art of evaluating the virtues and limitations of experts and expert opinion and knowledge . . . not subserviently but wisely.
5. The art of evaluation openly and intersubjectively the results in practice of decisions formed in the passionate heat of controversy and conflict (Benne 1987, pp. 20-21).

As Benne (1987) indicated, while referencing the writings of John Dewey, a sense of community resides in the practice of democracy as a way of living rather than the contemporary environment where citizens feel alienated and politically "voiceless." Cunningham (1990) suggests that "integration or reconstitution" founded upon the general welfare (well-being) clause of the Preamble to the United States Constitution and the leadership role of education may create the appropriate framework. It appears that within the Cunningham paradigm there is a potential to practice the "arts of democratic citizenship" and recapture society's misplaced "sense of community."

The literature does not appear to broach the subject regarding at what level a "sense of community" might effectively foster "integration or reconstitution." There appear to be different levels of community influenced in large part by geography, economics, or demographics. Any or all of these may prompt important questions for further study. Regardless of the level of community where "integration or reconstitution" might most efficaciously occur, the literature reflects in this third wave of reform (Murphy 1990) that legislators, applying an "interactive" policy development strategy involving "loosely coupled" (Weick 1982) organizations, might identify collaboratively the level of community where "integration or reconstitution" might be implemented appropriately.

Examples of Efforts to Achieve Some Level of Affiliation

The programs, services, and systems reviewed here reflect varying degrees of affiliation (cooperation, collaboration, or integration). Some of the programs reflect a "grassroots" origin, while others were developed and implemented at the state level. Those selected programs follow.

New Beginnings

In the San Diego area, local government agencies recognized they were serving the same children and families. They determined to be allies in creating a common vision of the successful future for children and families. Several interagency interactions and collaborations had developed by 1988. However, in June 1988, New Beginnings was formed as a vehicle for leadership to engage in a dialogue about extended collaboration to serve children and their families (New Beginnings Collaborative 1990).

New Beginnings is an interagency collaborative involving the City and County of San Diego, San Diego Community College District, and San Diego City Schools. It was based upon an awareness that the four agencies serve the same children, youth, and families. There existed a common need to understand the services and resources of the other agencies, a need to identify service gaps, a need to identify possible duplication of services, and a need to serve with limited resources (New Beginnings Collaborative 1990). In 1989, an extensive feasibility study of integrated services for children and families

occurred. The final report was presented to the participants in July 1990.

The New Beginnings project was built upon that report and its findings, conclusions, and implications for needed change. The New Beginnings Approach to Integrated Services for Children and Families has the primary goal of providing easily accessible support for children and families. This approach is based upon an analysis of funds spent by each participating agency on services to families in one school district area. "It represents a reallocation of public funds to a single interagency organization that employs agency staffs through increased authority to solve problems and promote deeper involvement with families" (New Beginnings Collaborative 1990, p. 31).

New Beginnings provides services to families with children who live in the school district attendance area, including those with children ages 0-5 who may be referred from participating agencies. The program is designed to provide services to children and families at three levels:

Level 1 (The School): The primary source of referrals . . .
Ongoing communication between the teacher and Center staff

. . . assess whether services are positively affecting the children. Teachers receive intensive training in problem identification and supportive techniques . . . school shares staff on a part-time basis for an expanded student registration and assessment process.

Level 2 (The Center): A separate building located on the school campus or adjacent to it houses the Center . . . provides two levels of services: An expanded student registration and family assessment process . . . Special personnel from other agencies . . . work in a broader, more proactive role with coworkers from other agencies at the Center. . . . Families receive direct services at the center including: eligibility screening, school registration, assessment of students for special programs, referrals to parent education and other self-help services, and some health services.

Level 3 (The Extended Team): In other agencies, line workers through a redefined case load focus on identified family needs. Extended team members might be found in the City Housing Department, County Departments of Social Services and Probation, or on the staff of the community based organization, but they concentrate their efforts on identified families (New Beginnings Collaborative 1990, pp. 32-35).

By February 25, 1991, the City of San Diego, the County of San Diego, the San Diego Unified School District, San Diego Community College, and the San Diego Housing Commission entered into a formal written agreement to create and operate the New Beginnings Center. The agreement established the purposes of New Beginnings as follows:

1. To develop an integrated services approach based on a shared philosophy, a collaborative leadership structure, and more effective use of the expertise of agency staff.
2. To develop a center at or near Hamilton Elementary School to provide multiple levels of support to children and families that enable agencies' staff through increased authority to solve programs and promote deeper involvement with families.
3. To develop a cross-agency training institute that can build commitment to the shared philosophy and provide technical skill training to managers and staff.
4. To develop an information management system that facilitates information sharing, referral and feedback, data collection, outcome measurement, and evaluation recognizing current legal restrictions on records confidentiality may need to be changed in order to accomplish this (Agreement among the City of San Diego, County of San Diego, San Diego Unified School District, San Diego Community College, and San Diego Housing Commission 1991, p. 2).

The formal agreement among the four governmental agencies created a coordinating council and executive committee which was provided the authority to manage the affairs of New Beginnings. Furthermore, each of the participating agencies agreed to provide direction to New Beginnings through the coordinating council and the executive committee. The agreement provided personnel, funding, and equipment commitments from the agency participants. Specific responsibilities for each of the four agencies were outlined in the agreement.

The New Beginnings Collaborative appears to fit most of the criteria of an integrated delivery system. The four agencies created a common statement of philosophy for integrated services to children and families. They established a local governance structure to manage and make decisions regarding the use of human and financial resources, and they created a totally integrated delivery system serving children and families.

Maryland's Tomorrow

The Maryland's Tomorrow project was established by the Maryland General Assembly in the spring of 1988. This is a program for at-risk high school students, funded primarily by the State of Maryland. It intends to reduce the number of youths who drop out of high school and to increase the number who successfully graduate and go on to postsecondary education or employment. The program is unique in its emphasis on collaboration among educational systems, the employment training systems, and the business community.

At the state level the project is administered collaboratively by the Maryland State Department of Education, the Department of Economic and Employment Development, and the Governor's

Workforce Investment Board. At the local level, schools work collaboratively with private industry councils, the employment training system, and various local businesses to meet local demands of the workplace. The goals of Maryland's Tomorrow include (1) improving school attendance, (2) increasing the skills competency of the students, (3) increasing the number of youth graduating from school, and (4) increasing the number of youth making successful entry into post-secondary education and employment (Penn 1991, p. 1).

The program is designed to identify potential dropouts the summer prior to high school. Through locally designed programs, these identified youth receive comprehensive, year-round, individual support. The program is designed to work with students from ninth through twelfth grade and with one-year post-graduation students.

The program at the local level involves teachers, counselors, and student advocates. They assume the responsibility to individualize planning and monitoring of students and services. This approach ensures that learning and the needed support are occurring.

A critical factor is the coordination of whatever services each student might need to remain in school and graduate (Penn 1991).

Maryland's Tomorrow is structured to provide integrated services to challenge students to work up to their potential while supporting their achievements. The local programs contain five basic components that form the scope of services:

Basic Skills Enhancement: strategies such as computer-assisted instruction and tutoring, and other approaches with supplemental or intensive instruction during the summer and school year to help students acquire skills and meet the requirements for a high school diploma.

Work Experience: students develop the basic work habits, skills, and values necessary for success in the workplace through a variety of approaches, including: career exploration, internship, community service, vocational training, and work experience in public or private sector jobs.

Motivation and Leadership Development: students learn to meet new challenges with confidence through a series of special activities and ongoing strategies that help develop character and leadership potential. Rewards and incentives, cultural experiences, leadership training, Outward Bound, Upward Bound, and service clubs are among the methods used.

Student Support: "one-on-one" relationships with adult mentors and advocates, peer support groups, parent-student programs, case management, and counseling are examples of the types of approaches used to help students keep on a constructive track.

Transition Services: the bridge between learning and earning is formed as students plan, prepare for, and begin to take first steps toward employment or post-secondary training. To ensure successful transition, youth are guided and supported beyond the traditional high school program through various "on campus" programs, apprenticeships-school programs, career planning and decisionmaking support, and post-graduation follow-up services (Maryland State Department of Education 1990, pp. 4-5).

Each of the state's twelve Private Industry Councils has responsibility for planning and administering the local Maryland's Tomorrow programs in close collaboration with the twenty-four local school districts. Each site has developed its own approach to meet the state guidelines. Grants flow to the Private Industry Councils. All districts in Maryland receive a formula-based share of the funds appropriated by the legislature. The school-council relationship provides access to additional resources from the Federal Job Training Partnership Act, local school districts, and private funds.

A state interagency team consisting of state and local practitioners and policy administrators is coordinated by the Johns Hopkins University Institute for Policy Studies. This group provides overall state policy administration, program direction, and technical assistance.

In 1990, "Maryland's Tomorrow" served seven thousand students in eighty schools. The dropout rate after the first year of programming for the new ninth graders was less than half the rate of the nonparticipants. Furthermore, the Maryland's Tomorrow promotion rate was 19 percent higher than the nonparticipants' rate.

The program was very effective for students who were promoted and received continuous services after their first year in the program. Among these students the dropout rate was half the rate of nonparticipants; their retention rate was 28 percent lower and their promotion rate was 18 percent higher. However, among students who were retained in ninth grade, the Maryland's Tomorrow students did not perform better than the nonparticipants. The dropout rate among Maryland's Tomorrow students was much higher among students who were retained. The studies demonstrate the importance of offering continuous services to vulnerable students who, as the data indicate, have the capacity to do better in school (Salganik, Tan, and Burner 1991, p. 2).

Maryland's Tomorrow has the singular mission of keeping students in school to find success upon high school graduation into the

world of work or post-secondary education. The project was designed by the state agency and provides experiences focusing on academic support and skills development for the world of work and for furthering education. A quote from Marion Pines, project director, identifies the primary focus of Maryland's Tommorow: "Our students will either work smart, work cheap, or not work at all" (Penn 1991, p. 2).

The New Jersey School Based Youth Services Program

Written documentation concerning the New Jersey School Based Youth Services Program was provided by Roberta Knowlton, director. This program was developed and implemented beginning in 1988 by the New Jersey Department of Human Services. It provides services to all students between the ages of thirteen and fifteen, and targets those with problems. The goals of the program include providing students with the opportunity to complete their education, to obtain skills that lead to employment or additional education, and to lead a mentally and physically healthy life. This program links the education and human services systems. The Department of Human Services imposes no single statewide model. However, all

school-based projects must provide mental health and family counseling and health and employment services to the participants. Furthermore, all services must be provided at one site. The services are provided in a recreational setting at or near the school site. Written parental consent is required for students to participate in any of the services offered (Sylvester 1991).

This project enhances and coordinates services for teenagers; it does not supplant nor duplicate currently existing services. Each "one-stop shopping" site offers a comprehensive range of services:

1. Crisis intervention;
2. Individual and family counseling;
3. Drug and alcohol abuse counseling;
4. Employment counseling, training, and placement;
5. Summer and part-time job development;
6. Referrals to health and social services; and
7. Recreation (New Jersey State Department of Human Services 1991, p. 1).

Several of the sites offer day care, teen parenting training, special vocational programs, family planning, transportation, and hotlines. Programs operate before, during, and after school, and during the summer; some operate on weekends.

Currently, there are twenty-nine school-based youth services programs in New Jersey with at least one site in each county. Sixteen sites are co-located in the schools with thirteen more located near the schools. The projects are funded by grants. The grant application for creating such a program must be community based. The proposals leading to the grants must reflect a broad coalition of local community groups, teachers and parents, businesses, public agencies, nonprofit organizations, students, and local school district officials. The applications must be filed jointly for a school district and one or more local nonprofit or public agencies. In 1990, the program served over 18,000 teenagers, or approximately one of every three eligible teenagers, primarily in the core services areas. Over 9,000 of these teenagers were considered at risk of dropping out (New Jersey State Department of Human Services 1991).

In its first year of operation, the state legislature allocated \$6 million to the program. The typical site received an average of \$200,000 per year. Host communities contributed 25 percent towards the cost of the programs, either through direct financial participation or "in-kind" services, facilities, or materials. The Department of

Human Services assisted by coordinating existing service programs (New Jersey State Department of Human Services 1991).

The agencies responsible for program administration and contracting with the state department include (1) eleven schools, (2) three nonprofit agencies, (3) six mental health agencies, (4) one county health department, (5) one city human resources department, (6) one private industry council, (7) one urban league, and (8) one community development organization. Schools need not be the contracting agency as indicated by the current list of managing agencies (New Jersey State Department of Human Services 1991).

The School Based Youth Services Program has recently expanded services to junior high schools and middle schools. These programs also must be community based. A collaborative application to the Department of Human Services is required. This initiative, however, is not yet a statewide program (New Jersey State Department of Human Services 1991).

New Futures Initiative

This initiative officially began in 1988 when the State of Georgia created the Chatham County-Savannah Youth Futures

Authority which governs New Futures. The project was created as the result of the Anne E. Casey Foundation commitment of \$10 million over a five-year period to each of five cities in the United States. In addition to the \$10 million Casey grant, the Chatham County-Savannah Youth Futures Authority will receive \$10.5 million in state and local funding and another \$10 million in local in-kind contributions over the five years. The primary purpose of this effort is to create a model designed to rescue at-risk children (Chatham County-Savannah New Futures Authority 1990).

The Chatham County-Savannah Youth Futures Authority governs the project and is responsible for the following:

1. To develop and adopt, from time to time amend, a comprehensive plan for public and private agencies to deal effectively with the problems of youths in the Chatham-Savannah area;
2. To coordinate, evaluate, and provide administrative services and assistance in implementing and carrying out the comprehensive plan developed by the Authority; and
3. To contract with public and private agencies for the aforementioned purposes and for such public and private agencies to provide programs and services for youths in order to carry out the provisions of the comprehensive plan developed by the Authority (Chatham County-Savannah New Futures Authority 1990, p. 1).

The Chatham County-Savannah New Futures Authority, created by the legislative assembly (state statute), is comprised of twenty-four voting members and eight ex officio members. The membership is drawn from schools and higher education institutions, city and county government, public and private care providing agencies, and from the business community. The Chatham County-Savannah New Futures Authority asserts there is no one single institution responsible for the futures of the youth. According to the Chatham County-Savannah New Futures Authority, if there is any blame, it must be shared by all service providing organizations. The Chatham County-Savannah Youth Futures Authority is committed to creating an integrated service system that is not restricted by the contrived frameworks of categorical programs (Chatham County-Savannah New Futures Authority 1990).

The Chatham County-Savannah Youth Futures Authority has established the following vision statement, philosophy, strategic imperatives, strategic initiatives, mission, and role to guide their efforts toward integrating service systems:

Vision Statement: every child will grow up healthy, be secure, and become literate and economically productive . . .

Philosophy: the Chatham-Savannah Youth Futures Authority believes that creating these opportunities will require fixing systems, not fixing kids: youth should not be blamed for conditions which lead to failure rather than success . . .

Strategic Imperatives: Savannah must overcome educational impoverishment, prevent teen pregnancy, and ensure future employment opportunity for today's youth if they are to be successful and productive adult citizens. The Youth Futures Authority must emphasize prevention while recognizing that there will always be the need for some limited forms of crisis intervention . . .

Strategic Initiatives: Savannah has many resources which can be distributed differently to achieve more successful outcomes for youth. Where resources are lacking, Savannah must work together to generate more . . .

The Mission of the Youth Futures Authority: to encourage change in the policies, procedures and funding patterns of community institutions needed to enable the youth of our community to become productive, competent and self-fulfilling adults . . .

The Role of the Youth Futures Authority: the Chatham-Savannah Youth Futures Authority will provide a process for the collaboration among concerned adults--parents, youth service providers, teachers, elected officials, and other community leaders--that will be required to develop a comprehensive system of youth and family services, acting as a catalyst and ombudsman to create conditions for youth success (Chatham County-Savannah Youth Futures Authority 1990, p. 2).

The Chatham County-Savannah Youth Futures Authority

identified and implemented a comprehensive set of integrated interventions as follows:

School success interventions represent a comprehensive plan of action to address students' academic performance problems in grades 6-12 by ensuring that:

1. at-risk students receive an individualized assessment and a school success plan;
2. students who are failing in courses receive needed academic assistance to prevent them from being retained in their grade;
3. students with poor school attendance are monitored;
4. students with health and social services needs which interfere with school success are provided with services;
5. students are provided with supportive adult relationships over time to encourage and motivate them toward positive behaviors; and
6. students are provided with a range of incentives to continue school through graduation . . .

Youth unemployment/inactivity interventions are to ensure that students who would not ordinarily have the opportunity to develop work-readiness skills are provided with:

1. academic skills enhancement to meet employment or post-secondary education standards;
2. exposure to the "world of work";
3. familiarity with a range of occupations and their requirements;
4. linkages with members of the business community; and
5. access to jobs from within the school environment . . .

Teen pregnancy prevention interventions are designed to provide a range of services, instruction and activities to:

1. improve the physical and mental health status of at-risk adolescents;

2. improve access to health services including family planning services;
3. impress upon adolescents the facts, causes and adverse consequences of teen pregnancy and adolescents' sexual behavior;
4. develop an awareness of future options and opportunities for youth when they enter adulthood;
5. provide constructive afternoon activities and access to positive role models; and
6. expand services to teen parents to keep them in school (Chatham County-Savannah Youth Futures Authority 1991, pp. 6-9).

In the first year and a half, the program served more than 10,000 teenagers, delivering in excess of 35,000 services. These services focused mostly on mental health, family counseling, health, and employment services (Sylvester 1990). Descriptions of programs currently being funded by the New Futures initiative include:

Adolescent Health Clinic: serves a comprehensive adolescent health center providing health appraisal, prenatal services, family planning services, treatments and evaluation and treatments of minor health problems.

Adolescent Hotline: expanded to offer 24-hour crisis counseling. The Hotline is staffed by youth in the teen peer counseling program.

After-school Programs: is composed of tutorial sessions, career clubs, skill-building games, and cultural activities such as music, dancing, drawing, acting, and writing.

Case Management: develops a long term, trusting relationship with each of the approximately 115 students in their caseload

and serve as primary coordinator for all services each student may need.

CCP Labs (Comprehensive Competency Program): special learning center with a student to teacher ratio of 10 to 1 to provide students the opportunity to "catch-up" with their age appropriate peers.

In-House Suspension: to reduce time lost from school due to suspensions, each STAY Team has an in-house behavioral specialist to work with at-risk youth in the schools.

Job Shadowing: students follow business people through a typical day at work to experience the real world of work.

Jobs for Georgia Graduates: is a program sponsored by the Department of Labor. It is specifically geared toward the seniors most at-risk. The program teaches career competencies and helps these seniors prepare for careers.

Junior Achievement: economic classes in both the middle and high school expose students to the business world through involvement of business consultants in each class.

Management Information System: a system of information gathering that supports the achievements of the program goals and objectives; it is based on a strategic long-range plan with a comprehensive operations manual; it will recognize and address institutional barriers.

Mentoring Program: provides a one-on-one relationship with at-risk youth and a positive adult role model.

Parents' Advisory Council: formed to allow parents of at-risk youth to participate in the remediation efforts to help their children.

Peer Helper Program: provide peer helpers the opportunity to develop assertiveness and communications skills, improve self-esteem, and exert positive peer influence in the schools they attend.

