

# AISP Learning Community

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**Cohort 1, August 2017-January 2019**

# Acknowledgements

AISP would like to thank our generous funders. The 2017 AISP Learning Community was funded by the Annie E. Casey Foundation, with additional support for site participation through a 2016 federal Social Innovation Fund (SIF) grant. Funding from the John D. and Catherine T. MacArthur Foundation and the Laura and John Arnold Foundation supported the production of expert panel reports and AISP Technical Assistance curriculum development.

This material is based upon work supported by the Corporation for National and Community Service (CNCS). Opinions or points of view expressed in this document are those of the authors and do not necessarily reflect the official position of, or a position that is endorsed by, CNCS or the Social Innovation Fund.

# Context

## Integrated Data Systems

Local and state governments collect vast amounts of data in the course of delivering social services to children and their families. Unfortunately, many communities still struggle to assess program impacts and improve program quality because data are rarely connected across agencies. Without the capability to link and share data across agencies, the analysis needed to identify potential policy and service improvements becomes difficult, if not impossible. Integrated Data Systems support data integration and a collaborative inquiry process focused on ethical use of data that results in actionable intelligence.

## IDS Technical Assistance Overview

Actionable Intelligence for Social Policy (AISP) is an initiative of the University of Pennsylvania that focuses on the development, use, and innovation of integrated data systems (IDS) for policy analysis and program reform. AISP's Technical Assistance approach reflects a belief that data sharing is a deeply relational process, rather than a technical endeavor. The TA is organized around on-going, often weekly, communication with sites and three in-person training seminars. Seminar I (October 2017) brought together 11 multi-disciplinary site teams (6 sites who are part of the Empowering Families initiative, and 4 who are only receiving the IDS-side of the TA) for the first time. These sites include Broward County FL; California; Colorado; Connecticut; Iowa; King County, WA; Massachusetts; North Carolina; Oregon; Rhode Island; and Utah. Seminar I (10/2017) focused on the ethics surrounding administrative data linkage, key privacy laws and regulations, and IDS governance models and foundational agreements. Seminar II (3/2018) focused on building an IDS, specifically helping sites begin to conceptualize their IDS "Business Use Model" and build technical and procedural infrastructure, including data models need to measure 2-generation outcomes. Seminar 3 (10/2018) focused on conducting high impact use cases, staffing, and sustainability.

## Empowering Families Overview

The Empowering Families Initiative is a national cohort of communities working to improve outcomes for children and families through the use of Integrated Data Systems (IDS) and outcomes-oriented contracting. Through the Empowering Families Initiative, six state and county governments receive up to two years of technical assistance from Third Sector and Actionable Intelligence for Social Policy (AISP). Empowering Families sites seek to improve coordination of programs to foster the family well-being of parents and their children using the two-generation approach.

# Goals of Technical Assistance

- 1** **Increased use of data to better understand and meet community needs:** Site teams received individualized coaching and site-based support from AISP on the development and use of IDS, including support to develop broad stakeholder engagement, foundational legal agreements, data governance processes, support for the development of technical data infrastructure, and high-value use cases. Site teams attended three in-person seminars with pre-work and post-work assignments, engage in cross-site calls focused on specific topics, interact with AISP Network Sites, and have access to a online platform to access resources and engage with peers.
- 2** **Alignment of data, funding, services and policy to improve family outcomes:** Alignment of data, funding, services and policy to improve family outcomes: Third Sector's technical assistance includes support for implementing new outcomes-oriented contracting models across agencies and/or specified funding streams. Steps in the TA process include: landscape analysis, data gathering and stakeholder engagement, as well as "desired end state" visioning and gap assessment to identify major obstacles. Sites worked to develop demonstration projects with implementation support and capacity-building to train agency staff to execute new contracting process that can be replicated and scaled at the agency or jurisdiction level.
- 3** **Inter-agency coordination of funding and services:** Each project engages multiple agencies as partners in combining data systems and contracting efforts to deliver improved family outcomes. This multi-agency approach promotes increased collaboration around measurable outcomes goals and increases the systems-change impact of each project.

This report provides an update on the IDS progress across the 10 sites in the AISP Learning Community Cohort #1. Six of the sites were also a part of the Empowering Families cohort – site progress on contract and funding technical assistance will be compiled and shared by Third Sector at the end of the SIF grant period in late 2019.

