

Illinois Human Services Commission

July 20, 2010 9am – 12pm

Meeting Summary

Date and Time: July 20, 2010 9am – 12pm

Location: Federal Reserve Bank of Chicago

Attendance

In person:

Commissioners: Arthur Bishop, Denver Bitner, Rosemary Connelly, Eileen Durkin, Rep. Sara Feigenholtz, Pam Heavens, Anne Irving, Toni Irving, Marco Jacome, George Jones, Richard L. Jones, Ngoan Le, Valerie Lies, Maria Pesqueira, Nancy Ronquillo, Dee Ann Ryan, Michelle Saddler, Nancy Shier, Laura Thrall, Ray Vázquez

Technical Support Team: Scott Allard, John Bouman, Veronica Cunningham, Deanna Durica, Kathleen Kane-Willis, Jim Lewis, Kate Maher

Guests: Gaylord Gieseke, Jack Kaplan, Vanessa LeWinter, Susan Locke, David Lowitzky, Jennifer Mouhcine, Susan Locke, Laurel O'Sullivan, Zarina Parpia, Harry Pestune, Julia Reardon, Stephanie Schmitz, Dan Schwick, Jerry Stermer, Suzanne Strassberger, Greg Wass, Katherine West, Cheryl Whitaker

Conference call:

Commissioners: Damon Arnold, Sam Balark, Julie Hamos, Gary Huelsmann, Rep. Naomi Jakobsson, Rep. David Leitch, Rep. Rosemary Mulligan, Sen. Carole Pankau, Gregory Pierce, Michael Randle

Guests: Jill Baldwin

Video conference:

Commissioners: Michele Carmichael (proxy for Christopher Koch)

Guests: Cassie Ayres, Melissa Black, Greg Bradshaw, Clayton Klenke, Kim Schultz

Commissioners Not Attending:

Joseph Antolin, Byron Brazier, Mary Ellen Caron, Sen. William Delgado, Art Dykstra, Sen. Mattie Hunter, Shawn Jeffers, Charles D. Johnson, Mark Klaus, Christopher Koch (sent proxy), Erwin McEwen, Soo Ji Min, Kathy Ryg, Sen. Dave Syverson, Maria Whelan, David Whittaker, Diane Williams

Staff Support:

Betsy Bowen, Janice Pacheco, Rob Paral, Ashley Rook, Simone Weil, Hannah White

Welcome and Introductions

Toni Irving, co-chair of the Human Service Commission (HSC) welcomed the group and started a round of introductions. She introduced Governor Quinn's Chief of Staff Jerry Stermer.

Update on FY2011 Human Services Budget and Key State Initiatives

Jerome Stermer, Governor Quinn's Chief of Staff, provided an update on FY11 human services budget and key state initiatives. Stermer commented on the timeliness of the HSC and its objective to think about the fabric and quality of life for Illinoisans in the midst of tremendous economic details.

- National trends: Decreased spending and increased need - Stermer shared that at the recent National Governors Association meeting in Boston, many states are dealing with the challenge of trying to restructure state budgets in the face of increased needs. At the same time state officials still need to communicate the progress made. The progress that states are trying to make in dealing with the national budget crisis is impeded by the US Congressional gridlock which is making it hard for the states to gather aid from the federal government.
- Illinois budget: The state will have another difficult year - Specifically, for the state of Illinois, the previous assumption that a \$790 million Medicaid match would be approved is no longer certain. A proposed \$900 million of federal funds for education budget support was cut to \$450 million. These federal cuts coupled with the low revenues expected for the general fund, will mean continued tightening in state spending. State agencies are projected to feel increased pressure, as last year's allocations were lower than in prior years, but those agencies are experiencing increased demand.
- Current projects: Efforts are under way to help Illinoisans now and in the long term – The framework project will coordinate agencies data and integrated their datasets, allowing state agencies to run more efficiently and increase their effectiveness for the Illinoisans served. The *Put Illinois to Work* provided employment for well over twenty-thousand adults. Advanced TANF was in debate but has strong support – Illinois is recognized nationally for administering one of the best performing programs in the country. Finally, the DJJ and DCFS merger effort will be led by Arthur Bishop.