Project SPIRIT: an after-school and Saturday school program located in six local churches, for children ages 6-15 and their parents, to enhance self-esteem, improve academic performance, establish pride in their heritage, and help parents become more involved, effective, and loving with their children.

Savannah Compact: a partnership through the Chamber of Commerce with the school system and the business community working together to provide job-ready graduates and future employment for at-risk youth.

Scholarships: will provide scholarships for at-risk youth.

The STAY Team (Services to Assist Youth): consists of a counselor, social worker, psychologist, in-house specialist, public health nurse and a STAY Team supervisor, who work as a team providing direct services to in-school youth.

Summer Courses: for teachers and counselors. Businesses give teachers and counselors opportunities to become involved in the work world for which they are preparing their students.

Teenage Parenting Program: to provide on-going education for pregnant and parenting teens, day care, screening for health problems, counseling and referral, and parenting courses.

Transportation: is provided for students participating in after school programs, summer program, the adolescent health center and other initiative programs.

Tutorial Programs: are provided through the after-school programs at each of the targeted middle schools. The African

Methodist Episcopal churches are also providing tutorial services at local centers. In addition to these, business persons provide tutoring for at-risk youth during school.

Youth Competency Program: the STAY Team counselors work closely with other agencies to increase youth employment and establish a job bank.

Youth Service Corps: an employment program for young people ages 18-23 designed to enhance members' education, provide physical training, and prepare members to enter the labor market . . . (Chatham County-Savannah Youth Futures Authority 1992, pp. 1-2).

The Chatham County-Savannah Youth Futures Authority members believe that success of integrated programming and services will create the environment where, by the end of 1992, state agencies and others involved in the program will continue to fund the New Futures program (Chatham County-Savannah Youth Futures Authority 1991).

Kentucky Family Resource and Youth Services Centers

The creation of the Kentucky Family Resource and Youth Services Centers was mandated by Section 18 of the Kentucky Education Reform Act of 1990. The statute created a sixteen-member interagency task force consisting of one representative from each of the following areas:

1. Department of Education;
2. Department of Employment Services;
3. Department of Health Services;
4. Department for Mental Health and Mental Retardation Services;
5. Department for Social Services;
6. Department for Social Insurance;
7. Justice Cabinet;
8. Governor's Office;
9. Workforce Development Cabinet;
10. Parents;
11. Teachers;
12. Local school administrators;
13. Local school boards;
14. Local community mental health-mental retardation programs;
15. Local health departments; and
16. Local community action agencies (Interagency Task Force on Family Resource and Youth Services Centers 1991, p. 43).

All state and local agencies concerned with children and families were represented on the task force. Parents were also included. This arrangement assured involvement from all levels of service providers and stakeholders (state agency personnel, local service providers, and clients).

The statute further charged the task force with developing a five-year implementation plan to establish family resource and youth services centers. Their charge was to create a design to meet the needs of economically disadvantaged children and their families. The

statute stated that these resource centers should be created at or near elementary schools where 20 percent or more of the student body were eligible for free school meals. The centers, by law, were to promote identification and coordination of existing resources including:

1. Full-time preschool child care for children two and three years of age;
2. After school child care for children ages four through twelve, with child care being full-time during the summer and on other days when school is not in session;
3. Families in training, which shall consist of an integrated approach to home visits, group meetings and monitoring child development for new and expectant parents;
4. Parent and child education (PACE) as established in statute;
5. Support and training for child day care providers;
6. Health services or referral to health services, or both;
7. Referrals to health and social services;
8. Employment counseling, training and placement;
9. Summer and part-time job development;
10. Drug and alcohol abuse counseling; and
11. Family crisis and mental health counseling (Interagency Task Force on Family Resource and Youth Services Centers 1991, p. 44).

The statute created specific timelines requiring plans to be completed prior to January 1, 1991. The initial plans developed by local school districts were to be completed by June 30, 1991.

According to the legislation, by June 30, 1992, centers were to be

established at or adjacent to schools in 25 percent of those schools eligible. New programs are to be expanded by an additional one-fourth by June 30 each following year until centers are created at or near all eligible elementary schools (Interagency Task Force on Family Resource and Youth Services Centers 1991).

The financial assistance for the family resource and youth services centers was to be provided through a grant program. The Cabinet of Human Resources was charged with the responsibility for administrating and regulating the funding to the centers. Another aspect of the mandate was that no family resource and youth services center be allowed to provide abortion counseling or make abortion referrals.

The duties of the Interagency Task Force on Family Resource and Youth Services Centers were extended to include monitoring responsibilities and review of the grant applications. They were to report annually to the Cabinet of Human Resources, the governor, and the Legislative Research Commission until the statute terminates the existence of the task force on December 31, 1995 (Interagency Task Force on Family Resource and Youth Services Centers 1991).

The task force established four subcommittees to complete the tasks of developing the plan. All members of the task force were assigned to one of the four subcommittees which included

(1) Legislative, (2) Resource Identification, (3) Program Design, and (4) Finance and Eligibility. In addition to being representative of all state agencies and branches of government, subcommittee memberships were drawn from local services staffs, teachers, and parent groups. This holistic approach provided interaction and involvement of all stakeholders (state agency personnel, local service providers, and clients) in the state. The reports from the subcommittees were the basis upon which the plan of action was drafted (Interagency Task Force on Family Resource and Youth Services Centers 1991).

The plan of action focuses all efforts at the local community level by creating a community planning process involving local school personnel, public and private service providers, parents, citizens, and students where youth services center eligibility exists. Locally, the planning process involves the following:

1. An inventory of current services available to support families, including social, health, education, mental health,

- child care and other services available to promote healthy development of children and families.
2. An inventory of less formal community-based organizations and resources that are already active in assisting families or having the potential of involvement (civic organizations, volunteer resources, churches, neighborhood groups, parent organizations, and advocacy groups).
 3. Identification of unmet needs and gaps in supports and services for children, youth, and families, including a process for setting priorities for needs to be addressed through the family resource centers and youth service centers (Interagency Task Force on Family Resource and Youth Services Centers 1991, pp. 19-20).

In the preliminary stages, the plan also provides for the creation of an advisory body to provide initial and ongoing representation of the views and opinions of major sectors of the community. Their function was to advise and counsel center staff of the community needs and assist in ongoing evaluation of the effectiveness of services being delivered. The plan dictates composition of the advisory body.

The plan suggests caution to make sure the local advisory council is manageable and representative. The local advisory council development plan also suggests creating several subgroups with the leadership sitting on the main advisory council representing the subgroups.

The task force plan applied the principle of local flexibility and community ownership. This was considered critical in development of program design. The task force intention was to provide a general plan within which local schools and communities had latitude to produce their programs to meet their specific needs. Although the statute identifies the purpose of family resource and youth services centers as being created "to meet the needs of economically disadvantaged children and their families, any services accessible through the centers are available to all children, youth, parents, and families who reside in the community or neighborhoods served by the school in which the center is located" (Interagency Task Force on Family Resource and Youth Services Centers 1991, p. 22).

The goals and objectives of the centers were general in nature (Interagency Task Force on Family Resource and Youth Services Centers 1991):

Family Resource Centers:

1. To promote the healthy growth and development of children, by assisting families to identify and address any home or community barriers to a child's success in school;

2. To assist families to develop the parenting skills that can promote the full development of children;
3. To ensure that families have access to and are connected with appropriate community resources and receive from those resources the help they need; and
4. To encourage social support linkages and networks among families, thereby reducing isolation and promoting family involvement in community activities (p. 23).

Youth Services Centers:

1. To promote young people's progress toward capable and productive adulthood by assisting them to recognize their individual and family strengths and to address problems that block their success in school;
2. To assist young people to make effective use of community resources, including employment and training resources, and health, mental health and social services resources as necessary; and
3. To promote supportive relationships among young people themselves, and among young people, their families, and community resources, in order to develop adolescents' self-esteem and competencies (pp. 23-24).

These general goals and objectives provided the opportunities for the local community to develop a more detailed and more specific set of goals and objectives for their own centers. There were, however, core programs required under law. This created a new role for schools which was the promotion and coordination of programs and services for children, youth, and their families.

[Furthermore, centers were required] to provide full-time preschool child care for children two and three years of age;

after school care for children ages four through twelve with full-time accessibility during the summer and other days when school is not in session; a comprehensive families' training program for new and expectant parents; a Parent and Children Education (PACE) program; a mechanism to support and train child day care providers; and a coordination of health services and referrals to health services (Interagency Task Force on Family Resource and Youth Services Centers 1991, p. 25).

The youth services centers were also required to provide or arrange a core set of services including referrals to health and social services; employment counseling, training, and placement; summer and part-time job development; drug and alcohol abuse counseling; and family crisis and mental health counseling. The primary focus is on the needs of youth as they approach adolescence and young adulthood (Interagency Task Force on Family Resource and Youth Services Centers 1991, p. 25).

The task force found that 1,031 school sites in 174 school districts would qualify for state assistance to establish family resource centers or youth services centers (Interagency Task Force on Family Resource and Youth Services Centers 1991, p. 35). The task force family resource and youth services centers' implementation plan provided the broad definition, the underlying guiding principles, and

the plan of action to develop individual centers. The plan was designed to provide flexibility so those local communities and schools might collaboratively design their local centers to meet the unique needs of the children, youth, and families in their respective service areas.

The Minnesota Legislative Initiative

The Minnesota legislative manual contains a complete draft of the Minnesota State Constitution which, in Article XIII, Section 1, defines the educational responsibility of the legislature as follows:

The stability of a republican form of government depending mainly upon the intelligence of the people, it is the duty of the legislature to establish a general and uniform system of public schools. The legislature shall make such provisions by taxation or otherwise as will secure a thorough and efficient system of public schools throughout the state (Secretary of State 1991, p. 45).

The Minnesota State Constitution, Article XIII, Section 1, identifies the legislature as the branch of government answerable to its citizens for quality, equity, and access to Minnesota's public school system. Therefore, the legislature must assume a singular obligation to provide all citizens of Minnesota with a uniform statewide educational delivery system.

Review of Minnesota Laws

Cognizant of that constitutional obligation, the 1990 legislature created significant change in education law affecting the public school systems. The new language established a change process to "design and implement a statewide delivery system for educational services that will reduce the number of different cooperative organizations and the multiple levels of administration that accompany those organizations" (State of Minnesota 1990, Laws of Minnesota for 1991, Chapter 265, Article 6, Section 64, Subd. 1, p. 1077). The nine service providing organizations to be directly affected were identified in the statute. Furthermore, Subdivision 3 established the framework of the new organization to be designed and implemented by the state board of education by June 30, 1995. That new educational delivery system was envisioned to consist of three organizations for service delivery:

- 1) A local school district as defined in Minnesota Statutes, chapter 123;
- 2) An area education organization to provide programs and services most efficiently and effectively provided through a joint effort of school districts; and
- 3) A state level administrative organization comprised of a state board of education and a state department of education with central and regional delivery centers

(State of Minnesota 1990, Laws of Minnesota for 1991, Chapter 265, Article 6, Section 64, Subd. 3, p. 1078).

To assist the state board in designing the new education delivery system, each Minnesota school district was mandated, in Subdivision 4 of the law, "to develop a plan for efficient and effective delivery of educational programs and services within the new education delivery system" (Laws of Minnesota for 1991, Chapter 265, Article 6, Section 64, Subd. 4, 1990, p. 1078). The legislature identified seven specific components of the local district plan:

1. A list of necessary services to be provided by the three levels of the new delivery system;
2. A description of services to be provided by the local district, the area education organization, and the regional state department of education centers;
3. Specification of the optimal number of districts and number of pupils that comprise an area education organization and regional state department of education center should serve;
- 4) A method for determining the boundaries of the area education organizations and regional centers of the state department;
5. A description of how services in the area education organization should be funded;
6. A determination of the role of the school district, the area education organization, and the regional centers of the state department to ensure health and other social services necessary to maximize a pupil's ability to learn are provided to pupils; and
7. Any additional information provided as requested by the state board of education (State of Minnesota 1990, Laws

of Minnesota for 1991, Chapter 265, Article 6, Section 64, Subd. 4, pp. 1078-79).

The legislature also required that the local districts involve teachers and residents within each district, hold public meetings, and inform the public concerning its plan and any recommendations. Furthermore, school districts cooperating under existing statutes were required to submit a joint plan. The state board was required to provide assistance to the local district in developing the individual plans. The commissioner of education (Minnesota Department of Education) was required to provide staff support to the state board in directing the planning process.

The statute, however, clearly required the state board of education to present the recommendations for design and implementation of the new educational delivery system. The recommendations were to be made to the Minnesota Legislature by January 1, 1992. Two additional components were added that were not part of the local plans. They included:

1. Recommendations at which level of education delivery system collective bargaining could take place most effectively and efficiently (The state board is required to consult with the Bureau of Mediation Services in preparing this recommendation); and

2. Recommendations of the Legislative Commission on Children, Youth, and Their Families established according to article 8, section 1, on coordinating local health, correctional, educational, job, and human services to improve the efficiency and effectiveness of services to children and families and to eliminate duplicative and overlapping services (State of Minnesota 1990, Laws of Minnesota for 1991, Chapter 265, Article 6, Section 64, Subd. 3, p. 1079).

Currently, Minnesota collective bargaining occurs at the local school district level between local boards and bargaining units. It would appear that the legislature did not see the need to receive recommendations from the local districts.

The second component of the state board of education plan required inclusion of the recommendations of the Legislative Commission on Children, Youth, and Their Families. The Minnesota Legislature created the Legislative Commission on Children, Youth, and Their Families in the same legislative session they enacted the planning process to design and implement a new education delivery system in Minnesota.

The Minnesota Legislature created this ad hoc commission on children, youth, and their families, expiring on June 30, 1994, to serve a particular purpose.

[The commission was] to study state policy and legislation affecting children, youth, and their families. The commission shall make recommendations about how to ensure and promote the present and future well-being of Minnesota children, youth and their families, including methods for helping state and local agencies to work together (State of Minnesota 1990, Laws of Minnesota for 1991, Chapter 265, Article 8, Section 1, Subd. 1, p. 1104).

The commission consists of sixteen legislators, eight from the House and eight from the Senate. Statute required the appointments to accommodate the following criteria: (1) reflect a proportionate representation from each party; (2) reflect members from health and human services, governmental operations, education, judiciary, and appropriations and finance committees; (and 3) include members from both rural and metropolitan areas. To complete its statutory charge, the commission was provided access to the following:

(1) existing legislative staff (legal counsel, research, fiscal, secretarial, and clerical), and (2) authority to conduct public hearings and collect data (State of Minnesota 1990, Laws of Minnesota for 1991, Chapter 265, Article 8, Section 1, Subd. 1, p. 1104).

The authority of this legislative commission was further extended to all of the current state agencies serving children, youth, and their families. Not only were the state agencies required to

provide information and assist the commission as requested, but also state agencies were required to receive approval of the commission prior to implementing any new or revised programs relating to the subjects being studied. During its existence, from July 1991 through June 30, 1994, the commission has statutory authority over all programs and services relating to children, youth, and their families in Minnesota (State of Minnesota 1990).

The commission was to have a relationship to the executive branch of government as follows:

The commission shall make recommendations to the legislature to implement combining education, and health and human services and related support services provided to children and their families by the departments of education, human services, health, and other state agencies into a single state department of children and families to provide more effective and efficient services. The commission shall also make recommendations to the legislature or committees, as it deems appropriate to assist the legislature in formulating legislation. To facilitate coordination between executive and legislative authorities, the commission shall review and evaluate the plans and proposals of the governor and state agencies on matters within the commission's jurisdiction and shall provide the legislature with its analysis and recommendations. Any analysis and recommendations must integrate recommendations for the design of an education service delivery system under Article 6, section 31. The commission shall report its final recommendations under this subdivision and subdivision 7 paragraph (a), by January 1,

1993 (State of Minnesota 1990, Laws of Minnesota for 1991, Chapter 265, Article 8, Section 1, Subd. 6, p. 1105).

Subdivision 6 more clearly defines the status of the state board of education planning process and the involvement of the local districts in creating a new education delivery system. This subdivision provides a statement of the purpose of those efforts. The state board plan appears to represent a data collection function for the Legislative Commission on Children, Youth, and Their Families. The state board and local school district planning process appeared to represent only one piece of the complete mosaic being constructed unilaterally by the Legislative Commission on Children, Youth, and Their Families on behalf of the Minnesota Legislature.

These efforts by Minnesota legislators do reflect the recognition that the public school system, the public health system, the correctional system, and other social service agencies must serve the children and families of Minnesota in some transformed fashion. In Elmore's (1980) construction, the approach might appear to demand "compliance" rather than attempt "capacity building." It is at the "grassroots" level where collaboration or integration of programs and services must occur if children and families are to be

served more effectively. It appeared that the legislators would be drafting the recommendations concerning the "coordination of local health, correctional, families, and to eliminate duplicative and overlapping services" (State of Minnesota 1990, Laws of Minnesota for 1991, Chapter 256, Article 6, Section 64, Subd. 6, p. 1079). It appeared further that the initiative might be a "top-down" endeavor where there was little opportunity for ownership of the initiative at the "grassroots" level.

Article 6 suggests that the commission members were to provide recommendations to coordinate education, health and human services, and corrections. However, in Article 8, the Legislative Commission on Children, Youth, and Their Families was provided the unilateral authority to recommend combining several state agencies into a single state department of children and families to provide more effective and efficient services.

There appears to be an incongruity between Article 6 and Article 8. Semantically, there is a difference between "coordinating" departmental services and "combining" departments into a single department. Yet, the commission report, designed to be included in

the state board of education report, described the commission function as providing recommendations concerning only coordination of health and human services and corrections with education. In a sense, the legislators, who comprise the membership on the Legislative Commission on Children, Youth, and Their Families, will be reporting their own recommendations to themselves. With authority to "review and evaluate the plans and proposals of the governor and state agencies on matters within the commission's jurisdiction" (State of Minnesota 1990, Laws of Minnesota for 1991, Chapter 265, Article 8, Section 1, Subd. 6, p. 1105), the Legislative Commission on Children, Youth, and Their Families appears to function as the single entry point for all proposed public policy initiatives relating to delivering services to children and families.

Review of Legislative Commission Activities

The information concerning the activities of the commission was drawn from the document prepared by the Legislative Commission on Children, Youth, and Their Families presented to the Minnesota Legislature on February 25, 1992. The first organizational meeting of the Legislative Commission on Children, Youth, and Their

Families was held on September 23, 1991. The members reviewed the legislation creating the commission, elected commission officers, and identified a preliminary set of goals:

1. The need for better understanding of where program dollars are going and what they are buying;
2. The need to deal with increasing violence among juveniles and escalating costs of the juvenile justice system;
3. The need for a broad perspective and approach, i.e. early education for children and literacy programs for their parents;
4. The need for evaluation of programs and increased accountability of service providers in the system;
5. The need for better coordination and communication between stakeholders at all levels of the system;
6. The need to find ways to bring parents and families into the system at all levels; and
7. The need to find out why some children and families fall through the cracks (Legislative Commission on Children, Youth, and Their Families 1992, p. 2).

The Legislative Commission on Children, Youth, and Their Families decided to maintain communications with the Governor's Action for Children Commission and to explore innovations in other states by accessing technical assistance from the National Conference of State Legislatures (Legislative Commission on Children, Youth, and Their Families 1992).