# Summary of Site Progress for IDS Development

## Staffing

We found a clear relationship between staffing and outcomes of IDS development.

- The sites with a strong facilitator AND consistent site team made steady progress across all components of IDS development.
- In all, the TA model underestimated the impact of staffing capacity, transitions and turnover.
- By January 2019, 9 out of 10 sites have a strong facilitator / staffing plan / and sustainability plan.

## Executive Support

Executive level support remains a critical lever in IDS development. By January 2019, 9 out of 10 sites have strong executive support that was largely developed through strategic stakeholder and value proposition conversations.

## Foundational Agreements

At the onset of the TA period, only 1 site had foundational agreements in place. By January 2019, 5 additional sites collaboratively created and then executed foundational agreements. And three additional sites have draft agreements and are currently routing for signatures.

## Governance

In September 2017, no sites had a governance approach, and several sites planned to approach IDS development without a governance structure or accompanying agreements. This viewpoint changed through the TA process, with all sites embracing the need for strong governance, and 7 sites implementing an approach and 3 sites in the process of implementation.






## Technical Capacity

At the onset of the TA, it was clear that some sites had approached this work as a technical project. 5 sites began with technical capacity, and by January 2019, all but one site has technical data infrastructure in place, with the ability to conduct cross sector inquiry projects. All sites have varying approaches for data management and integration, across a wide range of price points.

## Use Cases

By January 2019, all sites have conducted, or in 1 case has planned, 1 or more high interest use case with a strong value proposition for a variety of data partners.

# Baseline, September 2017

LC Site	Facilitator	Site team	Staffing Plan	Exec Support	Foundational agreements	Governance	Technical Capacity	Use Case	Sustainability Plan
COHORT 1									
Broward County	+	+		+					
California, CHHS+CDN	+	+		+					
Colorado	Δ								
Connecticut	+			+					
Iowa	+	+							
King County	Δ								
Massachusetts	+	+		+					
Oregon	+	+	✓	+	✓				
Rhode Island	+	+		+					
Utah	+	+		+					

+ = strength


Δ = in transition, needs to transition

✓ = completed

~✓ = almost completed

Ⓒ = in progress





✍ = drafting

 = under construction

 = limited capacity

 = significant capacity

# June 2018


LC Site	Facilitator	Site team	Staffing Plan	Exec Support	Foundational agreements	Governance	Technical Capacity	Use Case	Sustainability Plan
COHORT 1									
Broward County	+	+	✓	+	~ ✓	✓		~ ✓	✓
California, CHHS+CDN	+	+	✓	+	✓	✓		✓	✓
Colorado	+	+	~ ✓	+		✓		~ ✓	✓
Connecticut	+	Δ	Δ	Δ					
Iowa	+	+	✓	+		~ ✓		~ ✓	
King County	+	Δ	✓	+				~ ✓	✓
Massachusetts	+	+	✓	+	✓	✓		✓	✓
Oregon	Δ	Δ	✓	+	✓	✓		✓	✓
Rhode Island	+	+	✓	+	✓	✓		✓	✓
Utah	+	Δ	Δ	+				✓	✓


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# January 2019


LC Site	Facilitator	Site team	Staffing Plan	Exec Support	Foundational agreements	Governance	Technical Capacity	Use Case	Sustainability Plan
COHORT 1									
Broward County	+	+	✓	+	~✓	✓		~✓	✓
California, CHHS+CDN	+	+	✓	+	✓	✓		✓	✓
Colorado	+	+	✓	+	✓	✓		~✓	✓
Connecticut	+	Δ	Δ	Δ					
Iowa	+	+	✓	+	✓	✓		✓	✓
King County	+	Δ	✓	+				✓	✓
Massachusetts	+	+	✓	+	✓	✓		✓	✓
Oregon	Δ	Δ	✓	+	✓	✓		✓	✓
Rhode Island	+	+	✓	+	✓	✓		✓	✓
Utah*	+		✓	+				✓	✓


