

California Integrated Service Delivery Evaluation Report

Phase I

Executive Summary

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Executive Summary

Overview

In January 2010 the California Workforce Investment Board (CWIB) contracted with researchers at California State University, Northridge to evaluate the “Integrated Service Delivery” (ISD) initiative. This initiative was designed to integrate the work of local Workforce Investment Act Programs with Wagner-Peyser programs inside California OneStops. At the time this study began 12 local WIA areas had joined the program and integrated their programs in the 2008-09 program year. The sites, which were called “Learning Labs”, were halfway through their second year of operation as ISD sites when our work began.¹ Our evaluation project has two phases. In Phase I a formative evaluation of the program examines the implementation of ISD, and in Phase II a summative evaluation of the program will measure ISD’s impact. This report provides the results of the formative evaluation which consisted of in-depth case studies of four ISD sites or Learning Labs.

To guide our work in the formative evaluation we developed, in consultation with our advisory committee, six evaluation questions.

1. How did the process of service integration proceed? How did the experience vary from site to site and how did the process vary from the planned process?
2. What specific methods and activities contributed most to successful integration?
3. What barriers and challenges emerged in the process and how were they overcome?
4. How were the broad goals of the program operationalized at the local level?
5. What data are available at the local and state level to measure the achievement of service integration’s goals?
6. What lessons have been learned that would help other local areas implement service integration?

In this report we use our analysis of these four diverse Learning Labs to answer these questions and to provide insights about the ISD program.

Findings

We studied four OneStops in some depth. This allows us to examine their experience in detail, but it does not provide a large enough sample to generalize to the entire population of ISD sites. It does allow us to identify factors that emerged across the four sites that seem to either support or hinder the implementation of ISD. Based on this analysis we have identified a series of “critical success factors” that appear to us to influence the success of ISD implementation and give us some evidence to suggest strategies that help other OneStops implement ISD.

The critical success factors (CSFs) we identified fall into two categories; the OneStop’s context and the implementation process. Within the two categories are five critical success factors, which are listed below:

¹ Two other local areas became ISD sites in the 2009-10 program year as well.

- Context
 - Organizational Culture and Political Context
 - Local and Regional Context
- Implementation and Process
 - Management Structure
 - Decision-making Processes
 - Formal and Informal Implementation Strategies

Each critical factor can be viewed as having both a *driving* force—one that promotes the desired change—and a *barrier*—that inhibits the desired change. This model of change or strategy implementation was first proposed by Kurt Lewin² to provide a way of conceptualizing the critical factors affecting change management in organizational settings.

Figure E-1: Lewin’s Driving Factors and Barriers



The key to effective change is to design strategies and processes that enhance and support the driving forces and diminish or remove the barriers to change. Next we summarize the driving forces and barriers for each critical success factor.

Context

Organizational Culture and Political Context

The drivers of, and barriers to, integration resulting from organizational culture and political factors are summarized as follows

² Lewin K. (1943). Defining the "Field at a Given Time." *Psychological Review*. 50: 292-310. Republished in *Resolving Social Conflicts & Field Theory in Social Science*, Washington, D.C.: American Psychological Association, 1997.

<u>Drivers</u>	<u>Barriers</u>
<ul style="list-style-type: none"> • Shared mission and vision • Common goals and measures • Common values and priorities • Shared commitment to customers • Compatible data systems 	<ul style="list-style-type: none"> • Different sense of mission and purpose • EDD and WIA held accountable to different goals and measures • Different data system

Local and Regional Context

The local setting and its history appeared to be one of the factors that influenced the implementation of ISD. When the WIA and EDD organizations had a history of cooperation and mutual support, implementation proceeded more quickly and more smoothly probably reflecting a higher level of trust and experience cooperating and sharing responsibilities.

The drivers of, and barriers to, integration resulting from local contextual factors can be summarized as follows:

<u>Drivers</u>	<u>Barriers</u>
<ul style="list-style-type: none"> • History of cooperation • Good working relationship between EDD and WIA management • Full-time EDD senior manager on site • High level of trust between WIA and EDD staff • Shared management philosophy of senior management • Symmetry in size and budget • Common shared space 	<ul style="list-style-type: none"> • History of conflict between EDD and WIA organizations • Poor relationship between EDD and WIA management (or no relationship) • Senior EDD manager on site part time only • Competitive rather than cooperative management philosophies • Significant asymmetry in budget or personnel • Physical barriers in the work space

Implementation and Process Factors

Management Structure

The drivers of, and barriers to, integration resulting from issues related to management structure are summarized as follows:

<u>Drivers</u>	<u>Barriers</u>
<ul style="list-style-type: none"> • An ongoing strategic planning process • A clear well articulated vision • Shared goals by all staff • Effective functional management • Shared management responsibility • Compatible data systems 	<ul style="list-style-type: none"> • Lack of strategic planning • Poorly defined, or no vision • Conflicting goals or no goals • Conflicting management priorities • Incompatible data systems

Decision-making Processes

The drivers of, and barriers to, integration resulting from the local decision making processes are summarized as follows:

<u>Drivers</u>	<u>Barriers</u>
<ul style="list-style-type: none"> • WIA and EDD staff involvement in decision to adopt ISD • Collaborative decision making between WIA and EDD staff and management in the initial design • Clear goals and measures (SMART goals) • Ongoing collaboration and participation by all staff beyond initial implementation • Joint problem solving 	<ul style="list-style-type: none"> • Failure to involve all EDD and WIA staff in the decision to adopt ISD • Poor communication and collaboration between EDD and WIA staff during and after implementation • Vague general goals such as “increase enrollments” without specific measures of success • Failure to see problems as being “shared problems” requiring joint problem solving by both partners

Formal and Informal Implementation Strategies

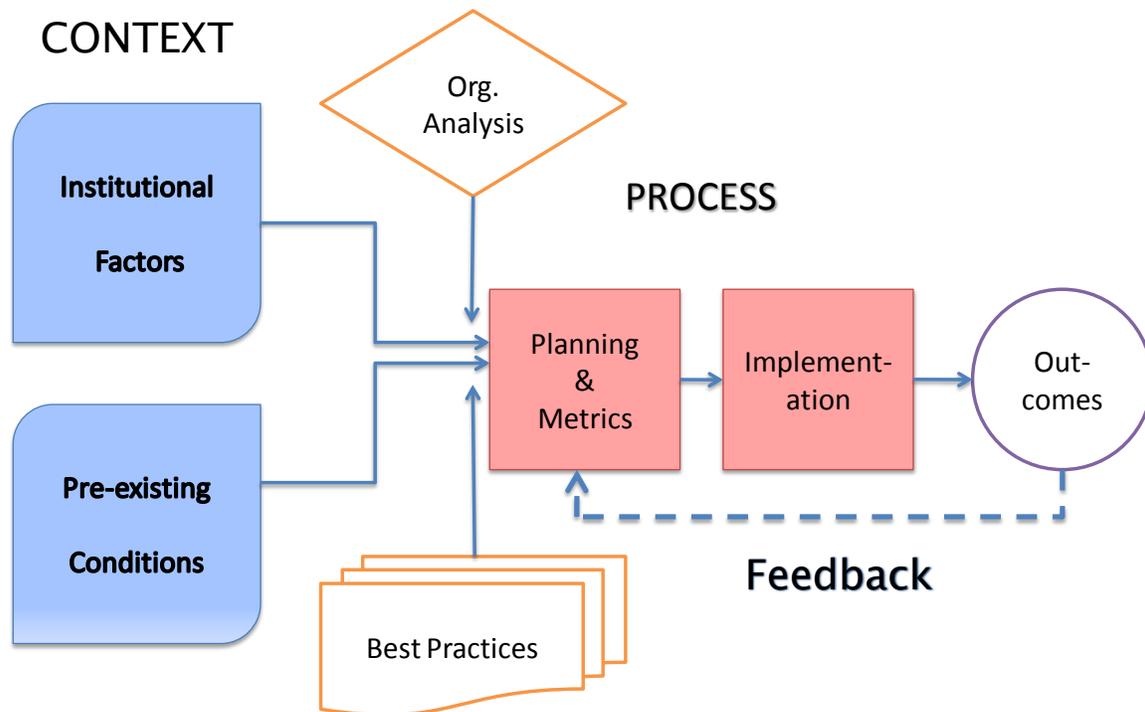
The drivers of, and barriers to, integration resulting from implementation strategies can be summarized as follows:

<u>Drivers</u>	<u>Barriers</u>
<ul style="list-style-type: none">• Team building prior to implementation• Ongoing data collection on measures of effectiveness• Physical integration of the Onestop layout• Symbolic integration through titles and logos.• Providing opportunities for social interaction among staff and management	<ul style="list-style-type: none">• Failure to prepare staff for the implementation of ISD• Lack of data feedback on results from the integration process• Not reinforcing the change process after implementation• Lack of social interaction between EDD and WIA staff

Seeing ISD as A System

Looking back overall our four case studies we see that ISD implementation is a system. The graphic below shows how all the elements discussed fit together into a systems view of ISD. Going from left to right you can see that the context comes first. A local area can begin the ISD process by analyzing its local context based on the specific factors mentioned above. Next, the local area can review best practices from more established ISD sites. With this analysis complete the local area can engage in planning and set specific measurable goals related to their local context. The next step is the big one, the implementation of ISD. Again, our previous analysis suggests a number of factors that support and constrain a successful implementation. After implementation progress needs to be measured against the goals, and the results fed back into the system to make the needed adjustments.

Figure E-2: ISD A Systems View



Final Thoughts

Management guru Peter Senge says that “Profound Change” is an organizational change that combines “inner shifts in people’s values, aspirations and behaviors with outer shifts in processes, strategies, practices and systems”. We see ISD as a profound change for the workforce system. Both EDD and WIA staff and managers have to change how they see themselves, their jobs, their organizations and their clients in order to change the systems, practices and strategies that make up workforce programs. This is a huge challenge in normal times, and an even larger one in the chaotic context created by the recession and stimulus funding. We were impressed throughout our field work by the commitment and dedication of the people working in the OneStops we studied. We hope that this analysis of the four case study sites will contribute to the continued improvement of the California workforce system.

To view the entire Integrated Services Delivery Phase I Formative Evaluation Report visit the California Workforce Investment Board website at www.cwib.ca.gov go to Resources, then Reports.