The second meeting of the commission was held on October 17, 1991. This meeting provided the state agency administrators an opportunity to share their own research on the subject of children and families. The commission heard from the following departments:

1. Linda Kohl and Anne Jade from the State Planning Agency provided data and information from two documents, A Catalogue of State Agency Programs and Policies Affecting Children and Minnesota Children: Indicators and Trends. They reviewed the activities of the Minnesota Milestones project and the outcomes of October 5, 1991 conference.
2. Orville Pung from the Minnesota Department of Corrections outlined societal trends which were leading to increasing criminal justice and corrections problems.
3. Terri Barreiro and Ron James from the Governor's Action for Children Commission discussed the work of the governor's commission and reinforced the need for local empowerment. They reiterated that real change starts at the grassroots level (Legislative Commission on Children, Youth, and Their Families 1992, p. 4).

The third meeting of the Legislative Commission on Children, Youth, and Their Families occurred on November 18, 1991. The purpose of that meeting was to hear testimony from Michael Petit of the Child Welfare League, Margaret Engstrom and Randy Hopper of Cities in Schools, Inc. (a national nonprofit organization devoted to school dropout prevention), and Anne Huntley from the Itasca Center: A Joining Forces Project.

A fourth meeting was held on December 10 and 11, 1991. With the assistance of the National Conference of State Legislatures, the Center for Early Education and Development, and the United Way, the commission sponsored a two-day workshop on children's issues. John Bryson, of the Humphrey Institute, was contracted to facilitate the December 10 and 11, 1991, workshop. According to the report, Bryson is internationally recognized as an expert on organizational structures.

The commission invited 125 service providers, experts, and legislators to the first day of the conference. The purpose was to identify the strengths and weaknesses of the children's services network and to propose modifications to remedy the weaknesses. The second day of the conference was dedicated to a meeting of fifty legislators and legislative staff members. They considered the responses of the participants for the first day. From that information, they formulated a vision statement and legislative priorities for Minnesota's children.

Bryson observed, from the first-day responses, evidence of system fragmentation. System fragmentation was reflected by the

participants identifying strength responses in the morning and later in the session identifying those same items as weaknesses. His conclusions were (1) participants perceived many of the system's strengths as also weaknesses, and (2) participants' divergent perceptions of strengths and weaknesses suggest system fragmentation (Legislative Commission on Children, Youth, and Their Families 1992, p. 7).

The two-day workshop provided the Legislative Commission on Children, Youth, and Their Families with their vision statement and legislative priorities. The statements approved follow:

The development of physically, intellectually, socially and emotionally healthy children is our state's top priority. To ensure this, the state shall focus on empowering every child's family. Every family shall be able to draw strength and support from its community.

To ensure Minnesota's future, the state and its communities must make a significant investment in long-term family policies that support and enhance healthy, responsible, and productive individuals by:

- Developing physically, intellectually, socially, and emotionally healthy children
- Preserving, strengthening and empowering families through collaboration among all state services and with other stakeholders

- Encouraging state service providers and other stakeholders to listen to families and respond to their needs
- Enabling communities to provide strength and support to every child's family
- Promoting independence and stability among families through educational, economic, and early intervention programs
- Developing a consensus about a realistic definition of today's family that declares the child's best interests to be paramount (Legislative Commission on Children, Youth, and Their Families 1992, p. 1).

Impact of the Minnesota Legislative Initiative:

While the Legislative Commission on Children, Youth, and Their Families was holding its series of meetings, the state board of education, assisted by the Minnesota Department of Education, moved on a related, but, to some degree, separate effort to interpret and execute the contents of the Laws of Minnesota for 1991, Chapter 265, Article 6, Section 64. The state board began the process of implementation by directing the commissioner of education to design and implement a planning process. The process was to involve all of the stakeholders (regional agencies, subregional agencies, and local school districts) in developing the recommendations for a new education delivery system. Norman Chaffee, a Minnesota State

Department of Education manager, was assigned as the project consultant to the state board of education. His duties involved designing and facilitating the process with the local districts and regional agencies affected by the statute.

During the fall 1991, Chaffee held regional meetings across Minnesota. He presented the stakeholders (regional agencies, subregional agencies, and local school districts) with the details of the state board plan of action to comply with the Minnesota legislative mandate. During the 1991-92 school year, the local school districts and the affected regional agencies labored to meet deadlines and to create the preliminary data required by law.

As the result of the significant changes contained in the legislation designed to cause the current system to expire in 1995, the process to many appeared to become "politicized" as these entities worked to comply with the legislative directives. A natural result of this process was conflict between and among the regional agencies targeted to be replaced in 1995 by a single area education organization (Chaffee 1992).

Less than a year into the implementation phases of the new statute designed to create a new education delivery system, the 1991 Minnesota Legislature significantly reworked Article 6. The legislature perceived the implementation of the legislative directives in Article 6, Section 64 as creating a negative political environment between and among the educational delivery systems within the state. The perceived conflict, as the planning process unfolded during 1991-92, resulted in the Minnesota Legislature terminating the state board planning process halfway to its completion (Chaffee 1992). The 1992 legislature repealed Laws of Minnesota for 1991, Chapter 265, Article 6, Section 64 and replaced it with Laws of Minnesota for 1992, Chapter 499, Article 6, Section 33. This legislative repeal of Section 64 resulted in the following alterations in the restructuring directives:

1. Terminated the entire planning process except at the local school district level;
2. Eliminated all involvement of the State Board of Education in the study and recommendation process to create a new statewide educational delivery system;

3. Eliminated all involvement of the Minnesota Department of Education in the study and recommendation process to create a new statewide educational delivery system;
4. Extended the final report to the legislature from January 1, 1993 (state board) to July 1, 1994 (local school districts reporting only);
5. Extended the date for implementation of the new education delivery system by only one day from June 30, 1995 (Laws of 1991, Article 6, Section 64, Subd. 2) to July 1, 1995 (Laws for 1992, Article 6, Section 33, Subd. 2);
6. Reduced the number of service delivery organizations to be replaced by the new education delivery system from nine to six (leaving intact special education cooperatives, technology cooperatives, and other joint powers agreements); and
7. Eliminated any reference to recommendations from the state board regarding at what level of organization

collective bargaining should occur (State of Minnesota 1991, Laws of Minnesota for 1992).

These changes were designed to allow the legislature to receive a final plan directly from the school districts relating to the new three-level education delivery system to be implemented on July 1, 1995. It is difficult to ascertain the impact of the legislative initiative concerning the creation of a new education delivery system since the stakeholders must begin anew, driven by an altered statute where the final report from the districts is not due until June 30, 1994. The 421 school districts are required by the statute to submit a single plan to the legislature. There exists some confusion regarding how the individual districts will create a single plan from the 421 individual plans, according to Chaffee. To fill the void left by the statutory change, the Minnesota School Boards Association is moving to provide some assistance to member districts in achieving that particular statutory directive (Chaffee 1992).

There were no revisions relating to the role and function of the Legislative Commission on Children, Youth, and Their Families during the 1991 legislative session. This commission has yet to

initiate any recommendations or exercise its statutory prerogatives since the most recent changes in the law.

The Governor's Initiative

Running parallel to but separate from the legislative initiative were the efforts of the executive branch of Minnesota state government. It appears from the data available that the legislative initiative and the executive initiative commenced in the same year (1991). The governor's initiative also centered on the concern for Minnesota's children. Part of the credit for this initiative, no doubt, can be traced to Minnesota's first lady, Susan Carlson.

Review of the Governor's Initiative

On March 19, 1991, Governor Arne H. Carlson created the Action for Children Commission. He appointed his wife, Susan Carlson, and U.S. West Vice President, Ron James, as the co-chairs of the Action for Children Commission. The commission consists of thirty people drawn from government, business, and the nonprofit sector. The membership includes five chief executive officers and corporate vice presidents, nine state agency commissioners, four Minnesota

legislators, four government consultants, and eight directors of nonprofit agencies. The membership of the commission appears to be focused on state level government leadership, state level nonprofit organizational leadership, and top-level corporate leadership. It appears that the commission design excluded representation from local direct service groups in government, business, and nonprofit care providing organizations (Action for Children Commission 1992).

Governor Carlson charged the commission to accomplish the following:

1. Create vision for Minnesota's children and families;
2. Develop and recommend measurements by which to assess yearly progress toward that vision;
3. Recommend changes in the service delivery systems that coordinate and concentrate resources on effective, high quality, "user friendly" services to those who need them; and
4. Create and monitor a public dialogue in the state to highlight children's needs and the importance of meeting those needs (Action for Children Commission 1992, p. 36).

Review of the Commission Activities

The Action for Children Commission created a thirty-five member service delivery committee with membership drawn from government, business, and the nonprofit sector. Several members of

this committee serve on the Action for Children Commission. This group was assigned the responsibility of examining issues of service delivery from a state perspective. Several subcommittees met for two months studying the issues. Ten focus group information-gathering sessions were conducted with service providers across the state. The result of the Service Delivery Committee's efforts was presented on September 24, 1991, in a document entitled Service Delivery Committee: Report to the Action for Children Commission.

Several recommendations were included in this report to the commission. The first recommendation involved the creation of a Children's Cabinet. This cabinet-level policy council comprised of the state agency commissioners and headed by a senior staff member would perform the following functions:

1. Provide continuing government leadership on issues affecting children and families and strive to realize Minnesota's vision of community concern.
2. Work in partnership with Action for Children to foster public, private and non-profit sector involvement in children's issues, to create a common work plan to achieve major goals, and to lead a public awareness campaign to build support for Minnesota's children and families.
3. Develop a state strategy and budget for children and plans for implementation. Member agencies would coordinate their efforts and identify gaps and duplication.

The Cabinet would oversee a regular goal-planning and assessment process within each state agency and department.

4. Develop a standing committee to promote racial and cultural diversity across state agencies and establish close relationships with county government, school boards, and community groups.
5. Work with Action for Children and other organizations to stimulate local commitment and action on children and family issues by communicating major goals and expectations and providing resources and incentives for communities. The Cabinet would establish a mechanism to review waivers of state rules that impede local collaboration.
6. Review the need for and supervise existing interagency committees and projects. Interagency committees would regularly report to the Children's Cabinet to further budget and policy objectives. Staff within state agencies would be made available (Action for Children Commission 1992, pp. 26-27).

The Service Delivery Committee's report, containing a recommended structure of the Children's Cabinet, eliminated the need to create a state department for children, youth, and their families. Such a structure should replace that legislative consideration. Accompanying this proposal in the committee report was the statement, "A State Department for Children should not be created. It would create an additional layer of bureaucracy, but would have difficulty remaining truly client-centered" (Service Delivery Committee 1991, p. 15).

During 1991, the Action for Children Commission proceeded with a number of additional activities:

- Reviewed summaries of issues and recommendations from more than 25 national and state reports dealing with issues of children, youth and families;
- Convened twelve "Speak out for Children" meetings and reported to the Governor by the end of 1991 a "Vision for Children and Youth in Minnesota";
- Studied the current structure at the state level for funding and administering programs and services to children, youth and families, and reported to the Governor by the end of 1991 a set of recommendations that will improve services; and
- Continued to work with communities around the state to mobilize efforts by business, government, community institutions, and private citizens to work toward improving conditions for children and youth (Action for Children Commission 1992, p. 36).

In February 1992, the Action for Children Commission submitted a comprehensive report to the governor and people of Minnesota entitled Kids Can't Wait: Action for Minnesota's Children. This document contained the outcomes of the commission's first year of work. The report to the governor contained the vision for Minnesota's children:

Children and youth live in families, nurtured and supported by parents and other caregivers. But caregivers need the support of the community, the state and society to fulfill their crucial role in bringing up children. Our vision for children and youth sees communities, neighborhoods and institutions

of all kinds around the state envision strategies and goals to enhance their support of families. Every community in Minnesota will work toward the vision that every child:

- Experiences reciprocal, positive human relationships.
- Feels valued as a family member and a community member.
- Lives in a safe, secure, stable environment.
- Realizes his or her potential for good health.
- Learns to his or her utmost ability.
- Participates as a responsible community member.
- Values and respects his or her community, the world, and the diversity of its people (Action for Children Commission 1992, p. 15).

The report provided six recommendations for action. Each recommendation was accompanied by specific strategies to achieve the child and family focused recommendations. Those six recommendations included:

1. Mobilize communities, workplaces, schools, and other institutions into an integrated, long-range effort to strengthen families' ability to successfully raise their children and assure that their children are fully ready for school.
2. Reduce poverty for all families and children.
3. Make children and youth active partners in community decision-making.
4. Act to celebrate cultural diversity and end all forms of discrimination.
5. Require schools to become active partners with parents, youth, and community agencies, social and health services, businesses, and young people.
6. Overhaul the state service delivery system to produce better results for children and families. Require

improved coordination of local, county, state, and federal government programs. Make the programs and services more accountable for results. Discontinue ineffective or inefficient services, and support services that produce results (Action for Children Commission 1992, pp. 21-27).

Another aspect of the recommendation to overhaul the service delivery system serving children involved the presentation to the governor of the proposal to guide all future redesign of the service delivery systems and for the work of the Children's Cabinet:

1. Basic needs of children must be met.
2. Families must have access to the support and assistance necessary to be the primary environment for nurturing their children.
3. State government must support the local community in its efforts to support families, youth, and children.
4. There must be increased emphasis on providing a continuum of service.
5. Services must be offered in a manner that enables, empowers, and respects the child and the family.
6. How services are received is important. Services must be easily accessible, seamless, and there must be accountability for results (Action for Children Commission 1992, p. 27).

The Action for Children Commission report to the governor also included an "accountability scorecard" for each of the recommendations. The scorecard identified, on a matrix, by group and objective, who must work together to achieve each identified strategy. The Action for Children Commission intends to prepare tactical plans

including specific actions, timelines, and budget projections. These plans will be available for use in preparing the 1993-94 Minnesota state budget (Action for Children Commission 1992).

In June 1992, the Minnesota Planning Agency under the direction of Linda Kohl published a working draft of a long-range plan entitled "Minnesota Milestones." This document was also the result of a planning process initiated in 1991. This planning process was modeled after a program in Oregon. The first component of "Minnesota Milestones" involved the vision for the future. During 1991, approximately 1,600 citizens at fifteen locations across Minnesota participated. The vision statement was created from those inputs. The state agencies identified the goals which comprise the second component of the document. The goals were outcome based and involved social and economic conditions, attitudes, and behaviors. The third component of this document was the "milestones" or indicators of progress toward achieving the goals. The draft is being circulated across Minnesota for review and comment. A final "Minnesota Milestones" report will be presented to the governor, legislature, and people in December 1992 (Minnesota Planning Agency

1992). Integrated into the "Minnesota Milestones" draft are many of the recommendations of the Action for Children Commission.

Impact of the Governor's Initiative

Governor Carlson, based upon the recommendations of the Action for Children Commission, created the Children's Cabinet on February 25, 1992. According to its mission, goals, and principles, the Children's Cabinet is independent from any state agency. It works with the Action for Children Commission and Minnesota citizens to achieve Minnesota's vision for children. The intention was to create a flexible system for comprehensive, unified, and effective administration of programs and services which avoided fragmentation and duplication, and which facilitated cooperation among state agencies, as well as across regional, local, and private sectors. The Children's Cabinet adopted the mission and vision statements presented in the Action for Children Commission report to the governor (Action for Children Commission 1992, p. 15).

The membership of the Children's Cabinet consists of state agency commissioners from the following state agencies:

(1) Administration, (2) Jobs and Training, (3) Public Safety, (4) Finance, (5) Education, (6) Health, (7) Corrections, (8) Human Services, (9) Housing Finance Agency, and (10) Minnesota Planning.

The Children's Cabinet is chaired by the director of Minnesota planning, Linda Kohl. By the end of June 1992, the Children's Cabinet had met five times. They created a subcabinet consisting of one staff member from each agency to assist the Children's Cabinet with its duties. The subcabinet meets every two weeks and is developing a work plan based upon the recommendations contained in the report of the Action for Children Commission (Children's Cabinet 1992).

The governor's initiatives appear to be progressing. From the information and materials provided by the Minnesota Planning Agency staff, the Action for Children Commission, and the Children's Cabinet, the initiatives are moving forward to achieve the governor's charge. The executive staff and state agency personnel are creating a 1993-94 biennium budget which will support many of the recommendations.

Further evidence of continued activities in pursuit of the governor's initiative was an August 1992 statewide governor's request

for young people between the ages of twelve and eighteen to volunteer to serve on a state youth advisory council. The Action for Children Youth Advisory Council is being created to provide the young stakeholders (clients) with a voice in state government. Governor Carlson indicated that twenty-four members, three young people from each congressional district, will be selected by the Action for Children Commission. The group will represent all racial, ethnic, socioeconomic, and educational backgrounds from across Minnesota. This youth advisory council will assist the Action for Children Commission and the governor's Children's Cabinet by providing a young person's perspective on the issues needing resolution to improve the lives of Minnesota's children and youth (Nye 1992).

Summary

In summary, the literature supports the idea that increasing and improving services to children and families will require far more than tinkering with the schools. The reform literature of the 1980s and 1990s recognizes the increasing sensitivity to the expanding social crises (poverty, violence, drugs, racism, and hate) that engulf many of the children and families of America. Boyer (1991) noted that we

must "acknowledge that poverty and schooling are inseparably connected, and that poor performance in the classroom may, in fact, be connected to events that precede schooling" (p. 22).

The literature documented the "fractured and fragmented" service delivery systems, exposing their incapacity to deal with the issues and problems confronting children and families in the 1990s and beyond. Hodgkinson (1991) and many others continue to focus on the reality that we must begin to "deal with the root causes of poverty [and] must involve [with education] health-care, housing, transportation, job-training, and social welfare bureaucracies" (p. 16).

When viewed chronologically, the literature reflects the sometimes sporadic but progressive movement from "tinkering" and "quick fixing" separate systems and institutions to major restructuring, integration, and transformation across all systems designed to serve the needs of children and families. The writer found evidence of progress well beyond the "tinkering" and "quick fixing" scenario. In a national search, the writer found and described five innovative programs and transforming delivery systems. These five programs represent a variety of strategies and processes being employed to

increase and improve services to children and families through cooperation, collaboration, or integration.

The literature review provided more clearly defined structures within which to frame the present study. Prior research of state level policymaking strategies, the qualities and characteristics of local organizations, and the processes applied to achieve organizational changes provided the foundation for this research.

Education appears to be "the one institution that is still helping us sustain [in varying degrees] the sense of community America so sorely needs" (Boyer 1991, pp. 22-23). That perception, in concert with the views expressed by a multitude of "third wave" reformers and earlier writers, may provide the national climate necessary to create a comprehensive integrated system delivering increased and improved services to children and families.

The following chapter presents a description of the methodology used to conduct this study. The chapter includes information on the sample, a description of the development of the survey instrument, the method used to collect data, and the data analysis applied in this study.

CHAPTER III

METHODOLOGY

This study was intended to obtain, describe, and analyze legislator, state commissioner, and service providing agency director perceptions of the strategies and processes which might permit improved and increased services to children and families. The study was designed to ascertain whether legislators and stakeholders perceived the issues which led to the Minnesota initiative in a consensual manner and whether or not there existed differences by roles regarding their preferences for strategies and processes. This approach might assist in assessing the probability of successful implementation of legislated mandates or the nature of difficulties where alternative strategies and processes were employed.

