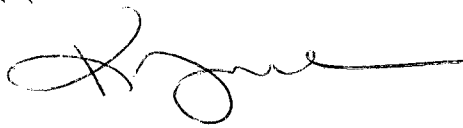


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EFFICIENCY IN SCHOOLING AND SOCIAL SERVICES
A STUDY OF ROCKLAND COUNTY

DEFINITIONS OF PROGRAM MODELS

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In the current professional literature, there are five articulated approaches to defining efficiency in the relationship of schooling and social services. These five are named and then briefly defined below. There is also on the last page a summary of the features of these models, presented as answers to the key design questions for school/service systems. Examples of each model are also listed on the final page.

1. **Coordination** -- the traditional Tayloresque perspective;
2. **Cooperation** -- the systems perspective;
3. **Collaboration** -- the quality perspective;
4. **Community Building** -- the citizenship perspective;
5. **Knowledge Community** -- the informed policy perspective.

The first perspective we refer to is the Specialized Coordination or the Tayloresque approach (1). Studies relying upon this conventional perspective of efficiency use a traditional job specialization and "time and motion" perspective. The boundaries of the organizations are tightly drawn, so that non-members are excluded; thus, there is little if any community participation involved in making decisions about program efficiency. In searching for efficiencies, one would focus on the specific operations or the carefully defined "work" of each job holder. Efforts to become more efficient and to increase productivity would involve reducing the use of resources, namely workers and/or the time and energy they devote to their specific jobs. Often, such an approach calls for the "reduction of paper work" as the chief avenue to efficiency.

In effect, according to this perspective, in order to gain efficiency one does not attempt to change the way the system of pieces and parts

interrelate or how jobs work together. Instead, one focuses on changing only individual jobs, ignoring for the moment how these jobs are connected one to another or how the clients' needs call for basic changes in the work of the various offices of the service system. Efficiency in this instance results from changing a piece of work or several pieces of work. As for the social services, individuals gain access by going from service to service seeking help. Individual services may refer clients from one service to another. Separate eligibility criteria are maintained. Crisis orientation predominates. Individual clients are passive recipients. Key examples are guidance and counselling services offered by contract through community based organizations, contracted health clinics, and intergenerational programs with senior volunteers.

The second perspective we call the **cooperative systems approach (2)**. With this perspective efficiency focuses on how the pieces of the work form a system where jobs relate to one another. It focuses on the interdependencies among individual workers and their responsibilities. The basic call is for greater cooperation, built upon better communication. One argues that if existing units only work together better with greater clarity, everything will be more effective and efficient. Some information about services is exchanged, but not necessarily integrated.

The usual system's reference is to relationships among inputs, budgets, or resources; to work processes in prescribed areas of service; and sometimes to the consequences of work or the performance of the system. In this perspective, one is primarily concerned with how individual jobs relate to one another so that work processes flow smoothly. In short, the focus is on the processes of the organization.

Efficiency results by changing the connections between existing resources, current work processes, and results of work; thus, according to this perspective, efficiency results largely from better communication and coordination within the existing system. Access to services remains fragmented and the system functions on a referral basis. Individuals are treated as passive recipients, as patients. Key examples are the Mott Community School program, shared transportation services, cooperative special ed placements among districts, and joint case management teams.

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The third perspective, a collaborative quality perspective (3), is more comprehensive, including major aspects of the other two perspectives. Unlike the other two perspectives, however, the quality approach further assumes that the system itself exists to satisfy some consumer need, want or desire and that the goal is quality as seen by the service recipient. The focus is more external. The entire existing system itself becomes problematic or variable and the subject of assessment, redesign, and change in relation to the external environment. Service providers adopt a search perspective. People outside the service organizations, however, tend to be the objects of study and not active "searchers" or partners in the process.

The system is more efficient if it satisfies a greater number of clients and/or satisfies them at a higher level, thereby generating more support for the system in the larger political arena, while saving the cost of social remediation. Efficiency in this perspective is always defined in terms of client responses, not simply in terms of more efficient resource utilization or efficiency in the coordination of traditional work processes.