Stermer highlighted that the Commission's duty is to develop a coherent message about Human Services based on two paradigms for approaching Human Service provision in the state: 1) to develop a global picture, outline and document the components of a system that would function best for Illinoisans, by providing supports that strengthen families to promote holistically healthy child development; 2) to establish a plan for what the state should do in this time of crisis. The reports developed by the HSC should address these critical issues above and develop outcomes for the budget. Moreover, the state should build the capacity for the state to articulate the outcomes of the states investments in human services. Measurements, components of each of the services need to be agreed upon to facilitate the discussions of where we go from here to the state and to the public.

- Laura Thrall asked how the Governor plans to fund for outcomes and how the government plans to determine the measurements and when will that take place. Stermer explained that the legislation is under way. Each agency of state government will have to collaborate with other agencies. Legislators will also have to develop the language in upcoming laws to incorporate new metrics.

- Sen. Carole Pankau asked if the Governor has given any direction as to the percentage or appropriations to spend in a certain period of time. Stermer shared that the numbers have not been finalized but the members of the HSC and the public will know by the end of July 2010.
- Dee Ann Ryan inquired about the recommendation discussed at the National Governors' Association meeting that states set up healthcare reform cabinets – would those cabinets include mental health care integration? Stermer shared that the Governor would be making an announcement on that shortly.
- Rep. Rosemary Mulligan inquired about initiatives for the department of insurance. Stermer addressed the high risk pool of uninsured in the state. In Illinois there are an estimated five to six thousand uninsured adults that are uninsurable in the current system shut out from purchasing private insurance plans. Illinoisans will be able to buy a state option sooner than those same individuals would be able to in other states. State government will help facilitate the enrollment of those individuals.
- Rep. Rosemary Mulligan inquired about when providers will know what their contracts are going to be in the coming year. Stermer confirmed that workplans are being finalized currently with each major state agency and by the end of the month that will enable agencies to finalize contracts for the coming year.
- Marco Jacome asked for health care reform linkage of mental health with primary healthcare. Stermer explained that the transition to a more integrated model would take large investments of time and money to bring the professionals working at the service delivery level up to the new standards. The transition to an integrated model will also change the metrics by which the services are measured; it will take additional time to rewrite the outcomes.
- Rep. David Leitch noted that a data warehouse could be pivotal in aiding agencies to communicate and share data, for example, about expectant mothers with difficult medical histories to prevent future complications.
- George Jones inquired about the backlog of existing bills. Stermer explained that many states are struggling with this issue. The Illinois General Assembly did not approve any additional money or borrowing to address the backlog. The state is going to borrow from future revenues of the tobacco settlement. Additionally, the state will now be able to conduct inter-fund borrowing (not sweeps) that will help with an immediate infusion of cashflow.

Update on Framework Project

Greg Wass, Chief Information Officer and Susan Locke, Senior Project Manager of the Illinois Framework Project, presented potential areas in which the Human Service Commission could aid the framework in furthering its agenda and workplan:

- HSC endorsement of the project and commitment to support the framework and its goals
- Commissioner aid in refinement of the vision for the new process and its design
- Commissioner representation on the framework planning council
- HSC assistance in conducting ongoing outreach to stakeholders throughout the state

Greg Wass noted that Framework's purpose is to improve public access to data, to programs, and improve service delivery. Framework staff has drafted a proposal in detail, with Susan Locke leading the project.

Wass explained that technology and service delivery should be seamlessly linked in a process. Currently, programs and access to programs are delivered in a very vertical way. If potential aid recipients want to apply to a program, those individuals currently have to apply to each individual program. At the same time, casework is done in a program specific manner. Likewise, billing and claiming is done on an

individual program basis, even though functions and process are done in parallel by more than one program. You could cut across programs. Cutting across programs would simplify the processes and create a more functional approach for users and caseworkers, while providing data needs horizontally across programs, instead of vertically.