The research instrument was designed to elicit the perceptions of legislators, state department commissioners, and local

service providers. This chapter describes the sample, the instrumentation, the collection of data, and the analysis of data.

Sample

The study was conducted in Minnesota. The sample consisted of the legislators, state commissioners, and local care providers. More specifically, the sample included:

- Fifty-one Minnesota legislators serving on the Commission for Children, Youth and Their Families, on the Senate and House education committees, and legislators representing Clay County, Minnesota, from the area served by the local care providers used in the sample;
- Eleven directors or commissioners of the Minnesota state departments who appeared to be affected by the statutory mandate; and
- Forty-two Clay County, Minnesota local public and private service providing agency directors

The sample was designed to acquire a significant number of respondents in three categories so analysis by roles could occur.

Participants would be directly involved in any change process. They would be critical actors in transforming delivery systems that serve children, youth, and their families. The sample size, then, was 104.

The plan for conducting the study included an initial mailing of the instrument and a follow-up reminder mailing, accompanied by a second instrument. A return rate of 70 percent was considered to be an acceptable level to permit description and analysis.

Of the 104 surveys mailed, 79 were returned for a 76 percent return rate. Table 1 provides a visual display of the returns by role.

TABLE 1
SURVEY INSTRUMENTS RETURNED BY ROLE

| Groups by Role | Total Mailed | Total Returned | Percent Returned |
|-------------------------------|--------------|----------------|------------------|
| Local Care Providers | 42 | 39 | 92.9 |
| Minnesota Legislators | 51 | 31 | 60.8 |
| Minnesota State Commissioners | 11 | 09 | 81.8 |
| Total | 104 | 79 | 76.0 |

Data in table 1 reflect a very high percentage of returns by the local care providers (92.9) and state commissioners (81.8). The Minnesota legislators reflect a lower percentage of return (60.8). However, the time of the instrument mailing (May 1992) paralleled the end of the legislative session and summer recess. This factor may have caused, in part, the somewhat lower level of legislative returns.

Instrument Development

The design and development of the survey instrument occurred after examination of the literature available concerning strategies utilized by legislators to foster reform of delivery systems. The variety of affiliations employed by service providers was also a basis for information in the initial design and development of the survey instrument.

The survey instrument, as originally constructed, contained sixty items and five sections. Several modifications resulted from further investigation and study over a period of five months. The writer's advisor and committee members reviewed the instrument and contributed to compression of the instrument relating to number

of items and number of sections. The instrument, at this point, was revised to contain twenty-two items in three sections.

The writer field tested the instrument with selected graduate students, faculty in the department of educational administration, and with three local Minnesota care providers. (None of the participants in the field testing were included in the sample.) Analysis of their responses and suggestions indicated that statements in Part I of the instrument needed refinement. Furthermore, the directions for Part III were modified to enhance clarity of purpose.

In a final review with committee members it was determined to add an "optional" section, Part IV, containing two open-ended questions. Review and approval of the survey by the University of North Dakota Human Subjects Review Committee occurred as the final step.

Part I, "Perceptions Regarding Current Systems," consisted of ten "descriptive" statements regarding current delivery systems serving children and families, their personnel, and clients. A four-point rating scale was used with these descriptions to which all

respondents indicated their levels of agreement. These responses were tabulated and the items were analyzed statistically by role.

Part II, "Perceptions Regarding State Level Strategies to Create Effective Policy," focused attention on the role of the legislators in the development of effective state policy. All participants were asked to identify the legislative strategy believed most likely to increase the probability of reforming service providing systems. The three strategies included in the survey instrument were derived from the work of Timar and Kirp (1989). The participants were asked to judge which of the three strategies would be most productive, and which state legislative strategy would be least productive in reforming service delivery systems. Responses to these items were analyzed statistically by role.

The survey items in Part III, "Perceptions Regarding Future Choices and/or Alternatives at the Delivery System Level," were based on three processes the literature identified as present in and among delivery systems to increase and improve services to children and families. All respondents were asked to respond to the ten items by identifying which process was most appropriate in supporting

successful achievement of each item. Responses to these items were statistically analyzed by role.

In Part IV, entitled "Qualitative Data by Role of Issues and Perceptions," all respondents were invited to respond to two open-ended questions. Responses to these two items were divided into topics and presented by role.

Data Collection

Early in May 1992, a cover letter and survey instrument were mailed to each person included in the sample. (The cover letter and the survey instrument are contained in appendix B and appendix C). The cover letter assured confidentiality, explained the purpose of the research, and clarified the intended uses of the data. A reminder mailing, accompanied by a second instrument, occurred in mid May 1992.

Data Analysis

The research effort required obtaining, tabulating, analyzing, and reporting the responses to the several items asked. To accomplish this, the data were analyzed by comparing and contrasting the

responses from the three groups of actors who comprised the sample. Responses to the items were examined to ascertain whether perceptions varied by role--Minnesota legislators, Minnesota state commissioners, and Clay County local service providers. The data were organized for presentation in tables to provide for contrasting and comparing the perceptions.

The writer employed the Statistical Package for the Social Sciences (SPSSx) for managing, analyzing, and displaying the data. The Chi-square Exact Probability Formula was applied to determine whether or not significant differences were apparent by role. Perceptions secured from the responses to the open-ended questions were organized by topic and role. Data are presented and analyzed in the following chapter.

CHAPTER IV

PRESENTATION OF THE DATA

The purpose of this chapter is to present the data that reflect the perceptions of legislators, state commissioners, and local care providers regarding (1) the issues that precipitated the Minnesota legislative initiative to increase and improve services to children, youth, and their families (relates to Part I of the survey instrument); (2) the change strategies and processes preferred by the respondents to achieve that integration (relates to Part II and Part III of the survey instrument); and (3) voluntary statements in response to open-ended questions (relates to Part IV of the survey instrument). The results of this study are presented in three sections.

The first section contains description and analyses of perceptions by role of the respondents regarding the issues that precipitated the Minnesota legislative initiative. This section is entitled "Data by Role on Issues Which Led to the Minnesota

Initiative." The second section contains description and analyses of perceptions by role of the respondents regarding the stakeholder and legislator perceptions for (a) change strategies and (b) change processes necessary to integrate delivery systems to increase and improve services to children and families. This section is entitled "Data by Role on Change Strategies and Processes." Data for the first two sections are contained in tables and are analyzed statistically. The Chi-square statistic was used to determine if significant differences by role existed. The third section contains descriptions of the personal and subjective responses by role to the two open-ended survey questions and is entitled "Qualitative Data by Role of Issues and Perceptions."

Data by Role on Issues Which Led to
the Minnesota Initiative

Scaled responses to ten specific statements were examined. The scale used the following descriptors and values: "strongly disagree" was assigned a value of one, "tend to disagree" a value of two, "tend to agree" a value of three, and "strongly agree" a value of four. Accordingly, a higher score is associated with the highest

agreement while the lowest score is associated with the strongest disagreement with each of the ten statements.

In table 2, the writer examined responses to the statement, "Services to children, youth, and their families tend to be crisis-oriented rather than preventive in nature."

TABLE 2
RESPONDENTS' PERCEPTIONS: SERVICES TO CHILDREN AND FAMILIES
ARE CRISIS-ORIENTED

| | Local Care Providers (%) | Minnesota Legislators (%) | Minnesota State Commissioners (%) | Total (%) |
|----------------------|--------------------------------|---------------------------------|---|--------------|
| Strongly Disagree | 0 (0) | 3.2 (1) | 11.1 (1) | 2.5 (2) |
| Tend to Disagree | 12.8 (5) | 16.1 (5) | 0 (0) | 12.7 (10) |
| Tend to Agree | 41.0 (16) | 54.8 (17) | 66.7 (6) | 49.4 (39) |
| Strongly Agree | 46.2 (18) | 25.8 (8) | 22.2 (2) | 35.4 (28) |

Chi-square = 8.89, df = 6, p > .05

Data in table 2 suggest that a very high percentage (84.8) of the respondents either "agreed" or "strongly agreed" with the statement. The responses across roles reflect a rather consistent

perception that services are driven by response to crisis rather than being preventive in nature. No statistically significant differences by role were detected. For the purpose of clarity, the writer interpreted the percentages from the tables by applying descriptors to the following ranges: (1) A very high percentage ranged from 71% up to 100%, (2) a high percentage ranged from 61% up to 70%, and (3) a majority percentage ranged from 51% up to 59%.

In table 3, the writer examined responses to the statement, "Current human services systems tend to divide problems of children and families into distinct categories leading to disregard of their interrelated causes and solutions."

Data in table 3 suggest that a very high percentage (89.9) of the respondents either "agreed" or "strongly agreed" with the statement. The responses across roles appear to reflect a rather consistent perception that human services systems tend to divide and categorize problems, possibly disregarding interrelated causes and solutions. No statistically significant differences by role were detected.

TABLE 3

RESPONDENTS' PERCEPTIONS: PROBLEMS OF CHILDREN AND FAMILIES
ARE DIVIDED INTO DISTINCT CATEGORIES

| | Local Care Providers (%) | Minnesota Legislators (%) | Minnesota State Commissioners (%) | Total (%) |
|----------------------|--------------------------------|---------------------------------|---|--------------|
| Strongly Disagree | 0 (0) | 0 (0) | 0 (0) | 0 (0) |
| Tend to Disagree | 12.8 (5) | 9.7 (3) | 0 (0) | 10.1 (8) |
| Tend to Agree | 38.5 (15) | 58.1 (18) | 33.3 (3) | 45.6 (36) |
| Strongly Agree | 48.7 (19) | 32.3 (10) | 66.7 (6) | 44.3 (35) |

Chi-square = 8.89, df = 6, $p > .05$

In table 4, the writer examined responses to the statement, "A lack of functional communications among human service systems, corrections, education, and private care providers tends to result in their inability to meet the needs of children and families."

Data in table 4 suggest that a very high percentage (95) of the respondents either "agreed" or "strongly agreed" with the statement. The responses across roles reflect a rather consistent perception that a lack of functional communications among delivery systems limits

ability to meet needs of children and families. No statistically significant differences by role were detected.

TABLE 4
RESPONDENTS' PERCEPTIONS: THERE IS A LACK OF FUNCTIONAL
COMMUNICATIONS AMONG SERVICE DELIVERY SYSTEMS

| | Local Care Providers (%) | Minnesota Legislators (%) | Minnesota State Commissioners (%) | Total (%) |
|----------------------|--------------------------------|---------------------------------|---|--------------|
| Strongly Disagree | 2.6 (1) | 0 (0) | 0 (0) | 1.3 (1) |
| Tend to Disagree | 7.7 (3) | 0 (0) | 0 (0) | 3.8 (3) |
| Tend to Agree | 43.6 (15) | 51.6 (18) | 33.3 (3) | 45.6 (36) |
| Strongly Agree | 46.2 (18) | 48.4 (15) | 66.7 (6) | 49.4 (39) |

Chi-square = 5.31, df = 6, p > .05

In table 5, the writer examined responses to the statement, "The current system falls short because of the inability of specialized and separated agencies to create comprehensive solutions to complex problems."

TABLE 5

RESPONDENTS' PERCEPTIONS: SPECIALIZED AND SEPARATED AGENCIES
FALL SHORT OF FINDING SOLUTIONS

| | Local Care Providers (%) | Minnesota Legislators (%) | Minnesota State Commissioners (%) | Total (%) |
|----------------------|--------------------------------|---------------------------------|---|--------------|
| Strongly Disagree | 0 (0) | 0 (0) | 0 (0) | 0 (0) |
| Tend to Disagree | 10.3 (4) | 0 (0) | 11.1 (1) | 6.3 (5) |
| Tend to Agree | 35.9 (14) | 41.9 (13) | 33.3 (3) | 38.0 (30) |
| Strongly Agree | 53.8 (21) | 58.1 (18) | 55.6 (5) | 55.7 (44) |

Chi-square = 3.51, df = 4, p > .05

Data in table 5 suggest that a very high percentage (93.7) of the respondents either "agreed" or "strongly agreed" with the statement. The responses across roles reflect a perception that specialized and separated agencies seem unable to solve complex problems. No statistically significant differences by role were detected.

In table 6, the writer examined responses to the statement, "Existing programs and services are insufficiently funded."

TABLE 6

RESPONDENTS' PERCEPTIONS: EXISTING PROGRAMS AND SERVICES
ARE INSUFFICIENTLY FUNDED

| | Local Care Providers (%) | Minnesota Legislators (%) | Minnesota State Commissioners (%) | Total (%) |
|----------------------|--------------------------------|---------------------------------|---|--------------|
| Strongly Disagree | 0 (0) | 6.5 (2) | 0 (0) | 2.5 (2) |
| Tend to Disagree | 7.7 (3) | 19.4 (6) | 33.3 (3) | 15.2 (12) |
| Tend to Agree | 35.9 (14) | 45.2 (14) | 55.6 (5) | 41.8 (33) |
| Strongly Agree | 56.4 (22) | 29.0 (9) | 11.1 (1) | 40.5 (32) |

Chi-square = 13.02, df = 6, p < .05

Data in table 6 suggest that a very high percentage (82.3) of the respondents either "agreed" or "strongly agreed" with the statement. Although perceptions across roles reflect a view that existing programs and services are insufficiently funded, statistically significant differences by role were detected. Almost 26 percent of the legislators and 33 percent of the state commissioners "disagreed" or "strongly disagreed" with the statement. Local care providers, by contrast, "strongly agreed" with this statement more often than did other respondents.

In table 7, the writer examined responses to the statement, "It is time we stopped maintaining the current systems of delivery and start making the most out of opportunities to create something better."

TABLE 7
RESPONDENTS' PERCEPTIONS: WE SHOULD STOP MAINTAINING CURRENT SYSTEMS TO CREATE SOMETHING BETTER

| | Local Care Providers (%) | Minnesota Legislators (%) | Minnesota State Commissioners (%) | Total (%) |
|----------------------|--------------------------------|---------------------------------|---|--------------|
| Strongly Disagree | 2.6 (1) | 0 (0) | 0 (0) | 1.3 (1) |
| Tend to Disagree | 12.8 (5) | 6.5 (2) | 0 (0) | 8.9 (7) |
| Tend to Agree | 33.3 (13) | 45.2 (14) | 33.3 (3) | 38.0 (30) |
| Strongly Agree | 51.3 (20) | 48.4 (15) | 66.7 (6) | 51.9 (41) |

Chi-square = 3.86, df = 6, p > .05

Data in table 7 suggest that a very high percentage (89.9) of the respondents either "agreed" or "strongly agreed" with the statement. The responses across roles reflect a rather consistent

perception that current delivery systems must be changed to create something better. No statistically significant differences by role were detected.

In table 8, the writer examined responses to the statement, "If children and their families are to build successful lives, they must be able to draw on a transformed system of integrated and continuous services."

TABLE 8
RESPONDENTS' PERCEPTIONS: CHILDREN AND FAMILIES SHOULD BE
ABLE TO DRAW ON A TRANSFORMED SYSTEM OF
INTEGRATED AND CONTINUOUS SERVICES

| | Local Care Providers (%) | Minnesota Legislators (%) | Minnesota State Commissioners (%) | Total (%) |
|----------------------|--------------------------------|---------------------------------|---|--------------|
| Strongly Disagree | 0 (0) | 3.2 (1) | 11.1 (1) | 2.5 (2) |
| Tend to Disagree | 2.6 (1) | 0 (0) | 0 (0) | 1.3 (1) |
| Tend to Agree | 33.3 (13) | 38.7 (12) | 22.2 (2) | 34.2 (27) |
| Strongly Agree | 64.1 (25) | 58.1 (18) | 66.7 (6) | 62.0 (49) |

Chi-square = 5.4, df = 6, p > .05

Data in table 8 suggest that a very high percentage (96.2) of the respondents either "agreed" or "strongly agreed" with the statement. The responses across roles reflect a rather consistent perception that children and families must draw on a transformed system of integrated and continuous services to build successful lives. No statistically significant differences by role were detected.

In table 9, the writer examined responses to the statement, "Individuals who serve children and their families are stakeholders and should directly influence the development of public policy."

TABLE 9
RESPONDENTS' PERCEPTIONS: STAKEHOLDERS SHOULD INFLUENCE PUBLIC
POLICY DEVELOPMENT

| | Local Care Providers (%) | Minnesota Legislators (%) | Minnesota State Commissioners (%) | Total (%) |
|----------------------|--------------------------------|---------------------------------|---|--------------|
| Strongly Disagree | 0 (0) | 0 (0) | 0 (0) | 0 (0) |
| Tend to Disagree | 2.6 (1) | 3.2 (1) | 22.2 (2) | 5.1 (4) |
| Tend to Agree | 25.6 (10) | 48.4 (15) | 55.6 (5) | 38.0 (30) |
| Strongly Agree | 71.8 (28) | 48.4 (15) | 22.2 (2) | 57.0 (45) |

Chi-square = 12.91, df = 4, p < .05

Data in table 9 suggest that a very high percentage (95) of the respondents either "agreed" or "strongly agreed" with the statement. Although responses across roles reflect a rather consistent perception that stakeholders (local care providers and clients) should directly influence the development of public policy, statistically significant differences by role were detected. Twenty-two percent of the state commissioners disagreed with the statement. Higher percentages of local care providers and legislators (71.8 and 48.4), when compared to commissioners (22.2), "strongly agreed" with the statement.

In table 10, the writer examined responses to the statement, "Local, regional, state, and national systems working in concert are a necessary prerequisite for effective service delivery."

Data in table 10 suggest that a very high percentage (97.5) of the respondents either "agreed" or "strongly agreed" with the statement. The responses across roles reflect a rather consistent perception that delivery systems at local, regional, state, and national levels must work together. A larger number and percentage (53 and 67.1) "strongly agreed" with this statement--the highest level of this

sentiment detected in this series of statements. No statistically significant differences by role were detected.

TABLE 10
RESPONDENTS' PERCEPTIONS: LOCAL, REGIONAL, STATE, AND NATIONAL
SYSTEMS HAVE TO WORK IN CONCERT

| | Local Care Providers (%) | Minnesota Legislators (%) | Minnesota State Commissioners (%) | Total (%) |
|----------------------|--------------------------------|---------------------------------|---|--------------|
| Strongly Disagree | 0 (0) | 0 (0) | 11.1 (1) | 1.3 (1) |
| Tend to Disagree | 2.6 (1) | 0 (0) | 0 (0) | 1.3 (1) |
| Tend to Agree | 28.2 (11) | 32.3 (10) | 33.3 (3) | 30.4 (24) |
| Strongly Agree | 69.2 (27) | 67.7 (21) | 55.6 (5) | 67.1 (53) |

Chi-square = 9.13, df = 6, p > .05

In table 11, the writer examined responses to the statement, "Integration of programs and services (changes of this magnitude) can take place only when the leadership of the agencies, organizations, and systems commit themselves to change as a fundamental principle."