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# Broward County, Florida

Children’s Services Council (CSC) is the backbone organization of Broward County’s Children’s Strategic Plan (CSP) and has developed the Broward Data Collaborative, an IDS, to improve outcomes, service systems, and two-generation programming and to decrease racial disparities across Broward County. The governing board for the Broward Data Collaborative includes the Florida Departments of Juvenile Justice and Children and Families, the Early Learning Coalition, ChildNet (the local child welfare agency), the Broward Behavioral Health Coalition, Broward County Public Schools and Broward County Human Services Department. The BDC is in the process of executing an Enterprise Data Sharing Agreement. The IDS is supported by a part-time IDS Director and data management positions funded by the CSC. As part of its commitment to racial equity, CSC conducted a pilot community participatory action research project related to youth involved with justice, child welfare and behavioral health systems. This research project was conducted by youth, front line staff, managers and researchers to support inclusive voices in local research and evaluation to improve community outcomes, while building their capacity to serve on the Broward Data Collaborative governing board. The Broward Data Collaborative has also been instrumental in coordinating a monthly meeting of all IDS efforts in Florida, including Palm Beach, Pinellas, and Miami/Dade.

Name of IDS	Broward Data Collaborative
Geography	Broward County, Florida
Lead organization(s)	Children’s Services Council of Broward County
Key Data	DJJ, K-12, Non-profit organizations, Behavioral & Mental Health, Child Welfare, CSC prevention programs
Use Case(s)	Community Participatory Action Research with justice system involved youth and staff

# California Health & Human Services

The California Health and Human Services (CHHS) Agency and the Children's Data Network (CDN) at the University of Southern California partnered to improve services for and generate knowledge about the citizens of California through the integration of departmental records that currently reside in distinct data systems. Foundational agreements, policies, procedures for sustained data sharing and integration were established, as well as an IRB application for the initial use case project. This facilitated a statewide audit of CHHS data holdings leveraged for internal purposes, such as budgeting, program planning, and policy development. In addition, this work has allowed CHHS and the CDN to partner more efficiently and effectively to produce data that can be made available to external researchers interested in the analysis of data about specific topics and/or demographic groups. Several high impact projects have been completed, including record reconciliation across all of CHHS—the goal of this initial collaboration. In addition, all governance documents, policies, and procedures developed in parallel with this work is publicly available: [http://chhsdata.github.io/dataplaybook/resource\\_library/#datasharing](http://chhsdata.github.io/dataplaybook/resource_library/#datasharing).

Name of IDS	CHHS Client-Centered Collaboration
Geography	California
Lead organization(s)	California Health and Human Services Agency
Key Data	Medicaid, Behavioral & Mental Health, Public Health, Child Welfare, ECE, TANF, SNAP, WIC
Use Case(s)	Record reconciliation across all departments within CHHS, allowing analysis of cross-agency involvement, <a href="http://www.datanetwork.org/research/chhs-annual-record-reconciliation/">http://www.datanetwork.org/research/chhs-annual-record-reconciliation/</a>

# Colorado

The Governor's Office of Colorado in partnership with the Colorado Evaluation and Action Lab has developed LINC to support timely and cost-efficient research, evaluation, and analytics using integrated data across state agencies. LINC has been designed to connect and build upon existing state technology efforts to promote data sharing such as the Government Data Advisory Board's guidance, Colorado's Health IT Roadmap led by the Office of eHealth Innovation, and a Medicaid-supported Joint Agency Interoperability project. The approach is a federated model where the data providers retain control over their data, and data are only transferred to the linking hub for approved projects. The value of LINC for state agencies is that it frontloads the legal and data security decisions so they aren't revisited for every use case, relieves the burden on agency staff to coordinate cross-agency responses to data requests, and relies on a fee-for-use model where agencies recoup the costs associated with data contribution. By the end of 2019, it is anticipated that LINC will have at least 7 data partners, three completed use cases, and 5-10 additional active use cases.