The Framework Project is not just technology, but also about changing how people spend their days. All departments will need to be involved and support the project to create a clear vision. Should the HSC endorse and support the Framework Project, the following are ways in which the HSC and individual Commissioners could be involved:

- Commission representation and assistance in refining the Framework vision and high-level design
 - Be part of creating and seeing through the vision
 - Make objective accessible to general public
 - Larger council will meet three times per year, but smaller focused groups will meet more frequently
 - Developing outcomes, for example, of how to make website more accessible to people with language or other barriers
 - Issues will include: What to do about streamlining rules? Data rules? How could systems be more aligned across programs? What will have to happen to ensure confidentiality? What will need to be done to turn service delivery into a client-centric model?
- Participation in Stakeholder outreach activity
 - The first opportunity – two facilitated sessions, in Septemeber and in October
 - The goal is to have broad representation
- The Chicago Community Trust is helping fund outreach and listening process

The Framework team will produce RFP for the end of this year. Moreover, the state spends money each year with maintaining our existing systems. The sequence and planning for the transformation of the system from being vertical, siloed to an integrated network for across agencies. Getting rid of old systems replaces costs.

- Rep. Rosemary Mulligan requested that the Framework team reevaluate the meeting and engagement schedule to consider the legislative schedule so that General Assembly members may be available to participate and work with their constituents
- Rosemary Connelly requested consideration of the financial impact of a state system overhaul will have on the service providers before the HSC signed on. Her questions included: what is the proposed budget, how safe is the money, what concretely from the bureaucracy would be eliminated? And how will it help direct care?

The Framework Project is undergoing a year of planning to determine budget and how develop a plan for building framework. Cost savings and benefits will be developed and documented during the planning process.

- Ann Irving further inquired about where the Framework's predicted cost savings will come from. Changing the expected outcomes and measures can shift incentives. For example, with TANF an outcome measurement was established to track how many people are coming off of TANF but not how many people are accessing employment. If the Framework aims to save money, it remains uncertain how those money saving efforts will take shape. Wass responded that staff reduction envisioned in the Framework is not the aim of the cost savings picture. The Framework will explore agencies organization and work; the model is not based on staff reduction. Wass

explained that any reorganization done in the future should be done in tandem with advances in technology – not without regard for technology. Susan Locke added that information technology solutions will be critical for state workers to be able to do their jobs instead of process paperwork, with the goal of improving service delivery.

- Nancy Shier asked for clarification regarding how the HSC may assist the Framework in developing a vision. Would Commissioners represent their agencies or the Commission in their capacity of advising the Framework? If Commissioners can identify someone else in the organization that is better and has more expertise would it be appropriate to include those people in the process? Locke shared that the visioning process will be open. A first step, where Commissioner input will be most helpful in the visioning process, will be developing an initial plan for the public to react to.
- Nancy Ronquillo raised the concern that many of the service providers in the communities are dealing with their own outdated systems in addition to the states antiquated systems. In response to her question about how the community service delivery side might also be retooled to be able to interface with new systems, Wass said that the first step would be engagement of service delivery stake holders. In terms of pushing technology out, the sharing will not be too hard with webbrowser interface; however, large investments will be needed for retraining all of the users.
- Rep. David Leitch added that implementation is a hurdle in getting the necessary leadership within each department to cooperate and implement. Wass responded that the HSC would be critical in raising that buy-in from the departments. The Framework team will work to build accountability externally to provide a complete disclosure of the work with the goal of making data available and easier to access.
- Rep. David Leitch raised his concern about coordinating the care of troubled pregnant women. Secretary Hamos reported that agencies are looking at all of the data and creating a project to address this need and in the process reduce costs and provide better healthcare.
- Rep. Rosemary Mulligan commented that much of the Framework cannot go into effect until FY2013 budget. Secretary Saddler responded that integration of services delivery is one of the objectives of her administration and that work is currently underway. The purpose of DHS was to put together many departments to provide services in an interconnected way. Now the work is in bringing connectivity across agencies. This will take time and resources. Efforts are underway to bring “interoperability” to state agencies through IT work. Illinois along with five other states are exploring this work together.
- Eileen Durkin noted that HB5147 workgroup has already started. Susan Locke stated that this is part of the planning process that is looking to speed things along and make them more efficient.
- George Jones asked if any agencies have been left out of this effort. Wass responded that no agency has been purposefully left out of the process so far, but the core agencies with large data needs were brought in first. All agencies will be engaged more in shaping the process going forward.
- Rep. Rosemary Mulligan inquired about work being done to produce an integrated system that will allow individuals seeking employment security benefits and other public benefits at the same time. Wass responded that several options are on the table. In terms of funding, the federal government agencies are looking to the states to produce models for their consideration.