TABLE 11

RESPONDENTS' PERCEPTIONS: LEADERSHIP MUST BE COMMITTED TO CHANGE AS
A FUNDAMENTAL PRINCIPLE

| | Local Care Providers (%) | Minnesota Legislators (%) | Minnesota State Commissioners (%) | Total (%) |
|----------------------|--------------------------------|---------------------------------|---|--------------|
| Strongly Disagree | 0 (0) | 0 (0) | 0 (0) | 0 (0) |
| Tend to Disagree | 2.6 (1) | 0 (0) | 0 (0) | 1.3 (1) |
| Tend to Agree | 35.9 (14) | 29.0 (9) | 22.2 (2) | 31.6 (25) |
| Strongly Agree | 61.5 (24) | 71.0 (22) | 77.8 (7) | 67.1 (53) |

Chi-square = 1.97, df = 4, p > .05

Data in table 11 suggest that a very high percentage (98.7) of the respondents either "agreed" or "strongly agreed" with the statement. The responses across roles reflect a rather consistent perception that the organizational leadership must be committed to the change process if successful integration of services is to occur. Similar to the preceding question, the percentage (61.5, 71, and 77.8) who strongly agreed represent the most emphatic sentiment detected in this series of statements. No statistically significant differences by role were detected.

Data by Role on Change Strategies
and Processes

From a list and definition of three operational state legislative strategies provided, all respondents were asked two questions. First, all respondents were asked "which legislative strategy would be the least productive in producing the best system for delivering services to children and families." Second, all respondents were asked "which legislative strategy would be most productive in producing the best system for delivering services to children and families." For the purposes of analyses each of the legislative strategies was assigned a value as follows: "rational planning strategy" was assigned a value of one, "interactive planning strategy" was assigned a value of two, and "local initiatives strategy" was assigned a value of three.

The respondents were provided the following list of the three state legislative strategies and their characteristics:

Rational Planning Strategy:

- Create statewide uniform organizations, systems, and institutions;
- Create standardized and uniform statewide policies, rules, and regulations;
- Establish uniform statewide hierarchical management structure (providing clearly defined authority, control, responsibility, and position roles at all levels of governance);

- Identify single, most appropriate solutions for statewide application to provide uniform statewide improvement;
- Enact solutions via state level policymaking to ensure uniformity; and
- Establish statewide monitoring to ensure local compliance and use lines of authority at organizational levels to create compliance.

Interactive Planning Strategy:

- Create and articulate broad state policy goals to establish clear expectations at the state level;
- Create discretionary authority at organizational, system, and institutional levels consistent with state policy goals;
- Create flexibility at all levels of policy implementation to allow integration of state goals with local conditions and practices;
- Establish a statewide interactive process for problem solving by developing mechanisms so that legislators, agency personnel, and local service providers can communicate frequently;
- Distribute authority and responsibility across the entire statewide system; and
- Create assessment procedures to measure results of local efforts (state intervention if progress toward statewide goals is lacking).

Local Initiatives Planning Strategy:

- Establish policy goals at state level with implementation bargained at local level between unions and management;
- Establish program guidelines and specify bargaining context at the local level (create limits or parameters within which local organizations might bargain to establish new programs and services);
- Invite local units to develop creative responses to statewide initiatives;

- Establish rules and regulations at state level with adherence a matter of local choice;
- Create financial incentives to encourage state educational reform initiatives; and
- Practice non-intervention from state level (hands-off policy; no state monitoring or use of other accountability practices).

In table 12, the writer examined responses to the question, "Which legislative planning strategy would be least productive in creating effective public policy?"

TABLE 12
RESPONDENTS' PERCEPTIONS: WHICH IS THE LEAST PRODUCTIVE
LEGISLATIVE PLANNING STRATEGY

| Legislative Planning Strategies | Local Care Providers (%) | Minnesota Legislators (%) | Minnesota State Commissioners (%) | Total (%) |
|---------------------------------|--------------------------|---------------------------|-----------------------------------|--------------|
| Rational | 59.0 (23) | 77.4 (24) | 88.9 (8) | 69.6 (55) |
| Interactive | 2.6 (1) | 0 (0) | 0 (0) | 1.3 (1) |
| Local Initiatives | 38.5 (15) | 22.6 (7) | 11.1 (1) | 29.1 (23) |

Chi-square = 3.17, df = 4, p > .05

Data in table 12 suggest a high percentage (69.6) of the respondents selected the "rational planning strategy" as the least

productive. Although responses across roles reflect a rather consistent perception that the "rational planning strategy" would be the least productive, statistically significant differences by role were detected. Twenty-nine percent of the respondents selected the "local initiatives planning strategy" (almost 39 percent of local care providers chose that strategy) as being the least productive in transforming the delivery systems to increase services to children and families.

In table 13, the writer examined responses to the question, "Which legislative planning strategy would be most productive in creating effective public policy?"

Data in table 13 suggest a very high percentage (88.6) of the respondents selected the "interactive planning strategy." The responses across roles reflect a consistent perception that the "interactive planning strategy" would be the most productive in transforming the delivery systems to increase services to children and families. No statistically significant differences by role were detected.

A list and definition of three formal processes used to change local delivery systems to increase and improve the delivery of services to children and families were provided to the respondents.

TABLE 13

RESPONDENTS' PERCEPTIONS: WHICH IS THE MOST PRODUCTIVE LEGISLATIVE
PLANNING STRATEGY

| Legislative Planning Strategies | Local Care Providers (%) | Minnesota Legislators (%) | Minnesota State Commissioners (%) | Total (%) |
|---------------------------------------|--------------------------------|---------------------------------|---|--------------|
| Rational | 5.1 (2) | 0 (0) | 0 (0) | 2.5 (2) |
| Interactive | 84.6 (33) | 90.3 (28) | 100 (9) | 88.6 (70) |
| Local Initiatives | 10.3 (4) | 9.7 (3) | 0 (0) | 8.9 (7) |

Chi-square = 5.04, df = 4, p > .05

All respondents were asked to select the most appropriate process for each of ten specific statements. For the purposes of analyses each of the formal processes was assigned a value as follows: "cooperation or coordination process" was assigned a value of one, "collaboration or partnerships process" was assigned a value of two, and "integration or reconstitution process" was assigned a value of three.

The respondents were provided the following list of the three formal processes and their characteristics:

Cooperation or Coordination (Act of working together toward the same end):

- Structure and governance: separate systems; separate governance units; and separate decision making process.
- Purposes of this approach: systems help each other to meet goals of each system; each delivery system maintains a separate vision, goals, and directions (no effort to establish common goals); and make few changes in rules-regulations that govern each program (business as usual).
- Funding: maintain separate budgets and funding sources by system (typically pay per client for shared services).

Collaboration or Partnerships (Act of working together; contracting and making agreements to create collaborative programs):

- Structure and governance: separate systems; establish representative council with decision making authority regarding collaborative programs and services; and make contracts-agreements to create new programs.
- Purposes of this approach: work together to achieve common goals; use expertise of each collaborator; jointly develop vision, goals, and directions for collaborative programs and services; and redesign staff organization within collaborative programs to accommodate client needs.
- Funding: shared funding of collaborative programs with council responsible for budget allocations and personnel.

Integration or Reconstitution (Act of bringing parts together into a single whole; restructuring units of governance):

- Structure and governance: single governing entity representing all delivery systems; has authority, resources, or mandates that involve all services and programs to children and families (must be conferred by state legislature).
- Purposes of this approach: work together to achieve common vision, goals and directions as an integrated comprehensive delivery system; and utilize a common child and family assessment process to identify and meet needs.
- Funding: single governing entity allocated all resources to fund integrated system for children and families.

In table 14, the writer examined responses to the statement, "This process best exemplifies our current approach to delivering programs to children and their families."

Data in table 14 suggest a very high percentage (92.4) of the respondents across roles selected the "cooperation/coordination process" as best representing the current approach to delivering programs to children and families. No statistically significant differences by role were detected.

In table 15, the writer examined responses to the statement, "This process would be the most effective in creating the integrated,

comprehensive, and continuous services for children and their families."

TABLE 14

RESPONDENTS' PERCEPTIONS: THIS PROCESS BEST EXEMPLIFIES
CURRENT APPROACHES TO DELIVERING PROGRAMS
TO CHILDREN AND FAMILIES

| Formal Processes | Local Care Providers (%) | Minnesota Legislators (%) | Minnesota State Commissioners (%) | Total (%) |
|----------------------------|--------------------------|---------------------------|-----------------------------------|--------------|
| Cooperation/Coordination | 94.9 (37) | 90.3 (28) | 88.9 (8) | 92.4 (70) |
| Collaboration/Partnerships | 2.6 (1) | 6.5 (2) | 11.1 (1) | 5.1 (4) |
| Integration/Reconstitution | 2.6 (1) | 3.2 (1) | 0 (0) | 2.5 (2) |

Chi-square = 1.59, df = 4, $p > .05$

Data in table 15 suggest a high percentage (64.6) of the respondents across roles selected the "integration/reconstitution process" as being most effective in creating integrated services for children and families. Although the "integration/reconstitution process" was favored, almost one-third of the respondents selected the "collaboration/partnerships process." No statistically significant differences by role were detected.

TABLE 15

RESPONDENTS' PERCEPTIONS: THIS PROCESS WOULD BE THE MOST
EFFECTIVE IN CREATING INTEGRATED, COMPREHENSIVE,
AND CONTINUOUS SERVICES

| Formal Processes | Local Care Providers (%) | Minnesota Legislators (%) | Minnesota State Commissioners (%) | Total (%) |
|----------------------------|--------------------------|---------------------------|-----------------------------------|--------------|
| Cooperation/Coordination | 2.6 (37) | 0 (28) | 11.1 (8) | 2.5 (70) |
| Collaboration/Partnerships | 30.8 (12) | 29 (9) | 55.6 (5) | 32.9 (26) |
| Integration/Reconstitution | 66.7 (26) | 71 (22) | 33.3 (3) | 64.6 (51) |

Chi-square = 6.58, df = 4, p > .05

In table 16, the writer examined responses to the statement, "This process would be the least effective in creating the integrated, comprehensive, and continuous services for children and their families."

Data in table 16 suggest a very high percentage (84.4) of the respondents across roles selected the "cooperation/coordination process" as being least effective in creating integrated services for children and families. No statistically significant differences by role were detected.

TABLE 16

RESPONDENTS' PERCEPTIONS: THIS PROCESS WOULD BE LEAST
EFFECTIVE IN CREATING INTEGRATED, COMPREHENSIVE,
AND CONTINUOUS SERVICES

| Formal Processes | Local Care Providers (%) | Minnesota Legislators (%) | Minnesota State Commissioners (%) | Total (%) |
|----------------------------|--------------------------|---------------------------|-----------------------------------|--------------|
| Cooperation/Coordination | 84.6 (33) | 90.3 (28) | 66.7 (6) | 84.8 (67) |
| Collaboration/Partnerships | 0 (0) | 0 (0) | 0 (0) | 0 (0) |
| Integration/Reconstitution | 15.4 (6) | 9.7 (3) | 33.3 (3) | 15.2 (12) |

Chi-square = 3.03, df = 2, p > .05

In table 17, the writer examined responses to the statement, "This process would be the most effective in producing access to a common child and family assessment method."

Data in table 17 suggest a high percentage (68.4) of the respondents across roles selected the "integration/reconstitution process" as being most effective in accessing a common child and family assessment method. Twenty-nine percent of the respondents selected the "collaboration/partnerships process." No statistically significant differences by role were detected.

TABLE 17

RESPONDENTS' PERCEPTIONS: THIS PROCESS WOULD BE MOST
EFFECTIVE IN PRODUCING ACCESS TO A COMMON CHILD
AND FAMILY ASSESSMENT METHOD

| Formal Processes | Local Care Providers (%) | Minnesota Legislators (%) | Minnesota State Commissioners (%) | Total (%) |
|----------------------------|--------------------------|---------------------------|-----------------------------------|--------------|
| Cooperation/Coordination | 2.6 (1) | 0 (0) | 11.1 (1) | 2.5 (2) |
| Collaboration/Partnerships | 23.1 (9) | 35.5 (11) | 33.3 (3) | 29.1 (23) |
| Integration/Reconstitution | 74.7 (29) | 64.5 (20) | 55.6 (5) | 68.4 (54) |

Chi-square = 4.87, df = 4, p > .05

In table 18, the writer examined responses to the statement, "This process would most effectively eliminate categorizing people in order to find resources to provide programs designed to respond to their needs."

Data in table 18 suggest a very high percentage (79.9) of the respondents across roles selected the "integration/reconstitution process" as most effectively eliminating categorizing people to access resources. No statistically significant differences by role were detected.

TABLE 18

RESPONDENTS' PERCEPTIONS: THIS PROCESS WOULD MOST
EFFECTIVELY ELIMINATE CATEGORIZING PEOPLE
TO FIND RESOURCES

| Formal Processes | Local Care Providers (%) | Minnesota Legislators (%) | Minnesota State Commissioners (%) | Total (%) |
|----------------------------|--------------------------|---------------------------|-----------------------------------|--------------|
| Cooperation/Coordination | 2.6 (1) | 0 (0) | 11.1 (1) | 2.5 (2) |
| Collaboration/Partnerships | 17.9 (7) | 16.1 (5) | 22.2 (2) | 17.7 (14) |
| Integration/Reconstitution | 79.5 (31) | 83.9 (26) | 66.7 (6) | 79.9 (63) |

Chi-square = 3.81, df = 4, p > .05

In table 19, the writer examined responses to the statement, "This process would provide the best environment to empower professional staff, administrators, and clients to influence the planning, development, and implementation of programs, services, and policies."

Data in table 19 suggest a high percentage (60.8) of the respondents across roles selected the "integration/reconstitution process" as providing the best environment to empower staff and consumers to influence programs and policies. Although the

"integration/reconstitution process" was favored, almost 37 percent of the respondents selected the "collaboration/partnerships process." No statistically significant differences by role were detected.

TABLE 19

RESPONDENTS' PERCEPTIONS: THIS PROCESS WOULD PROVE THE BEST ENVIRONMENT FOR EMPOWERING PROFESSIONAL STAFF, ADMINISTRATORS, AND CLIENTS

| Formal Processes | Local Care Providers (%) | Minnesota Legislators (%) | Minnesota State Commissioners (%) | Total (%) |
|----------------------------|--------------------------|---------------------------|-----------------------------------|--------------|
| Cooperation/Coordination | 2.6 (1) | 3.2 (1) | 0 (0) | 2.5 (2) |
| Collaboration/Partnerships | 33.3 (13) | 35.5 (11) | 55.6 (5) | 36.7 (29) |
| Integration/Reconstitution | 64.1 (25) | 61.3 (19) | 44.4 (4) | 60.8 (48) |

Chi-square = 1.76, df = 4, p > .05

In table 20, the writer examined responses to the statement, "This process would provide the best opportunity to move the services from the current approach to a new comprehensive, proactive, early intervention, and preventive approach to meeting needs of children and families."

TABLE 20

RESPONDENTS' PERCEPTIONS: THIS PROCESS WOULD PROVIDE THE
BEST OPPORTUNITY FOR A COMPREHENSIVE, PROACTIVE,
EARLY INTERVENTION, AND PREVENTIVE APPROACH

| Formal Processes | Local Care Providers (%) | Minnesota Legislators (%) | Minnesota State Commissioners (%) | Total (%) |
|----------------------------|--------------------------|---------------------------|-----------------------------------|--------------|
| Cooperation/Coordination | 2.6 (1) | 0 (0) | 11.1 (1) | 2.5 (2) |
| Collaboration/Partnerships | 33.3 (13) | 38.7 (12) | 66.7 (6) | 39.2 (31) |
| Integration/Reconstitution | 64.1 (25) | 61.3 (19) | 22.2 (2) | 60.8 (46) |

Chi-square = 7.76, df = 4, p > .05

Data in table 20 suggest a majority (58.2) of the respondents across roles selected the "integration/reconstitution process" as providing the best process to transform services to a new comprehensive and preventive approach. Although the "integration/reconstitution process" was favored, 66 percent of the state commissioners, 38 percent of the legislators, and 33 percent of the care providers selected the "collaboration/partnerships process." No statistically significant differences by role were detected.

In table 21, the writer examined responses to the statement, "This process has the best chance of success in improving services to children and their families."

TABLE 21

RESPONDENTS' PERCEPTIONS: THIS PROCESS HAS THE BEST CHANCE OF IMPROVING SERVICES TO CHILDREN AND FAMILIES

| Formal Processes | Local Care Providers (%) | Minnesota Legislators (%) | Minnesota State Commissioners (%) | Total (%) |
|----------------------------|--------------------------|---------------------------|-----------------------------------|--------------|
| Cooperation/Coordination | 2.6 (1) | 0 (0) | 0 (0) | 1.3 (1) |
| Collaboration/Partnerships | 51.3 (20) | 58.1 (18) | 88.9 (8) | 58.2 (46) |
| Integration/Reconstitution | 46.2 (18) | 41.9 (13) | 11.1 (1) | 40.5 (32) |

Chi-square = 5.04, df = 4, p > .05

Data in table 21 suggest a majority (58.2) of the respondents across roles selected the "collaboration/partnerships process" as having the best chance to improve services. However, statistically significant differences by roles were detected. Almost 46 percent of the care providers, 42 percent of the legislators, and 11 percent of the commissioners selected the "integration/reconstitution process."

Eighty-nine percent of the commissioners suggested that the "collaboration/partnerships process" had the best chance of improving services to children and families. Local care providers and legislators evidenced a greater preference for the "integration/reconstitution process" than did state commissioners when responding to this item.

In table 22, the writer examined responses to the statement, "This process has the least chance of success in improving services to children and their families."

TABLE 22

RESPONDENTS' PERCEPTIONS: THIS PROCESS HAS THE LEAST CHANCE OF IMPROVING SERVICES TO CHILDREN AND FAMILIES

| Formal Processes | Local Care Providers (%) | Minnesota Legislators (%) | Minnesota State Commissioners (%) | Total (%) |
|----------------------------|--------------------------|---------------------------|-----------------------------------|--------------|
| Cooperation/Coordination | 76.9 (30) | 77.4 (24) | 55.6 (5) | 74.7 (59) |
| Collaboration/Partnerships | 2.6 (1) | 22.6 (7) | 11.1 (1) | 11.4 (9) |
| Integration/Reconstitution | 20.5 (8) | 0 (0) | 33.3 (3) | 13.9 (11) |

Chi-square = 14.54, df = 4, p < .05

Data in table 22 suggest a very high percentage (74.7) of the respondents across roles selected the "cooperation/coordination process" as having the least chance of success to improve services. Statistically significant differences by roles were detected. Almost 21 percent of the care providers and 33 percent of the state commissioners selected the "integration/reconstitution process," with no legislators selecting that process. Rather, almost 23 percent of the legislators identified the "collaboration/partnerships process" as having the least chance of success.

In table 23, the writer examined responses to the statement, "Personally, I would select this process as the one that would create the best environment to meet the multiple needs of children and their families."

Data in table 23 suggest a majority (59.5) of the respondents across roles selected the "integration/reconstitution process" as their personal choice for creating the best environment to meet the needs of children and families. It is interesting to note that a much larger percentage of care providers (69.2) and legislators (58.1) selected the "integration/reconstitution process" than did the state commissioners

(22.2). Statistically significant differences by roles were detected. Almost 29 percent of the care providers, 42 percent of the legislators, and 67 percent of the state commissioners selected the "collaboration/partnerships process."