<b>Name of IDS</b>	Linked Information Network of Colorado (LINC)
<b>Geography</b>	Colorado
<b>Lead organization(s)</b>	Governor's Office of Information Technology
<b>Key Data Partners</b>	The Colorado Departments of Human Services, Public Health and Environment, Health Care Policy and Finance, Labor and Employment, and Higher Education
<b>Use Case(s)</b>	<ol style="list-style-type: none"><li>1. Increasing college success by identifying ways to better support student parents in the higher education system</li><li>2. Targeting housing vouchers to vulnerable multisystem utilizers who would benefit most from housing stability</li><li>3. Uplifting unemployed Coloradans by strategically targeting those in greatest need of high-touch reemployment services.</li></ol>

# Connecticut

The Office of Early Childhood (OEC) has been leading a team of state agencies and stakeholders to build a foundation for collaboration to utilize data to improve outcomes for children and families. This team includes leadership, legal counsel, and technical experts from the Office of Early Childhood, Department of Social Services (DSS), and the Office of Policy and Management (OPM). This group is working to leverage existing technical and governance system assets, in collaboration with the CT Chief Data Officer and university based researchers at the University of Connecticut, to enhance the use of data in the state for policy and program decision-making, including outcomes oriented contracting. A governance structure with foundational agreements has been developed and are in the process of being executed. Use case development is underway, and will be likely in the intersection of social service provision, early childhood education, and employment.

<b>Name of IDS</b>	(tentative name) Connecticut's Integrated Data System
<b>Geography</b>	Connecticut
<b>Lead organization(s)</b>	Office of Early Childhood
<b>Key Data Partners</b>	Office of Early Childhood, Department of Social Services, Office of Policy and Management. University of Connecticut, Chief Data Officer for State of CT
<b>Use Case(s)</b>	In development

# King County, Washington

King County, Washington, home to Seattle and several other large cities, has created an integrated data hub for Health and Human Services in King County that supports cross-departmental client-level reporting and analysis. Since 2017, the team has developed a robust identity matching and mapping process, using Informatica tools, for three core health and homelessness data resources. As of 2018, the King County Departments of Community and Human Services, Public Health, and Information Technology have successfully and routinely linked across Medicaid, Behavioral Health, and HMIS. These client-level data resources will continue to be used for program evaluation, internal quality improvement, and support of care coordination through tools providing client-level look up and sentinel event alerts based on role-based access. Data partners and departmental privacy and compliance officers continue to develop and implement data use requirements and foundational agreements while refining the final governance framework. An initial meeting of the Integrated Data Hub Data Stewardship Council occurred in Feb 2019. As the Data Hub develops, the project team seeks to incorporate additional county data sources, including data from the Department of Adult and Juvenile Detention, Emergency Medical Services, and the Health Care for the Homeless Network.

<b>Name of IDS</b>	King County Integrated Data Hub
<b>Geography</b>	King County, Washington
<b>Lead organization(s)</b>	King County Department of Community and Human Services
<b>Key Data Partners</b>	King County Department of Community and Human Services and Public Health
<b>Use Case(s)</b>	Client-level data resources are used for program evaluation, internal quality improvement, and support of care coordination through tools providing client-level look up and sentinel event alerts based on role-based access

# Iowa

This state-university partnership has built an IDS focused on early childhood to support Iowa's investments for more effective and efficient coordinated systems of care for young children and their families. Building from a legislative mandate through *Early Childhood Iowa* that commissions state departments toward collaboration, the IDS brings together leadership from Departments of Management, Public Health, Human Services, Education, Human Rights, and Workforce Development and faculty at Iowa State University with prior experience building and using IDS in other municipalities. While there are multiple data integration solutions within departments, this work has been focused on bridging between systems. There is strong stakeholder engagement through the *Early Childhood Iowa* networks, which has been a significant asset to the early development work. The team has updated data inventories, developed governance documents, executed foundational agreements, and have conducted in depth stakeholder interviews with data partners to craft an initial inquiry agenda.

<b>Name of IDS</b>	(Tentative name) Iowa's Early Childhood IDS
<b>Geography</b>	Iowa
<b>Lead organization(s)</b>	Iowa Department of Management / Iowa State University
<b>Key Data Partners</b>	Departments of Management, Public Health, Human Services, Education, Human Rights, and Workforce Development
<b>Use Case(s)</b>	Understanding and improving collaboration within Iowa's Birth-to-Five system is a priority for ECI. Accelerated by a recently awarded Preschool Development Grant (US DHHS and DE), Iowa is using their IDS to examine the experiences of young children and their families from birth to kindergarten entry, including service utilization patterns in home visiting programs, state-funded preschool, Head Start, and subsidized child care with a focus on vulnerable and underserved populations. Through the Empowering Families work, led by the Department of Human Rights, the team is focusing attention on implementing Two-Gen strategies to achieve improved outcomes for families participating in TANF, including the Family Development and Self Sufficiency Program (FaDSS), which offers home visitation services to families receiving TANF cash assistance.