Briefing on Improving Contracting Practices: City of Chicago Case Study

Ngoan Le, co-chair of the HSC, introduced the recent work of the Civic Consulting Alliance (CCA). Zarina Parpia of CCA introduced a recent project to improve the city’s contracting which was developed rapidly as the city worked to meet the terms of the stimulus funds, in particular the contracting and

invoicing metrics set. In over a year, the city had to process an additional billion dollars brought about through stimulus funds. Most of the services were to be contracted out. The City had to put together a large amount of contracts in short amount of time. For city agencies, the crisis of a drastic increase in contracts became opportunity for the city to look at efficient and effective ways to put together contracts. Papria examined what was tried and what the results have been so far.

The public and philanthropic agencies that partnered to see the ARRA funding put to use brought in CCA to evaluate and overhaul the City's contracting and invoicing system. CCA is a partnership that builds probono teams, at no cost to the tax payer, focusing on long term structured and high impact work to improving city functions.

CCA did an indepth study of the City's contracting and invoicing practices and based on the data worked with the agencies with the highest volume to improve their practices. That overhaul is the beginning of what needs to be a much larger overhaul. Phase one created electronic contracting process in order to decrease time spent on contracting. The current system is maintained through continued collaboration between several of the agencies, the legal and finance departments. The partnership is currently looking at invoicing and auditing process. The objective is to consolidate auditing and bring more efficiency and transparency to that process.

The contracting project's goal was a 50% reduction in contract execution time. To do this, the team looked at ways to reduce, while shining light on quality control. Additionally, a major technical advance was made by moving from copying to scanning and creating an online boilerplate. Departments came to an agreement on general legal contracts and are no longer sending 40 or 50 pages, but rather an electronic link. Additionally, tracking contracts used to be impossible because the paper contracts would sit on multiple desks at a time (decreasing accountability). Now contracts are trackable and the data is being used for analysis and continuous system level improvement. Many steps are now electronic as well: budget revisions moved online; signed contracts already online, and budget. This will hopefully reduce deletions, so that delegates get paid promptly and in full.

The City's old process for processing contracts and invoices was convoluted and long. CCA helped the City remove many steps and squeeze out logjams and bottlenecks. The new process is shorter and linear. This is now an online transferring system where tracking is readily available. Tremendous benefit and new piece, is the performance management. Managers know now where contracts are in the system and what is happening. The program used helps managers gather data to see what needs to happen to keep contacts moving along.

This work has implications for other projects, namely data-driven diagnosis. From the start CCA dove into data and that focus drove the project. Originally CCA went into invoicing, but found that problems were in contracting. The sharing that occurred across agencies continues to make meaningful progress possible. Bringing everyone together to share knowledge and create process maps was extremely important. City agencies' and administrative departments' collaborative efforts yielded more understanding, support, and ideas. This collaboration continues with transparent performance management.

This project was executed fairly rapidly:

- May 2009 began analysis and data phase
- June 2009 deep dive into process
- October through February 2010 roll out and implementation
- Summer 2010 performance management

The people who were initially at the table are still there – with ownership and working on continuous improvement. The group is now bringing in smaller departments.

- In response to a question from Marco Jacome, Zarina Parpia explained that CCA conducted the initial training for employees on the new systems, however now the City is working on it. Because the technology of the overhaul is fairly straightforward training has not been a problem.

Laura Thrall inquired about the speed of the process with the City and wondered, if there was a potential this type of process at the state level. Parpia explained that this process had the full endorsement and weight of Mayor Daley, but the fixes made were made quickly and are not as deep as are needed. A larger scale systemic overhaul will take more time, but will be a worthwhile investment for the city. Secretary Saddler shared that contracting at IDHS is an ongoing challenge. Saddler invited CCA to make a presentation of leadership team at DHS. Framework is going to address overhaul of state (open door process) 1) intake, 2) eligibility, 3) case management, 4) provider database (communicating with providers, where they are), and 5) dealing with multiple billing systems. George Jones mentioned that providers do intake and eligibility and are able to share that data with state agencies; however, the billing practices are not aligned for easy information sharing. Marco Jacome added that some departments have direct billing, but continuous training is needed.