TABLE 23

RESPONDENTS' PERCEPTIONS: THIS PROCESS HAS THE BEST CHANCE OF MEETING THE MULTIPLE NEEDS OF CHILDREN AND FAMILIES

| Formal Processes | Local Care Providers (%) | Minnesota Legislators (%) | Minnesota State Commissioners (%) | Total (%) |
|----------------------------|--------------------------|---------------------------|-----------------------------------|--------------|
| Cooperation/Coordination | 2.6 (1) | 0 (0) | 11.1 (1) | 2.5 (2) |
| Collaboration/Partnerships | 28.2 (11) | 41.9 (13) | 66.7 (6) | 38 (30) |
| Integration/Reconstitution | 69.2 (27) | 58.1 (18) | 22.2 (2) | 59.5 (47) |

Chi-square = 9.19, df = 4, p < .05

Qualitative Data by Role of Issues and Perceptions

Survey respondents were invited to respond to two open-ended questions in Part IV of the survey instrument. Although this section was elective in nature, many respondents provided insightful commentary. The first question, "What would your

recommendations be for improving services to children and families?," drew the larger number of responses (49). The second question, "Are there comments or suggestions you have which occurred to you while completing the survey?," received fewer comments (11).

Selected voluntary comments, organized by role, are next presented. In the following chapter, the writer will present an analysis of these comments.

Recommendations for Improving Services

The respondents provided a wide range of ideas in response to the open-ended questions. Several "themes" were developed from that commentary. The first general theme involved suggested system and program changes. The comments which fit this theme are presented by roles.

Local Care Providers:

Integrate programs based on family needs not based on topics, e.g., chemical dependency, mental health, social services, etc.

Make use of experiential learning, e.g., divorce mediation--mandatory; courts must assume more control over persons and families where problems occur and make behavior change-oriented therapy mandatory.

Create a family service center delivery system with a recognition of the role of family in preventing problems instead of treating the symptoms. There will never be enough resources to continue the outcomes of the current system.

My primary concern is that the professionals don't know all the answers and should not tell families what is best for them. Professionals should be "facilitators" as follows:

- Plans must come from what motivates children and families and be client-driven rather than professionally-driven;
- Don't create dependencies, but explore options and commit with the most appropriate resource; provide the follow through, feedback, and support.

We need a multi-disciplinary agency approach; it must be formally structured and systematized; and funding must be contingent upon such an approach to service delivery. The commitment for this approach must occur at the state, regional, and local levels. This change must be formalized by legislation which will eliminate turf protection and will force the needed cooperation.

Create a system with an intermediate unit between the state and local units that would provide total services to the child, and the organization would provide the services that were not provided by the local unit. It would be necessary in this unit to coordinate health, social services, corrections, and educational services.

Minnesota Legislators:

It is time to create a single state agency focusing on the family. We need to focus on the family (meaning all ages) so as not to create a battlefield between the early-aged children and the older children (who have great needs).

Service providers--teachers, social workers, etc. need to trust and use parents and combine their support services.

Co-location of services, less fragmentation of services by providers is needed. Listening to what families need, changing some data privacy legislation, changing the funding streams--rigid department structure which is not institutionalized, and setting up a department of children and families instead of the department of education, department of health, department of human services, department of jobs and training, and the department of corrections.

We should be delivering services to the adults in the family, and in turn these adults will deliver the needed support to the children. Parents/adults are the key to success in a child's life--except for a few instances.

We need a "super agency" which oversees all programs that deal with kids, including pre K-12 education and court system. We must totally eliminate data privacy within this new agency so that schools, courts, and social and human services could share information necessary to help the child and family.

We must combine all pre-school programs so there is coverage for all--Headstart, Early Childhood and Family Education, learning readiness--we must prohibit any new programs. We must work to make good programs better.

We must eliminate "turf-protection" by merging the system--social workers for instance, must begin to work for clients instead of protecting their programs (jobs).

We must get all providers of services to children and families working together without turf battles.

There needs to be a shared philosophy that is consistent between agencies and programs. Because of a lack of common beliefs between these groups, goals and practices with children and families are often inconsistent and confusing to the families and children. They also affect the family and children by creating goals and practices that are in conflict with one another. Much of the time the results of this confusion are lack of support and more dysfunction within the family. Subsequently, the family usually gets blamed for this.

We must provide more funding for preventive programming.

We must create financial incentives to encourage better educational curriculum and learning opportunities at the grass roots level--developed by professional teachers.

Equal educational opportunity for all students with equal financial support is essential.

Minnesota State Commissioners:

As your survey suggests, the present system is confusing and duplicative in many instances. Our financial conditions make dramatic change necessary and possible. Leadership must support change in a consistent fashion to break down the present walls.

Every state needs to look at its own special circumstances; no one model will work in every state. In general, efforts that begin and are carried out at the community level (rather than the state level) are more effective and more cost-effective than those originating at the top. I believe it is important to build accountability into the system in the form of measurable outcomes for children and families. In Minnesota, the Action for Children Commission adopted 17 such indicators, and the Minnesota Milestones long-range

planning effort has expanded on those. Our conclusion, after studying the issue, is that a separate children's department is not a good idea. States that have tried this approach have found it is impossible to protect children's programs from across-the-board budget cuts. We know of at least one state that has abandoned this approach. A better way to go is to have services to children and families be part of every state agency's mission, so that all have a stake in making this state a better place for kids.

Clearly, the most important recommendation that we at the Minnesota Department of _____ would have in improving services for children and families would be a system that would integrate all services in a "seamless" fashion, and a system that would allow children and families to have a single point of entry. Far too often children and families are faced with a disjointed bureaucratic system which mandates that they go to different agencies for different services for the same child. We need to establish a system that would allow a family to have access to all necessary services through one point of entry whether that point of entry be within this agency or another agency.

This agency recommends that those agencies and individuals that are involved in services for families and children have a better understanding and appreciation for cultural diversity and issues relating to cultural competency. Cultural diversity is far too often viewed as a barrier to effectively providing services to children and families. To the contrary, cultural diversity must be celebrated in this country and viewed as a positive component of providing services to children and families. As an aside, I feel compelled to mention one word of caution. Although streamlined, seamless, and integrated services are obviously optimal and can best meet the needs of children and families, a single governing entity representing all delivery systems must be viewed with a fair degree of skepticism at this point. A single government entity, although

conceptually attractive, may, practically speaking, be highly dysfunctional in its delivery of services. A more realistic approach is the approach you identified in Part II entitled "Collaboration/Partnerships." This is the approach that we are striving for in the State of Minnesota.

A second theme regarding the improvement of services to children and families concerned resources. Again the commentary is presented by role.

Local Care Providers:

Mandatory planning and a budget request process through one entity prior to approaching the legislature for funding would improve the process.

The key is to unify resources, focusing them in the same direction without creating an unwieldy bureaucracy. I feel the agencies are not now connected enough to deliver good services, but I feel pulling them all under one roof might be substituting one problem for another--creating a stifling bureaucracy for fragmentation. I think a more participatory approach using advisory boards made up of workers from different agencies may be a step in the right direction. I think these should not be rigidly structured, but formed to address policy and procedural matters between agencies and then disbanded.

Minnesota Legislators:

We need real people who are more concerned with pay, unions, benefits, and days off. Then, they care about families and children [because then they have adequate wages and working conditions and focus their energies upon the families and children].

A third theme regarding the improvement of services to children and families concerned leadership. Four local care providers spoke to this issue.

I see lots of surveys and hear lots of rhetoric, particularly in political circles, but the system only worsens. There is a pitiful lack of vision, leadership, and commitment to the needs of our most vulnerable population, and we should be collectively ashamed as a nation. A child in pain is everybody's shame.

The practice of self-discipline by legislators to commit to the developing of a strong central voice and not giving in to special individual requests outside of the core process would strengthen programs and services.

We're just treating the symptoms unless we address the root causes of poverty or the widening disparity between the rich and the poor. We can't significantly or permanently effect real change until we:

1. Train people (particularly males) in non-violent methods of communication and problem resolution from a young age on;
2. Educate all junior high and high school students as part of the curriculum about relationships, parenting, and the effect of children economically and emotionally on marriage; and
3. Provide access to employment, achievement, and upward mobility (the American dream) for families--that has vanished for middle and lower classes since 1980.

Too many individuals in the various agencies are too busy protecting their turf which include "their" money and "their" delivery system. The result is minimal regard for the clients or their families. Many agencies, especially social services,

see themselves as "closed" systems and categorize clients and families involved with other agencies as not their responsibility--out of sight, out of mind. Political turf agendas of particular agencies stand in the way of effective service delivery. The current philosophical approaches are in conflict, i.e., probation/corrections versus social services and barriers created by the administrative structures adversely affect communication and service delivery.

Comments or Suggestions

Additional commentary, not so easily classified, was provided by some respondents. This commentary is presented by role.

Local Care Providers:

One thought that occurs to me is in regard to data privacy laws. I think agencies are often unable, unwilling, or reticent to exchange client information for fear of violating data privacy provisions. This causes agencies to encapsulate, walling themselves off from other agencies. I can't help but wonder if approaches to child problems would not automatically be more unified if data privacy provisions were more clear and less restrictive, making for better communicating. I feel that restructuring the delivery system should not be tried until this issue is thoroughly investigated. We may find that a restructure isn't needed.

I had little time to really think about and complete the survey. I'm very interested in the results of the survey as well as any actions that are being planned to begin to implement changes.

Part 3, Process III would be wonderful if it were not for the fact that service providers are also people who need to feel

their own personal power. I am concerned that self-protection (turf) issues would multiply in that type of plan.

Minnesota Legislators:

The need is to educate the populace on the necessity for meeting the needs of the little people who are so essential to our future--thank you.

I am intrigued by your questionnaire as a member of the Legislative Commission on Children, Youth, and their Families in Minnesota. Any support or information will be greatly appreciated and seriously considered.

We have created a system with no incentives for families to stay together and achieve self-sufficiency. There is no incentive for persons employed by governmental agencies to decrease case loads--they are encouraged to protect their own jobs. We have created a society with many members who feel the government "owes" them something. I am personally shocked and appalled by what I have seen.

Minnesota State Commissioners:

There seems to be quite an agreement on our problems and our program goals. It is now time to get on with it.

Essentially, the survey was easy to complete and is particularly relevant to the issues we are facing in terms of our delivery system as it relates to families and children.

After organizing the commentary into categories of subject matter, the writer would generalize, across the statements, that the following characteristics of statements could be observed:

1. Recognition, across roles, of the need to transform delivery systems;
2. Recognition, across roles, of the need for more effective use of available resources;
3. A sense of frustration, across roles, regarding the inability of leadership at all levels to initiate changes to eliminate duplication of services, turf guarding, and system rigidity;
4. Recognition, across roles, that needs of children and families are not always being met by the current system;
5. Recognition, across roles, of the need to center programs and services on the children and families rather than on the institutions, delivery systems, and personnel; and
6. Recognition, across roles, that a variety of changes in programs and systems must occur if a focus on children and families is to occur.

Chapter 5 presents the summary of findings, conclusions, discussion, and recommendations evolving from this study. Some discussion of the entire domain is also included.

CHAPTER V
SUMMARY, CONCLUSIONS, DISCUSSION,
AND RECOMMENDATIONS

This chapter is organized into four sections. The first section entitled "Summary" includes (1) a brief review of the purpose of this study, (2) a brief review of the procedures employed in this study, and (3) a summary of the findings of this study. The second section entitled "Conclusions" presents the inferences from the findings. The third section entitled "Discussion" also contains conclusions which are somewhat more speculative and arguable; this section integrates commentary from the literature and includes observations consequent to the literature, findings, and conclusions. The final section entitled "Recommendations" presents suggestions for practice and policy involving local service providers, state policymakers, and the state agency executives. This section concludes with recommendations for further study.

Summary

The central purpose of the present study was to examine perceptions of three groups regarding whether or not consensus existed about issues which led to the Minnesota initiative and whether or not groups agreed about appropriate future actions to take in response to that initiative. A related purpose of this study was to provide legislators and public and private service providing agencies with descriptions of the strategies and processes which, according to the literature, were predictive of improved and increased services to children and families. The individual research questions asked were:

1. How do the policymakers and stakeholders perceive the issues which led to the 1990 legislative initiative in Minnesota?
2. Are there consensual perceptions among the policymakers and stakeholders regarding these issues?
3. What are the policymaker and stakeholder perceptions regarding the efficacy of certain (a) change strategies and (b) change processes? Are there differences in perception by role?

A sample was drawn from service providers in a specific region (Clay County) of Minnesota and a set of legislative leaders and state agency personnel. The sample secured responses from thirty-nine public and private service providing agency directors (including five public school superintendents in Clay County, Minnesota), nine state commissioners of Minnesota state agencies, and thirty-one legislators from the Minnesota House of Representatives and the Minnesota Senate (including legislators representing Clay County, Minnesota, and the Legislative Commission on Children, Youth, and Their Families). The number of responses represented a 76 percent return rate.

From these responses, the writer described and analyzed the respondents' perceptions. The writer assessed whether there were differences by role regarding (1) the issues leading to the Minnesota initiative and (2) to the preferred strategies and processes needed to increase and improve services to children, youth, and their families. Finally, observations were reported which resulted from two open-ended questions. These responses were grouped by topic and role.

The data gathered from legislators, state department commissioners, and local service providers supplied some noteworthy insights regarding the perceptions of those respondents by role. To a very high degree, the respondents, regardless of role, agreed or strongly agreed on the following issues that led to the Minnesota initiative:

1. The current delivery system is more crisis-oriented than preventive in nature.
2. The current human services systems tend to divide problems of children and families into distinct categories leading to disregard of their interrelated causes and solutions.
3. A lack of functional communications among human service systems, corrections, education, and private care providers tends to result in their inability to meet the needs of children and families.
4. The current system falls short because of the inability of specialized and separated agencies to create comprehensive solutions to complex problems.

5. It is time we stopped maintaining the current systems of delivery and start making the most out of opportunities to create something better.
6. If children and families are to build successful lives, they must be able to draw on a transformed system of integrated and continuous services.
7. Local, regional, state, and national systems working in concert are a necessary prerequisite for effective service delivery.
8. Integration of programs and services (changes of this magnitude) can take place only when the leadership of the agencies, organizations, and systems commit themselves to change as a fundamental principle.

Of the ten items pertaining to the issues that led to the Minnesota initiative, on only two items were statistically significant differences by role discerned. Analysis of the responses to the statement, "Existing programs and services are insufficiently funded," reflected that local care providers tended to agree strongly with this statement more often than did the state commissioners and legislators.

This finding is consistent with what one might expect. The second statement, "Individuals who serve children and their families are stakeholders and should directly influence the development of public policy," produced strong agreement from local care providers and legislators. However, some state commissioners disagreed with that assertion. This finding is more difficult to interpret.

All respondents were asked to identify which of three state legislative strategies "would be the least productive in creating effective public policy." A substantial number of respondents, regardless of role, selected the "rational planning strategy" as the least productive. However, a substantial minority of local care providers, accompanied by a smaller number of legislators and state commissioners, pointed to the "local initiatives strategy" as being the least productive. When asked to respond to the item, "Which legislative strategy would be the most productive in creating effective public policy," a very substantial number of respondents, regardless of role, selected the "interactive planning strategy" as being the most productive.

When confronted with the task of identifying which of three formal processes should be used to change local delivery systems to improve services to children and families, to a high degree, the respondents, regardless of role, tended to identify the same process on each of the ten items presented. When asked to respond to the item, "Which process best exemplifies our current approach to delivering programs to children and families," a very substantial number of respondents identified "cooperation/coordination" as being the most descriptive. A substantial number of respondents, across roles, identified "integration/reconstitution" as the process that "would be the most effective in creating the integrated, comprehensive, and continuous services for children and their families." However, in this instance, one-third of the respondents chose the "collaboration or partnerships" process as being the most effective.

When asked which process "would be the least effective in creating the integrated, comprehensive, and continuous services for children and families," a very substantial majority selected "cooperation/coordination" as being the least effective. The responses to the item, "This process would be the most effective in producing

access to a common child and family assessment method," resulted in a substantial number of respondents selecting the "integration or reconstitution" process as being the most effective. Almost one-third of the respondents, however, selected the "collaboration/partnerships" process as the best alternative.

When the respondents were asked to identify the process that "would most effectively eliminate categorizing people in order to find resources to provide programs designed to respond to their needs," a very substantial number pointed to the "integration or reconstitution" process as the most effective choice. The responses to the item, "This process would provide the best environment to empower professional staff, administrators, and clients to influence the planning, development, and implementation of programs, services, and policies," resulted in a substantial number of respondents selecting the "integration/reconstitution" process as creating the best environment. However, more than one-third of the respondents favored the "collaboration/partnerships" process in this instance.

When asked which process "would provide the best opportunity to move services from the current approach to a new

comprehensive, proactive, early intervention, and preventive approach to meeting needs of children and families," a substantial number selected the "integration/reconstitution" process. In response to this item, almost two-fifths of the respondents identified the "collaboration or partnerships" process as the best alternative.

Of the ten items pertaining to the formal processes, on three items statistically significant differences by role could be discerned. Analysis of the responses to the statement, "This process has the best chance of success in improving services to children and families," reflected that substantial differences exist across roles. Those differences suggest that respondents have great difficulty identifying which process (collaboration or partnerships or integration or reconstitution) would most likely improve services.

When asked which process "would have the least chance of success in improving services to children and families," a very substantial number of respondents, across roles, identified "cooperation/coordination." However, some care providers and state commissioners disagreed with that choice and identified "integration or reconstitution" as having the least chance of success. The state

legislators, to some degree, identified "collaboration/partnerships" as the process having the least chance of success. This outcome also suggests difficulty on the part of respondents in identifying the most appropriate process from their individual role perspectives.

Finally, when asked, "Personally, I would choose this process as the one that would create the best environment to meet the multiple needs of children and their families," a substantial number, across roles, selected "integration/reconstitution." A much larger fraction of care providers and state legislators selected this process than did the state commissioners; more than three-fifths of the state commissioners selected "collaboration/partnerships" as their personal choice.

The open-ended questions provided all respondents with opportunities to share what their recommendations would be to increase and improve services to children and families. All respondents were also provided a second question. That question asked for their comments or suggestions that might have occurred to them while completing the survey. A wide range of ideas and suggestions was provided with the most frequent advice involving

system and program changes. The commentary provided the writer with insights into the depth of concern many respondents expressed regarding the need to increase and improve services to children and their families.

Conclusions

On the basis of the study findings, the writer concludes:

1. Nearly all respondents, regardless of role, tend to be critical of the current delivery systems.
2. The findings suggest that the perceptions of all respondents do not differ by role with great frequency.
3. There tends to be a very high level of agreement regarding the nature of the problems.
4. There appears to be a high level of frustration across roles regarding the apparent lack of capacity for leaders, systems, and stakeholders (state agency personnel and local care providers) to collaborate or to eliminate duplication of services, "turf guarding," and system rigidity.

5. There appears to be a high level of recognition across roles of the systems' seeming lack of capacity to integrate services and to center programs on children and families rather than on existing personnel and structures.
6. There appears to be a high level of recognition across roles that sweeping changes must occur if programs, services, and systems are to address the needs of children and their families.
7. There appears to be a high level of recognition across roles that available financial and human resources must be more effectively used.
8. The study reveals remarkable agreement among respondents, regardless of role, that the state must stop maintaining current systems and must begin to create a "transformed and integrated" system of continuous services to children and their families. Findings reveal that 89.9 percent of all respondents agree that the state must stop maintaining "status quo systems," while 94.2

percent cite the need for a "transformed and integrated" system.