# Massachusetts

The Commonwealth of Massachusetts brought together key staff from each Secretariat in state government to solve shared challenges—the ability to fully leverage data as a strategic asset. The XOC Data Sharing Workgroup has collaboratively developed a standard approach to data sharing to be used by all agencies. This standard approach includes an overarching Memorandum of Understanding for data sharing, and a template for “Data Use License Agreements” (DULA) that Executive branch agencies use for individual data sharing projects, and a governing body, the Data Steward Council, comprised of representatives from each Secretariat to facilitate this new data sharing process. This new approach to data sharing processes establishes a solid foundation that can support specific integrated data system projects more effectively, allowing the Commonwealth to put our constituents at the center of our work and better orient our programming towards outcomes. Agencies across the Commonwealth are providing services and benefits with the objective of supporting their clients in improving their well-being, self-sufficiency, and economic stability. While these individuals may have multiple needs, each agency is primarily designed to serve a single need and operate independently from one another, even if they are serving the same client.

<b>Name of IDS</b>	(current name) Cross-Secretariat Operations Council (XOC) Data Sharing Workgroup
<b>Geography</b>	Massachusetts
<b>Lead organization(s)</b>	Executive Office of Education/Executive Office of Technology Services and Security
<b>Key Data Partners</b>	All Executive Branch Agencies are signatories on eMOU, including child welfare, early childhood, employment, TANF, SNAP, Housing, K-12, Workforce
<b>Use Case(s)</b>	With the support of Third Sector, the Commonwealth has facilitated meetings across all participating agencies to build consensus around the first data use license agreement that leverages the Statewide MOU. Through this process, the Commonwealth has developed frameworks to address broader issues related to privacy protection, data ownership, usage rights, and architecture that will expedite the process of accessing data at scale. This data use license agreement will provide each agency with insights into utilization patterns of selected benefits and job training and educational programs, as well as track progress on education, employment, and wage outcomes.

# Oregon

The Office of Forecasting, Research and Analysis (OFRA), a shared service of Oregon's Department of Human Services (DHS) and Oregon Health Authority (OHA), developed the Integrated Client Services (ICS) which has been in operation since 2008 and maintains a dynamic and longitudinal connection between people across multiple state programs and agencies in Oregon. ICS currently integrates data from OHA, including Medicaid, WIC, and Vital Statistics; from DHS, including SNAP, TANF and Child Welfare; and from external agencies, including Department of Corrections, Employment, and Housing. ICS has been used to project costs, study correlations and outcomes, and develop predictive models to serve the people of Oregon. This technical assistance has focused on developing and refining governance processes, including stakeholder engagement, management of the ICS Steering Committee, revisions to foundational legal agreements and the data use approval process, and working to expand data partners to include Oregon Youth Authority, Oregon Department of Education, Juvenile Justice, Homeless Management Information System, and Revenue.

<b>Name of IDS</b>	Integrated Client Services (ICS) Data Warehouse
<b>Geography</b>	Oregon
<b>Lead organization(s)</b>	Oregon Department of Human Services
<b>Key Data Partners</b>	Oregon Department of Human Services, Oregon Health Authority, Department of Corrections, Employment, and Housing.
<b>Use Case(s)</b>	Creation of the Oregon Child Integrated Database containing data elements from all DHS and OHA programs (i.e., SNAP, Medicaid, Child Welfare, etc.), Education, Youth Authority, and Home Visiting. Used by the Center for Evidence-based Policy to investigate short and long term outcomes related to children and the services they receive in Oregon. Additionally, ICS uses its person level index to create approximately 20 to 25 integrated datasets a year that are used for integrated research, reporting, and program evaluation. <a href="https://www.oregon.gov/DHS/BUSINESS-SERVICES/OFRA/Pages/index.aspx">https://www.oregon.gov/DHS/BUSINESS-SERVICES/OFRA/Pages/index.aspx</a>