In response to Rep. Mulligan's inquiry Parpia shared that the vendor who put the City's new system together was on a performance contract.

Rep. Mulligan further inquired whether or not this new system could replace the auditing system. Parpia pointed out that the process she described was an internal process and not an auditing system but it will help departments understand some of their own operations.

Parpia closed with an overview of results. The number of City contracts increased by 300%. Special account processing time decreased from 20 down to 8 days. Workload increased tremendously, but turnaround time decreased tremendously. One of the outcomes was pared down comptroller scope which was replaced by ownership at department level. This change helped move contracts through more quickly. Managers continue looking at the numbers and will soon to have an overall comparison of month to month. CCA's initial thought was that contracting time would increase initially as emphasis was brought back to quality, but delegate agencies report that contracts are moving through the system faster.

Co-chair Le thanked Parpia and CCA for demonstrating how a moment of crisis was ceased as a great opportunity.

Closing of the discussion on the Framework Planning Process

Co-chair Le took the floor to discuss closing out the discussion of the Framework. Le asked Greg Wass and Susan Locke to provide more information around the budget cost. The HSC will need to work with the state to get more information and have a formal recommendation in the form of a motion at a later date. In the meantime, if there are Commissioners interested in getting more involved in the framework process, the framework project has requested HSC participation on the planning council. The Framework process is also open to all with visioning and community input exercises. Invitations will be sent to everyone. As for official representation on the council, the question remains on the table as to whether Commissioners would be representing their own organization or the HSC's positions. Specifically, Wass and Locke will have to sort out with HSC co-chairs how representatives would represent the complex views of the commission and how input would count, especially in terms of votes. Communication will continue about this issue via email between meetings.

Dee Ann Ryan requested that the commission take the preliminary step in endorsing the Framework planning process, if there is no cost for the State associated with the planning.

Discussion resumed with co-chair Le and Rep. David Leitch talking about the length of the process and whether or not it can be shortened. Secretary Saddler noted that she shares the impatience about the long, two-year time frame, but in talking with HSC providers around the country the long timeline is the norm and not the exception. HSC providers should continue to push their own team to achieve quicker internal solutions where possible. The consortium mentioned earlier is working on a modular approach, but success is not guaranteed; a long-term approach at the same time will help the agencies meet their overall goals of improvement. (The states participating in the consortium are diverse: Minnesota, Nevada, and West Virginia.)

Co-chair Le presented a motion for the Commission to support the framework planning process where and however possible, so that the planning can be done quickly. Denver Bitner proposed an amendment to the resolution to encourage that procedures be done as quickly as possible. Secretary Saddler noted that the five projects focusing on interoperability would be developed in a modular way where possible and that states were sharing information on developments in hopes that working together they could all meet their goal sooner. Ronquillo voted to second the motion in support of the Framework planning because the project goes to the core of the responsibilities of the HSC. Rep. Rosemary Mulligan expressed concern over voting on a planning process that would be further refined. Jim Lewis explained that the purpose of this stage of Framework is to lay out the groundwork of structuring conversation for public input in an organized way. The visioning process meetings would work from basic outlines, so that the public could react to a proposal instead of have an open table. Rep. David Leitch noted that no benchmarks have been built into the process yet. Eileen Durkin supported the motion as it stood for the planning process, as it has worked on projects concerning HIV. Secretary Arnold added that the framework is extremely important because it will guide how we put the pieces together for carrying out the project.

Co-chair Le closed the discussion for a vote.

For	Arthur Bishop (on the phone), Denver Bitner, Rosemary Connelly, Eileen Durkin, Rep. Sara Feigenholtz, Pam Heavens, Gary Huelsmann (over the phone), Anne Irving, Toni Irving, Marco Jacome, Richard L. Jones, Ngoan Le, Valerie Lies, Maria Pesqueira, Gregory Pierce (over the phone), Nancy Ronquillo, Dee Ann Ryan, Michelle Saddler, Nancy Shier
Against	Sen. Carole Pankau
Present	Rep. David Leitch, Rep. Rosemary Mulligan

The majority of Commissioners endorsed the motion to support the Framework Project planning.