9. Although there tends to be a high level of agreement among respondents that programs and services are insufficiently funded, a substantial minority of legislators and state commissioners do not agree.
10. A high level of agreement exists regarding perceptions of the importance of leadership commitment to change as a fundamental principle; this perception is strongly supported by respondents across roles. The findings indicate that almost 99 percent of all respondents find the role of leadership critical in "transforming" delivery systems to increase and improve services to children and their families.
11. A very high averseness is shown for the "rational" planning strategy, perceived as being the least productive; it appears that a contrasting high preference is exhibited for the "interactive" planning strategy as being the most productive. It appears that it is necessary

to establish mechanisms whereby ongoing communication and interaction occur among the service providers, state agency directors, and the state legislators. Findings strongly support the need for direct involvement of stakeholders in public policy development, with 95 percent of respondents citing the need for direct stakeholder involvement. The need for legislator use of such policy development mechanisms to allow the implementation of interactive strategies is further supported in the findings; 88 percent of all respondents identify an "interactive" planning strategy as being the most productive.

12. Clear differences of opinion exist regarding which processes would be most efficacious; this is true even when there is agreement regarding the goal(s) to be achieved.
13. While a much higher preference across roles is shown for "integration/reconstitution" as the process most likely to foster stakeholder "empowerment" in "loosely coupled"

organizations, a substantial minority prefer "collaboration or partnerships" as the more desirable process.

14. It appears there are differences of opinion at the state level regarding which processes each group (legislators and state commissioners) identifies. This may be engendered by dichotomous political views held by the legislature and the executive; those differing views seem to center on the Minnesota legislative initiative to merge the nine separate state agencies into a single state department of children, youth, and their families.
15. The findings suggest, overwhelmingly, that the prevailing operating process, "coordination/cooperation," may not provide the appropriate environment needed to develop a common child and family assessment methodology.
16. A perception exists that current data privacy laws seem to impede and restrict interagency communications and collaboration; data privacy laws in many instances are viewed as being a contributing factor in creating separate and fragmented services and delivery systems. The

restrictiveness of data privacy laws needs to be examined at the policy level.

17. Visual inspection of the results indicates that there may be greater agreement between the local care providers and legislators than between the local care providers and state agency personnel; although examining such an issue is not central to this study, it may merit future investigation.

Limitations

There were several limitations associated with the present study. There was no assurance that the legislators chosen for the sample were representative of the legislature as a whole; similarly, the local care providers from Clay County may not have been representative of all local care providers in Minnesota. Another limitation was the sample sizes. The low number of respondents in the sample of state commissioners leads both to concerns regarding representativeness of respondents and regarding interpretation of the statistics. Because of the low numbers in the samples, these data should be interpreted with caution.

Finally, the whole study was conducted at a point in time in one state, Minnesota. One should generalize from the study with some caution.

Discussion

The study findings and conclusions corroborate the perceptions apparent in the literature. This is evidenced by genuine concern, dissatisfaction, and criticism of current delivery systems, together with widespread recognition that a serious problem exists for children and families in Minnesota and in America (Action for Children Commission 1992; Biennial Implementation Task Force 1991; Bruner 1991; Cunningham 1990; Guthrie and Guthrie 1991; Legislative Commission on Children, Youth, and Their Families 1990; Levy and Cople 1989; Melville and Blank 1991; Murphy 1990; Palaich, Whitney, and Paolino 1991). The findings relating to the issues which led to the Minnesota initiative suggest that a significant majority of the actors at all levels of involvement agree to the existence of service delivery problems. Identification of the specific problems, their recognition, and their acceptance by the actors, regardless of role, is

believed to be an important finding in this study; it is an essential first step if any change strategy or change process is to succeed.

There is a growing perception that placing responsibility for society's problems upon only schools is wrong headed; the need to "transform" separate and fragmented care providing systems into integrated delivery systems, providing comprehensive and continuous services centered on children and families, is evident in the results of this study. That same conclusion is strongly supported in the literature (Biennial Implementation Task Force 1991; Bruner 1991; Levy and Cople 1990; Mitchell 1990; Murphy 1990; Palaich, Whitney, and Paolino 1991; Smith, Lincoln, and Dodson 1991).

The respondents agreed also that leadership commitment to change is a necessity if change is to occur. This is particularly evident in "loosely coupled" organizations where dynamic leadership is essential in creating tightly coupled visions, values, and symbols while allowing for individual freedom and local discretion to achieve desired results (Peters and Waterman 1982; Weick 1982).

The writer believes, and the literature suggests, that if diverse leadership across systems is to facilitate change of the

magnitude that seems to be required here, the educational delivery system may have to be identified as the central actor. There are some who believe that schools today represent the only institution that still retains society's lost sense of community; the school is the environment to foster that sense of community through an interactive development process with the students, parents, and the community at large. Consequently, schools may be thrust into a leadership role by the policymakers (Benne 1987; Boyer 1991; Butts 1988; Cunningham 1991).

The literature does identify the school as being the system around which all other systems might be aligned to increase and improve services to children and families (Biennial Implementation Task Force 1991; Boyer 1990; Cunningham 1990; Guthrie and Guthrie 1991; Melaville and Blank 1991; Minnesota Planning Agency 1991). Schools may have to be mandated to assume a primary leadership role in facilitating a change process that might ultimately lead to the integration of delivery systems serving children and families. It is evident from results of this study and from the literature:

Traditional school/home/community relationships must be reconfigured; schools cannot be effective when they work in

isolation from the familial, cultural, and community context of the children they serve . . . in collaboration with families and communities, schools are in a unique position to provide the help that can make the difference to the future of these children (Stevens and Price 1992, p. 23).

The findings in this study, consistent with the literature, suggest that, of the three planning strategies (top-down, interactive, and local initiatives), the "interactive" planning strategy is the approach state legislators should attempt. At all levels of involvement, the actors (including 90.3 percent of the legislators surveyed) viewed this planning strategy as being the most efficacious in developing public policy. There is sufficient evidence in the literature of the mixed results when legislators, in the decade of the 1980s, applied a "top-down rational" planning strategy and "top-down" local process or a "local initiatives" (*laissez faire*) strategy and local "bottom-up" process to attempt repairs to the nation's educational system (Farrar 1990; Murphy 1990; Timar and Kirp 1989; Yudof, Kirp, and Levin 1992).

The "interactive" planning strategy appears to be the most appropriate given the nature of the problem. However, this approach will require the Minnesota Legislature to establish in statute a new

and different planning and policy development paradigm than that being currently employed; the legislators must include certain mechanisms to allow legislators, state agency personnel, and local service providers frequent opportunities to communicate by establishing a statewide interactive process for problem solving; they must regularly interact regardless of political affiliations (Farrar 1990; Murphy 1990; Timar and Kirp 1989).

Furthermore, they must create and articulate, from those interactions at all levels of involvement, broad state policy goals to establish clear expectations at the state level. These new policies must provide discretionary authority at the "grassroots" organizational levels consistent with state policy goals; they must create flexibility at all levels of policy implementation to allow integration of state goals with local conditions and capacities to implement in loosely coupled organizations (Farrar 1990; Timar and Kirp 1989; Weick 1982).

The legislators, through policy, must distribute authority and responsibility across the entire statewide system. Finally, the legislators need to create assessment procedures to measure results of local efforts and provide clearly defined mechanisms to allow state

intervention if, at any level of involvement, progress toward statewide goals is not being made (Timar and Kirp 1989).

The findings point to some differences of opinion among legislators, state agency personnel, and local care providers regarding the selection of a formal change process. Differences exist regarding which process is likely to move local delivery systems to the point where children and families are at the center of an integrated delivery system, providing comprehensive and continuous services. The literature suggests that the identified processes (coordination or cooperation, collaboration/partnerships, and integration or reconstitution) tend to be incremental and generational in nature; this appears to require organizations to begin affiliations in the basic (coordination/cooperation) realm, then move to the intermediate levels of affiliation (collaboration/partnerships), and, finally, to the most comprehensive (integration/reconstitution) level of affiliation (Biennial Implementation Task Force 1991; Bruner 1991; Cunningham 1991; The Center for the Study of Social Policy 1991).

Furthermore, the literature suggests that, at some point in time, state policymakers should require, through statute, the creation

of a single governance entity at the community level. This governing body, elected by the constituency, would be responsible for maintaining and enhancing the overall individual and community well-being (Cunningham 1991; The Center for the Study of Social Policy 1991). Cunningham (1990) also suggests that education should be the nucleus around which all other services are aligned.

It would appear from the responses relating to the three change processes that delivery systems in Minnesota are affiliated at varying degrees on the continuum from the most basic level (coordination/cooperation) to "integration/reconstitution," but none appear to have reached that comprehensive level of affiliation. Since differences of opinion exist, and since the change processes appear to be generational in nature, Minnesota lawmakers, after implementing the mechanisms to utilize the "interactive" planning strategy, may have to establish specific policies containing the mission, goals, and methodologies to implement this series of change processes. These "interactively" created policies would be needed to bring communities and local organizations, at some point in the future, to "integration or reconstitution," the most comprehensive level of affiliation. Thus, it

may be as important to discuss the processes among actors just as much as it is to discuss goals, assessments, and interventions.

The writer was able to find five examples where collaborative efforts by state government, state agencies, local delivery systems, and local communities have resulted in significant progress toward creating integrated delivery systems. Those examples represent varying degrees of affiliation and suggest that separate and fragmented systems have the capacity, collaboratively, to create increased and improved services to children and their families (Chatham County-Savannah Youth Futures Authority 1990; Interagency Task Force on Family Resource and Youth Services Centers 1991; Maryland State Department of Education 1990; New Beginnings Collaborative 1990; New Jersey State Department of Human Services 1991).

Two open-ended questions permitted commentary from respondents. There existed in these comments clear evidence of the depth of sensitivity and awareness of the myriad of complex issues confronting participants at all levels of involvement with children and families. That commentary highlights, across roles, the need to create

interactive environments, providing the opportunities for collaborative action to integrate services to children and families in Minnesota. The one comment from a local care provider seems to sum up the frustration and awareness, regardless of roles, of the need to pursue different change strategies and change processes in Minnesota:

I see lots of surveys and hear lots of rhetoric, particularly in political circles, but the system only worsens. There is a pitiful lack of vision, leadership, and commitment to the needs of our most vulnerable population, and we should be collectively ashamed as a nation. A child in pain is everybody's shame.

This study may provide useful information to assist all concerned and involved participants to find "common" ground. Once there, they might begin to center their efforts on children and families. They might set aside partisan politics, turf protecting, and other issues frustrating service to Minnesota's most precious resource, its children and families. Ernest Boyer, involved with education for the last four decades, holds a conviction the writer and many others also share:

More than ever before . . . there should never be one child--let alone a generation of children--to pass through our schools intellectually unawakened and unprepared to live with confidence and compassion. Educating all children to their full potential is still America's first and most challenging obligation (Boyer 1991, p. 23).

Recommendations

The findings in this study and the review of the literature serve as the basis for developing a set of recommendations for policy, for practice, and for further study.

Recommendations for Policy and Practice

1. The Minnesota House and Senate leadership should identify and implement the necessary mechanisms to establish a statewide interactive planning strategy for problem solving. The legislators need to create a new planning paradigm to foster more frequent communication and involvement with state agency personnel, local service providers, and the clients served.
2. The executive and legislative branches of state government in Minnesota, rather than appearing to be separate and fragmented on the issue of children and families, should integrate their efforts, planning strategies, and resources, regardless of political affiliations, to increase and improve services.

3. Interacting with the stakeholders and clients at all levels of involvement, state government should establish coherent and comprehensive state and local policy goals relating to children and families. The state policies should go beyond the creation of legislative commissions, children's commissions, and children's cabinets. These policies should include clearly defined expectations of the stakeholders (local care providers and state agency personnel) at all levels of involvement. These policy expectations should be closely aligned to the broader state policy goals.
4. The policies should include at all levels of involvement
 - (a) flexibility in policy implementation premised on the local delivery systems' varying degrees of capacity to implement;
 - (b) discretionary authority at the local delivery system level clearly aligned to the state policy goals;
 - and (c) clearly defined assessment procedures to measure results, including direct state intervention if

progress is not being achieved at any level of involvement.

5. The Minnesota Legislature, using the interactive planning strategy, should identify at which "level of community" services should be integrated. Variables such as geography and population density may determine that "level of community" where systems and services might be integrated to most efficiently and effectively serve the needs of children and families.
6. State policies, if they are to be designed to achieve "integration/reconstitution" of delivery systems serving children and families, should focus primarily at the community level. The policies should provide the framework within which all affected organizations and citizens, through widespread involvement, are provided the opportunities to design a single local governance body. That local governance body should be provided the statutory powers and authority, like school boards, to

manage human and financial resources which involve all aspects of individual and community well-being.

7. The local care providers, who are directly responsible to the children and families they serve, should begin an internal examination of specific child and family needs not being met. The delivery system leadership should identify an appropriate planning process, adapt it to fit local needs, and commence interaction across local delivery systems to improve and increase services to children and families.
8. The current restructuring legislation in Minnesota to create a new delivery system appears to focus on changing only the education delivery system; this approach may further contribute to the separation and fragmentation of services to children and families. Any such restructuring legislation should be "inclusive" of all state and local care providing systems as equal partners in preparing plans or recommendations to integrate systems. The current legislation appears to fall short of

creating an "inclusive" community-based change process across systems.

Recommendations for Further Study

Based upon this study, the recommendations which follow are suggestions for further research.

1. More research relating to legislative planning strategies is needed; the degree of influence of the processes chosen on the success or failure of legislatively mandated organizational change processes seems to be considerable.
2. More research relating to developing affiliations between and among service providing systems for the purpose of increasing and improving services to clients is needed. The identification of the types and degrees of affiliation across systems and their subsequent potential to improve and increase services to clients seems to be less than totally clear.
3. More research investigating the varying degrees of agreement among stakeholders (local care providers and clients), state legislators, and the state executive

concerning change strategies and change processes should be undertaken. The level of understanding and awareness of those relationships and their degree of correlation to effective policy implementation at all levels of involvement seems very limited.

4. In the present study, local care providers were aggregated as a single group. It is reasonable to speculate that the blended group is not a monolith. Further study could ascertain whether there are differences by role among superintendents, social workers, health care providers, and law enforcement personnel.
5. More research relating to the identification of which processes would be most efficacious for integrating services to families and children is needed; clearly, perceptions across roles, even when the actors agree on organizational goals, reflect differences sufficient to warrant further study.
6. More research relating to the levels of affiliation among service providing systems in creating a common child and

family assessment methodology is needed; it appears that perceptions reflect broad agreement that the prevailing operating process (coordination/cooperation) may not accommodate organizational movement toward creating such a methodology.

7. More research relating to identifying what might be considered the minimal level of services to be provided by the state to meet the needs of children and families should be undertaken; further study could provide service providers, policymakers, and state agency personnel with criteria to determine whether existing programs and services are adequate to ensure that all children and families prosper (regardless of socioeconomic status, race, or gender).
8. Some kind of national "clearinghouse" where innovative programs, systems, and other notable efforts and activities are reviewed, organized, described, analyzed, and disseminated is needed.

Additional related study possibilities will occur to the interested reader. Similarly, the writer will continue to examine this complex, dynamic, and important area of inquiry.

APPENDICES

APPENDIX A
LETTER TO SURVEY RESPONDENTS

Dear _____ (Policymaker/Stakeholder):

I am working towards a doctoral degree in Educational Administration from the University of North Dakota in Grand Forks, N.D. For my dissertation, I am undertaking an investigation of the Minnesota change process mandated by the legislation for school systems and human service agencies. This investigation will involve conducting surveys of Minnesota legislators, state department commissioners, and local directors of public and private agencies that provide direct services to children and families. The surveys will seek to gather perceptions of strategies and processes that would likely achieve integration for health and human services, corrections, public education, and related services.

This investigation is intended to provide legislators, state commissioners, local agency directors, and educational leaders with information that may assist in choices and decisions regarding services to children and their families. Participants interested in the study can receive a summary of the findings by returning the enclosed request card.

Please return the survey instrument at your earliest convenience in the enclosed self-addressed stamped envelope. Please do not identify yourself. Strict confidentiality will be maintained throughout. Some analysis of the responses by roles will occur; these data will be reported as grouped data only. My receipt of the completed instrument will signal your consent to use your responses in the manner described.

Thank you for your attention to this request. I believe that with your cooperation the study will provide valuable insights and important data for policymakers, care providers, and educational leaders. If you have any further questions, please call me at either of the following locations:

University of North Dakota: 701-777-4255
Home telephone: 701-795-9116

Sincerely yours,

Harold K. Larson

Enc: Survey Instrument

APPENDIX B

SURVEY INSTRUMENT AND COVER LETTER

SURVEY OF POLICYMAKERS AND STAKEHOLDERS

The primary criticisms surrounding current services for children, youth, and their families is that they are fragmented, sometimes difficult to access, and often complex. The maze of systems delivering these services often frustrate policymakers, practitioners, as well as clients.

The attached survey is designed to gain your perceptions of the present circumstances about health and human services, corrections, public education, and related services. Also solicited are your perceptions about changes you think would more effectively meet the needs of children, youth, and their families. This survey is designed in three parts and will require 15-20 minutes or less of your time to complete (An optional Part Four is available for your written comments):

- Part One:** Perceptions regarding the current systems:
- Part Two:** Perceptions regarding state level strategies to create effective policy:
- Part Three:** Perceptions regarding future choices and/or alternatives at the delivery system level:
- OPTIONAL:**
- Part Four:** Open ended questions

Please check the appropriate designation below:

I currently serve as a: *(Check each one that applies)*

- | | |
|--------------------------|---|
| <input type="checkbox"/> | Minnesota State Senator |
| <input type="checkbox"/> | Minnesota State Representative |
| <input type="checkbox"/> | Member of the Legislative Commission for Children, Youth and Their Families |
| <input type="checkbox"/> | State Department Commissioner |
| <input type="checkbox"/> | Superintendent of Schools |
| <input type="checkbox"/> | Director of Local Service Providing Agency |

APPENDIX C
SURVEY INSTRUMENT

Part One:
Perceptions regarding current systems

The next few items seek information about perceptions concerning the current systems and institutions .

Description of the Items

Place an (x) in 1, 2, 3, or 4 representing your response to each item:

1. [S.D.] STRONGLY DISAGREE
2. [T.D.] TEND TO DISAGREE
3. [T.A.] TEND TO AGREE
4. [S.A.] STRONGLY AGREE

Please answer every question!