# Rhode Island

The Rhode Island Executive Office of Health and Human Service Ecosystem has developed an integrated data system to improve agency performance and operational analytics, quality improvement, and data-informed decision making among EOHHS and partner Rhode Island agencies. The Ecosystem is comprised of an Executive Team of approximately eight personnel at varying levels of commitment responsible for the leadership, management, and technical and operational oversight of the project. There is also an established Executive Board comprised of agency directors which guides the ecosystem's direction and selects signature projects as well as a Data Stewards Group (Data Owners) that ensures appropriate use of data and products. A cross-agency eMOU is in place which outlines the data sharing between agencies and permissible use cases for ecosystem projects. Inquiry projects are prioritized through the governance process, and several high impact uses have been conducted.

Name of IDS	Rhode Island Ecosystem
Geography	Rhode Island
Lead organization(s)	Executive Office of Health and Human Services
Key Data	Vital statistics, Medicaid, Behavioral and Mental Health, Healthcare utilization, Child welfare, Early childhood, Workforce training, Employment, TANF, SNAP
Use Case(s)	Understanding familial and child factors that correlate with future child maltreatment, which demonstrated negative effects on the medical experience; Active contract management tools and dashboards for Managed Care Organizations and Accountable Entities; Deep dives on the experience of chronic conditions; and Show what differentiates those who sustain recovery from opioid use disorder from those who do not

# Utah

During the 2016 Utah Legislative Session, Governor Gary R. Herbert signed HB0003, which allocated \$2 million to the Department of Technology Services (DTS) to coordinate with the Commission on Criminal and Juvenile Justice (CCJJ), the Governor's Office of Management and Budget (GOMB), State Courts, the Department of Corrections, the Board of Pardons and Parole, and counties to “provide resources for local governments and the state to plan, scope, design and begin implementing an integrated data system.” The IDS supports improved services to “vulnerable populations,” including homeless individuals and families, individuals with mental illness and/or substance abuse issues, and individuals undergoing rehabilitation through the criminal (and juvenile) justice system(s). Approximately half of the funds were invested to provide a technological infrastructure to extract and merge data. The inaugural project assists in sentencing decisions by integrating conviction evidence from the courts with additional facts gathered by pre-sentencing investigators at Corrections from local law enforcement, behavioral health agencies, and families to provide judges with more timely and complete information. Additional IDS projects within OMB will focus on improving workflows and outcomes for other vulnerable populations.

Name of IDS	Workflow Intelligence System
Geography	Utah
Lead organization(s)	Utah Governor’s Office of Management and Budget
Key Data Partners	Governor’s Office of Management and Budget, State Courts, the Department of Corrections, the Board of Pardons and Parole
Use Case(s)	The initial use case supports sentencing decisions by integrating conviction evidence from the courts with additional facts gathered by pre-sentencing investigators at Corrections from local law enforcement, behavioral health agencies, and families to provide judges with more timely and complete information.

# Utah\*

The Utah Department of Human Services is creating an integrated data system to inform program design and service delivery for children, families, and adults served by child welfare, juvenile justice, substance abuse, mental health, aging, and disabilities services. Currently, each of these programs are administered in separate divisions that function independently. Many customers are also engaged with public assistance, workforce, and health programs managed by other departments. Anecdotally, lots of individuals are working simultaneously with two or more of these programs and agencies – yet the state does not know how many. The lack of integrated data for those served by multiple programs may contribute to increased costs associated with extended lengths of stay and repeated episodes (recidivism) for those whose needs are not met initially. The primary goal of the new IDS is to provide an infrastructure that supports meaningful and observable progress toward customer-driven, youth-guided goals and outcomes. Data from multiple internal and external sources will become decisive knowledge to inform policy and practice.

Name of IDS	Management Information Center
Geography	Utah
Lead organization(s)	Utah Department of Human Services
Key Data Partners	Currently, child welfare, juvenile justice, mental health and substance abuse, disability services, and aging services; later, add Medicaid, TANF, SNAP, child care subsidies, unemployment insurance benefits, employment (earnings and obtained employment), job training, and education (public K-12 and public higher education)
Use Case(s)	In development