Discussion and approval of proposed work plan for the second phase of the Commission's work

Co-chair Le briefed on the progress of the HSC so far and echoed Jerry Stermer's comments that this is critical time to decide where the Commission will focus its energy. In the first seven or eight months, interviews on how HSC focus attention, in the last meeting the HSC did some brainstorming on potential next steps. Additionally, the first report identified critical issues in the delivery of human services. Based on the emerging issues identified, a logical next step is to see what work has already been done. The state has many existing commissions and boards, some of which are doing related work.

Le shared a document outlining potential areas to be addressed by the HSC in the next three reports. This outline had already been drafted and circulated to a few technical support team members and

Commissioners. The document framed four issue arenas of work: system mission, system administration, social services delivery, and system funding. The Commissions represented are happening whether the Commission is at work or not. What we recommend is for the Commission to stay informed of the processes already at work.

In the second arena of work, administration, the HSC has seen that there are many opportunities to improve efficiencies across the systems. The state is required to report on outcomes, so the HSC must take on this work of how to document the value of public funds used for the human services the state provides.

The third arena of work is around improvement quality of services and delivery approach. While this work is not system-wide, there will be cross-cutting sector interest. How we go about doing this work is subject to being able to find the resources to support improvements.

Le opened the discussion to raise other issues that should be documented at this stage.

- Dee Ann Ryan brought up an issue that was raised at the June brainstorming session - the integration of mental health in primary health care. Le discussed the importance of healthcare reform in the integration of mental health. Additionally, the Framework Project will be critical to enabling the state to enroll the estimated half-million people result of Health Care reform. Progress made by the Framework Project to improve the states IT should help enable state agencies to manage that. Secretary Hamos added that a large challenge technologically will be to take care of the more than a million Medicaid and uninsured that will be able to enroll. Rep. David Leitch, noted that insurance companies are worried about being able to comply; the process will need to include performance metrics.
- Rosemary Connelly remarked that in the process of serving on the Commission and learning about human services in the state of Illinois that dependence on government funding is unsustainable. However, nothing has assured her that life is going to be different in the future for persons with developmental disabilities.
- Ann Irving inquired about how the individuals listed as potential leads and partners. Le responded that input is welcome as the work continues to identify individuals and organizations with expertise.
- In response to a request from Rep. Rosemary Mulligan, Secretary Hamos agreed to include a preliminary cost estimate in her presentation at the next HSC meeting. Hamos added that most of the implementation costs will be covered by federal funding in the initial years.

Le continued the discussion about the potential areas to be addressed by the HSC in the next three reports. With a primary objective for the HSC of looking at how humans services are funded today and how services should be funded an additional challenge will be to document, if and where the needs are that are currently not being met.

- Michele Carmichael noted that today's meeting focused on integrated delivery of cross system, however, child and adolescent issues very different from those of adult. A key point of entry for children and families are schools, making those institutions an important point of entry for mental and behavioral health of students.
- Secretary Arnold added that another point of departure for this could be to look at efficiencies. The HSC also has to make sure to keep in mind that many of the agencies are heavily federally funded. People working under programmatic areas have to stay under framework. HSC reports must consider how agencies operating currently in the field and how any changes will create

secondary consequences. Potential areas of HSC work A, B and C are separate issues. Changing the operational tones may be problematic because of funding (federal) disparities.

- Nancy Shier asked a question about how Commissioners will get involved in moving this work forward, Le noted that Commissioners can document their thoughts on a form to record feedback on the individual areas as well as note where they would like to be involved. With that form and today's meeting the co-chairs can begin to map out what work to move forward. Some of the work has already been taken on by other commissions and taskforces – in those instances it may just take a person to produce a report based on recent and accepted existing reports.

Work between now and the next meeting will include gathering Commissioner input, correcting errors on the draft documents reviewed and researching existing reports.

Meeting adjourned by noon.

Respectfully submitted by Simone Weil.