I. Current organizations, systems, and institutions

| | S.D. | T.D. | T.A. | S.A. |
|--|------|------|------|------|
| 1 Services provided to children, youth and their families tend to be crisis-oriented rather than preventive in nature. | 1 | 2 | 3 | 4 |
| 2 Current human services systems tend to divide problems of children and families into distinct categories leading to disregard of their interrelated causes and solutions. | 1 | 2 | 3 | 4 |
| 3 A lack of functional communications among human services systems, corrections, education and private care providers tends to result in their inability to meet the needs of children and families. | 1 | 2 | 3 | 4 |
| 4 The current system falls short because of the inability of specialized and separated agencies to create comprehensive solutions to complex problems. | 1 | 2 | 3 | 4 |
| 5 Existing programs and services are insufficiently funded. | 1 | 2 | 3 | 4 |
| 6 It is time we stopped maintaining the current systems of delivery and start making the most out of opportunities to create something better. | 1 | 2 | 3 | 4 |
| 7 If children and their families are to build successful lives, they must be able to draw on a transformed system of integrated continuous services | 1 | 2 | 3 | 4 |
| 8 Individuals who serve children and their families are stakeholders and should directly influence the development of public policy | 1 | 2 | 3 | 4 |
| 9 Local, regional, state, and national systems working in concert are a necessary prerequisite for effective service delivery | 1 | 2 | 3 | 4 |
| 10 Integration of programs and services (changes of this magnitude) can take place only when the leadership of the agencies, organizations, and systems commit themselves to change as a fundamental principle | 1 | 2 | 3 | 4 |

Part Two: State Level Strategies to Create Effective Policy

The next few items seek information about legislative strategies. Please read the three operational state legislative strategies currently being used in other states to reform delivery systems. At the conclusion of this page, you are asked to judge which of these three strategies is most likely and which is least likely to produce the best system for delivering services to children and their families.

**RESPOND TO THE TWO QUESTIONS BELOW THE STRATEGY DESCRIPTIONS
AT THE BOTTOM OF THE PAGE:**

ONE: Rational Planning Strategy

- Create statewide uniform organizations, systems, and institutions
- Create standardized and uniform statewide policies, rules, and regulations
- Establish uniform statewide hierarchical management structure (providing clearly defined authority, control, responsibility, and position role at all levels of governance)
- Identify single, most appropriate solutions for statewide application to provide uniform statewide improvement of delivery systems
- Enact solutions via state level policymaking to ensure uniformity
- Utilize lines of authority at organizational levels to create compliance
- Establish statewide monitoring and evaluation to ensure local compliance

TWO: Interactive Planning Strategy

- Create and articulate broad state policy goals to establish clear expectations at the state level
- Create discretionary authority at organizational, system, and institutional levels consistent with state policy goals
- Create flexibility at all levels of policy implementation to allow integration of state goals with local conditions and practices
- Establish a statewide interactive process for problem solving by developing mechanisms so that legislators, agency personnel, and local service providers can communicate frequently.
- Distribute authority and responsibility across the entire statewide system
- Create assessment procedures to measure results of local efforts (State intervention if progress toward statewide goals is lacking)

THREE: Local Initiatives Planning Strategy

- Establish policy goals at state level with implementation bargained at local level between unions and management
- Invite local units to develop creative responses to statewide initiatives
- Establish rules and regulations at state level with adherence a matter of local choice
- Create financial incentives to encourage state educational reform initiatives
- Establish program guidelines and specify bargaining context at the local level (Create limits or parameters within which local organizations might bargain to establish new programs and services)
- Practice non-intervention from state level (hands-off policy; no state monitoring or use of other accountability practices)

WHICH STRATEGY WOULD BE LEAST PRODUCTIVE?

ONE:

TWO:

THREE:

WHICH STRATEGY WOULD BE MOST PRODUCTIVE?

ONE:

TWO:

THREE:

Part Three:
Perceptions Regarding Future Choices and Alternatives at the Delivery System Level

The three processes below are based upon available information regarding formal processes utilized to transform local delivery systems in order to improve the delivery of services to children and their families. Please read these three processes and refer back to them as you respond to questions on next page.

I. Cooperation/Coordination: (Act of working together toward the same end)

Structure and Governance:

- * Separate systems; separate governance units; and separate decision making processes.

Purposes of this approach:

- * Systems help each other to meet goals of each system; each delivery system maintains a separate vision, goals, and directions (no effort to establish common goals).
- * Make few changes in rules-regulations that govern each program (business as usual)

Funding:

Maintain separate budgets and funding sources by system (typically pay per client for shared services).

II. Collaboration/Partnerships: (Act of working together; contracting and making agreements to create collaborative programs)

Structure and Governance:

- * Separate systems; establish representative council with decision making authority regarding collaborative programs and services; and make contracts-agreements to create new programs.

Purposes of this approach:

- * Work together to achieve common goals; use expertise of each collaborator; jointly develop vision, goals, and directions for collaborative programs and services.
- * Redesign staff organization within collaborative programs to accommodate client needs.

Funding:

Shared funding of collaborative programs with council responsible for budget allocations and personnel.

III. Integration/Reconstitution: (Act of bringing parts together into a single whole; restructuring units of governance)

Structure and Governance:

- * Single governing entity representing all delivery systems; has authority, resources, or mandates that involve all services and programs to children and families (must be conferred by state legislature).

Purposes of this approach:

- * Work together to achieve common vision, goals and directions as an integrated comprehensive delivery system.
- * Utilize a common child and family assessment process to identify and meet needs.

Funding:

Single governing entity allocated all resources to fund integrated system for children and families.

The next few questions seek information about the three processes identified on the previous page. Please respond to each question by placing an (x) in the column that best represents your perception. Each column represents one of the three processes identified on the previous page:

COLUMN (I): Cooperation/Coordination

COLUMN (II): Collaboration/Partnerships

COLUMN (III): Integration/Reconstitution

Please respond to every item!

Columns:

| DESCRIPTION OF THE ITEM | | I | II | III |
|-------------------------|--|--------------------------|--------------------------|--------------------------|
| 1 | This process <i>best exemplifies our current approach</i> to delivering programs to children and their families. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 2 | This process would be the <i>most effective in creating</i> the integrated, comprehensive and continuous services for children and their families. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 3 | This process would be the <i>least effective in creating</i> the integrated, comprehensive and continuous services for children and their families. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 4 | This process would be the <i>most effective in producing</i> access to a common child and family assessment method. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 5 | This process would <i>most effectively</i> eliminate categorizing people in order to find resources to provide programs designed to respond to their needs. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 6 | This process would <i>provide the best environment</i> to empower professional staff, administrators, and clients to influence the planning, development, and implementation of programs, services, and policies. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 7 | This process would <i>provide the best opportunity</i> to move the services from the current approach to a new comprehensive, proactive, early intervention and preventive approach to meeting needs of children and families. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 8 | Within our delivery system this process has the <i>best chance of success</i> in improving services to children and their families. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 9 | Within our delivery system this process has the <i>least chance of success</i> in improving services to children and their families. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 10 | Personally, I would select this process as the one that would create the <i>best environment</i> to meet the multiple needs of children and their families. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

SELECTED REFERENCES

SELECTED REFERENCES

- Action for Children Commission. 1992, February. Kids can't wait: Action for Minnesota's children: A report to the governor and people of Minnesota, ed. Marilyn Taylor and Peter Kizilos. St. Paul: State of Minnesota.
- Adler, Mortimer Jerome. 1982. The Paideia proposal: An education manifesto. New York: Macmillan Publishing Company.
- Agreement among the City of San Diego, County of San Diego, San Diego Unified School District, San Diego Community College, and San Diego Housing Commission. 1991, February. (Available from San Diego City Schools, Education Center, Room 2248, 4100 Normal Street, San Diego, CA 92103)
- Benne, Kenneth, D. 1987. The meanings of democracy in a collective world. In Eighty-sixth yearbook of the National Society for the Study of Education, 1-23. Chicago: University of Chicago Press.
- Biennial Implementation Task Force. Subcommittee on Hard to Service Children and Families of the C.W.L.A. 1991. Putting it together for kids: A handbook for developing integrated services for children and their families. Washington, DC: Biennial Implementation Task Force.
- Boyer, Ernest L. 1983. High school: A report on secondary education in America. New York: Harper and Row, Publishers.
- _____. 1990. What to teach, how to teach it, and to whom. In Education reform: Making sense of it all, ed. Samuel B. Bacharach, 30-37. Needham Heights, MA: Allyn and Bacon.

- _____. 1991. Public schools and the well-being of America. In Reflections: Personal essays by 33 distinguished educators, ed. Derek L. Burleson, 15-23. Bloomington, IN.: Phi Delta Kappan Educational Foundation.
- Bruner, Charles. 1991. Thinking collaboratively: Ten questions and answers to help policymakers improve children's services. Washington, DC: Education and Human Services Consortium.
- Butts, R. Freeman. 1988. The search for purpose in American education. Kaleidoscope: Readings in education, ed. Kevin Ryan and James M. Cooper, 366-84. Princeton, NJ: Houghton Mifflin.
- Carnegie Forum on Education and the Economy. Task Force on Teaching as a Profession. 1986. A nation prepared: Teachers for the 21st century. New York: Carnegie Forum on Education and the Economy.
- Chaffee, Norman, manager of support services. 1992. Interview by author, 18 August, Grand Forks, North Dakota. Telephone. Minnesota Department of Education, St. Paul.
- Chatham County-Savannah Youth Futures Authority. 1990, December. We care about kids. Savannah, GA: Chatham County-Savannah Youth Futures Authority.
- _____. 1991. Chatham County-Savannah new futures program. Savannah, GA: Chatham County-Savannah Youth Futures Authority.
- _____. 1992. Youth service programs funded by the Chatham County-Savannah Youth Futures Authority. Savannah, GA.: New Futures Initiative.
- Children's Cabinet. 1992. Minutes of the meeting of 23 June. Action for Children Commission, St. Paul, MN.

Committee for Economic Development. 1985. Investing in our children. New York: Committee for Economic Development.

_____. 1987. Children in need. New York: Committee for Economic Development.

Cunningham, Luvern L. 1990. Reconstituting local government for well-being and education. In Educational leadership and changing contexts of families, communities, and schools, ed. Brad Mitchell and Luvern L. Cunningham, 135-54. Chicago: National Society for the Study of Education, University of Chicago Press.

_____. 1991. A fresh start after 200 years. In Reflections: Personal essays by 33 distinguished educators, ed. Derek L. Burleson, 123-35. Bloomington, IN: Phi Delta Kappan Educational Foundation.

David, Jane L. 1990. Restructuring in progress: Lessons from pioneering districts. In Restructuring schools: The next generation of educational reform, ed. Richard Elmore and Associates, 207-50. San Francisco: Jossey-Bass Publishers.

Education Commission for the States. Task Force on Education for Economic Growth. 1983. Action for excellence. Denver: Education Commission for the States.

Elmore, Richard F. 1980. Complexity and control: What legislators and administrators can do about implementing public policy. Washington, DC: The National Institute of Education.

Farrar, Eleanor. 1990. Reflections on the first wave of reform. In Educational leadership in an age of reform, ed. Stephen L. Jacobson and James A. Conway, 3-13. White Plains, NY: Longman.

- Firestone, William, Susan Fuhrman, and Michael Kirst. 1990. An overview of education reform since 1983. In The educational reform movement of the 1980's: Perspectives and cases, ed. Joseph Murphy, 349-63. Berkeley: McCutchan Publishing Corporation.
- First, Patricia L. 1992. Educational policy for school administrators. Needham Heights, MA: Allyn and Bacon.
- Goodlad, John I. 1984. A place called school: Prospects for the future. New York: McGraw-Hill Book Company.
- Guthrie, Grace Pung, and Larry F. Guthrie. 1991. Streamlining interagency collaboration for youth at risk. Educational Leadership 49 (September): 17-22.
- Hansot, Elisabeth, and David Tyack. 1982. Policy making in education. In Eighty-first yearbook of the National Society for the Study of Education, 1-21. Chicago: University of Chicago Press.
- Hawley, Willis D. 1990. Preparing students from today's families for tomorrow's cognitive challenges. In Education reform: Making sense of it all, ed. Samuel B. Bacharach, 213-33. Needham Heights, MA: Allyn and Bacon.
- Hodgkinson, Harold. 1991. Reform versus reality. Phi Delta Kappan 73 (September): 16.
- Holmes Group. 1986. Tomorrow's teachers. East Lansing, MI: Holmes Group.
- Howe II, Harold. 1991. Seven large questions for America 2000's authors. In Voices from the field: 30 expert opinions on "America 2000," the Bush administration strategy to "reinvent" America's schools, 26-27. Washington, DC: William T. Grant Foundation Commission on Work, Family and Citizenship and Institute for Educational Leadership.

- Interagency Task Force on Family Resource and Youth Services Centers. 1991. Interagency Task Force state implementation plan. Frankfurt: State Department of Human Resources, Commonwealth of Kentucky.
- Kaplan, George. 1991. Scapegoating the schools. In Voices from the field: 30 expert opinions on "America 2000," the Bush administration strategy to "reinvent" America's schools, 11-12. Washington, DC: William T. Grant Foundation Commission on Work, Family and Citizenship and Institute for Educational Leadership.
- Kearns, David T. 1988. An education recovery plan for America. Phi Delta Kappan 69 (April): 565-70.
- Kirst, Michael W. 1990. The crash of the first wave. In Education reform: Making sense of it all, ed. Samuel B. Bacharach, 20-29. Needham Heights, MA.: Allyn and Bacon.
- Kirst, Michael W., and Milbrey McLaughlin. 1990. Rethinking politics for children: Implications for educational administration. In Educational leadership and changing contexts of families, communities, and schools, ed. Brad Mitchell and Luvern L. Cunningham, 69-90. Chicago: National Society for the Study of Education, University of Chicago Press.
- Legislative Commission on Children, Youth, and Their Families. 1992. Progress report of the Legislative Commission on Children, Youth, and Their Families. 1991 legislative session, 25 February. (Available from Commissioner, State Capitol, St. Paul, MN)
- Levy, Janet E., with Carol Copple. 1989. Joining forces: A report from the first year. Alexandria, VA: National Association of State Boards of Education.

- Maryland State Department of Education. 1990, January. Maryland's tomorrow: A summary of local programs 1988-89. Baltimore: Maryland State Department of Education.
- Melaville, Atelia I., and Martin J. Blank. 1991. What it takes: Structuring interagency partnerships to connect children and families with comprehensive services. Washington, DC: Educational and Human Services Consortium.
- Minnesota Department of Education. 1990. Challenge 2000: Success for all learners. St. Paul: Minnesota Department of Education.
- Minnesota Planning Agency. 1992, June. Minnesota milestones: Public review draft. St. Paul: Minnesota Planning Agency.
- Mitchell, Brad. 1990. Children, youth, and restructured schools: Views from the field. In Educational leadership and changing contexts of families, communities, and schools, ed. Brad Mitchell and Luvern L. Cunningham, 53-68. Chicago: National Society for the Study of Education, University of Chicago Press.
- Murphy, Joseph. 1990. The educational reform movement of the 1980's: A comprehensive analysis. In The educational reform movement of the 1980's: Perspectives and cases, ed. Joseph Murphy, 3-55. Berkeley: McCutchan Publishing Corporation.
- National Commission on Excellence in Education. 1983. A nation at risk: The imperative for educational reform. Washington, DC: Government Printing Office.
- National Governors' Association. 1990. Educating America: State strategies for achieving the national education goals. Washington, DC: National Governors' Association.
- New Beginnings Collaborative. 1990, July. New beginnings: A feasibility study of integrated services for children and families. San Diego: New Beginnings Collaborative.

- New Jersey State Department of Human Services. 1991. New Jersey school based youth services program. Trenton: State Department of Human Services.
- Nye, Paul. 1992. Governor Carlson creates youth advisory council. The Pilot Independent, 13 August, 4-B.
- Palaich, Robert M., Terence N. Whitney, and Andrea R. Paolino. 1991. Changing delivery systems: Addressing the fragmentation in children and youth services. Columbia: South Carolina E.T.V.
- Penn, Irene R. 1991. Letter to Harold K. Larson, Este, 30 December. Maryland State Department of Education, Baltimore.
- Peters, Thomas J., and Robert H. Waterman, Jr. 1982. In search of excellence: Lessons from America's best-run companies. New York: Harper and Row.
- Petrie, Hugh G. 1990. Reflections on the second wave of reform: Restructuring the teaching profession. In Educational leadership in an age of reform, ed. Stephen L. Jacobson and James A. Conway, 14-29. White Plains, NY: Longman.
- Plank, David N., and Rick Ginsberg. 1990. Catch the wave: Reform commissions and school reform. In The educational reform movement of the 1980's: Perspectives and cases, ed. Joseph Murphy, 121-42. Berkeley: McCutchan Publishing Corporation.
- Salganik, Laura H., Alexandra G. Tan, and Lori A. Burner. 1991. Maryland's tomorrow evaluation: Year two, an executive summary. Washington, DC: Pelavin Associates, Inc.
- Secretary of State. State of Minnesota. 1991. The Minnesota legislative manual 1991-92. St. Paul: Election Division.
- Service Delivery Committee. 1991, September 24. Service Delivery Committee report to the Action for Children Commission. St. Paul: Minnesota Planning Agency.

- Sizer, Theodore R. 1984. Horace's compromise: The dilemma of the American high school. Boston: Houghton Mifflin Company.
- Smith, R. C., Carol A. Lincoln, and David L. Dodson. 1991. Let's do it our way: Working together for educational excellence. Columbia: South Carolina E.T.V.
- State of Minnesota. 1990. Laws of Minnesota for 1991. St. Paul: State Department of Administration, Print Communications Division.
- _____. 1991. Laws of Minnesota for 1992. St. Paul: State Department of Administration, Print Communications Division.
- Stevens, Linda J., and Marianne Price. 1992. Meeting the challenge of educating children at risk. Phi Delta Kappan 74 (September): 18-23.
- Sylvester, Kathleen. 1990. New strategies to save children in trouble. Governing: The Magazine of States and Localities, May, 32-37.
- _____. 1991. School-based services for teenagers in trouble. Governing: The Magazine of States and Localities, October, 39.
- Task Force on Education for Economic Growth. 1983. Action for excellence: A comprehensive plan to improve our nation's schools. Denver: Education Commission for the States.
- The Center for the Study of Social Policy. 1991. Building a community agenda: Developing local governing entities. Washington, DC: The Center for the Study of Social Policy.
- Timar, Thomas B., and David L. Kirp. 1989. Education reform in the 1980's: Lessons from the states. Phi Delta Kappan 70 (March): 504-11.

- Torbert, William R. 1990. Reform from the center. In Educational leadership and changing contexts of families, communities, and schools, ed. Brad Mitchell and Luvern L. Cunningham, 253-63. Chicago: National Society for the Study of Education, University of Chicago Press.
- Twentieth Century Fund Task Force on Federal Educational Policy. 1983. Making the grade. New York: Twentieth Century Fund.
- U. S. Department of Education. 1984, May. The nation responds: Recent efforts to improve education. Washington, DC: U.S. Government Printing Office.
- Wagstaff, Lonnie H., and Karen S. Gallagher. 1990. Schools, families, and communities: Idealized images and new realities. In Educational leadership and changing contexts of families, communities, and schools, ed. Brad Mitchell and Luvern L. Cunningham, 91-117. Chicago: National Society for the Study of Education, University of Chicago Press.
- Weick, Karl E. 1982. Administering education in loosely coupled schools. Phi Delta Kappan 63 (June): 17-22.
- Wetzel, James R. 1989. American youth: A statistical snapshot. Washington, DC: William T. Grant Commission on Work, Family and Citizenship.
- William T. Grant Foundation Commission on Work, Family and Citizenship. 1988. The forgotten half: Pathways to success for America's youth and young families. Washington, DC: William T. Grant Foundation Commission on Work, Family and Citizenship.
- _____. 1991. States and communities on the move: Policy initiatives to create a work-class workforce. Washington, DC: William T. Grant Foundation Commission on Work, Family and Citizenship.

Yudof, Mark G., David L. Kirp, and Betsy Levin. 1992. Educational policy and the law. St. Paul, MN: West Publishing Company.