Access to services is often integrated and case management replaces heavy reliance upon referrals. Clients are primarily passive recipients of services. The service orientation is often preventive in nature. Key examples are San Diego's New Beginnings and New York State's PINS Adjustment program.

The fourth perspective, community building (4), calls for a more interactive and reciprocal set of relations between service personnel and clients in the processes of providing services. An efficient educational support system functions in the community. Partners engage in studying their mutual problems in the community, actively engaging in taking action to improve life in the community. Their mission is to develop their neighborhood so that all families are self-sustaining in a healthy state within their active community.

The school serves as a center of planning, where professionals, students, and other adults engage in meaningful action research. This healthy state entails mutual obligations or reciprocal action in which all members observe both their rights and their responsibilities, as opposed to simply collecting their entitlements. To reach this state, existing service systems must undergo constant improvements that result from

collaboration and projects that involve action research.

Individuals are active agents, responsible for the welfare of their community. Instead of an orientation that emphasizes the "needy" and the "experts" there is an active sense of respectful partners who work together. Access to comprehensive services is fully integrated. The service orientation is clearly on prevention and the promotion of health. Key examples are Covello's work as principal of Ben Franklin High School, James Comer's School Development Program, New York State's Community School Program, and Levin's Accelerated Schools program.

The fifth perspective, knowledge community (5) is also a community building model. Like the others, it focuses on the citizens who comprise the school community and focuses on prevention and health promotion. Its primary aim is to engage citizens, including students, directly in public policy discourse: to create knowledgeable citizens who sustain and improve the community. In lieu of a partnership based on "projectitis" there is a long term commitment among partners.

Their work differs from that of other models in that it incorporates more completely the management perspective of W. Edwards Deming, who called for smart workers who assess the quality of their work processes. In addition to focusing on the quality of life in the community as defined by the citizens themselves, these individuals also emphasize data-based inquiry or the constant monitoring of quality indicators. In most other models, data are collected for official reports and/or are accessible to selected experts or officials. This model differs in that it strives to use data to educate all members of the community as a means of improving the service community.

New information age technology makes it possible to collect and display rather sophisticated information in forms, such as charts and infomapping techniques, that permit public discourse in an informed manner. Use of this model engages the broader community in the assessment of operations and policy making aspects of the system. The primary example of this model is the Turner Middle School, associated with the University of Pennsylvania.

Handwritten notes:
The fifth perspective is the most important one. It is the only one that is truly community building. It is the only one that is truly participatory. It is the only one that is truly democratic. It is the only one that is truly transformative.

OVERVIEW MODEL	SPECIALIZED COORDINATION	SYSTEMS COOPERATION	QUALITY COLLABORATION	COMMUNITY BUILDING	KNOWLEDGE COMMUNITY
KEY EXAMPLES	Community Based Organization CBO Health Clinics Intergenerational Senior Volunteers	Transportation Joint Case Management Teams Special Ed Placements Mott Program	New Beginnings PINS Adjustment	Ben Franklin IFSP Community Schools Program Comer School Development Program Levin's Accelerated Schools	Penn Action Research
1. SERVICE MISSION					
Scope	Categorical	Categorical	Comprehensive	Ed Program/ Service	Community Life
Orientation	Fragmented	Relational	Holistic	Shared philosophy	Shared philosophy
Focus	Crisis	Remedial	Preventive/Remedial	Preventive	Preventive/Inquiry
2. CLIENTS					
Service Target	At-Risk Clients	At-Risks Clients	Client Community	Community at large	Community at-large
Catchment	Non-aligned	Varied	Aligned	Aligned	Aligned
Perspective	Passive Client	Passive Client	Partner	Active Partner	Advocate
Distribution	Unknown	Unknown			
3. GOVERNANCE					
Involvement System	Limited Workers Separate/legal	Limited Execs Separate Linked	Common Council Jt Fiscal Plan	Citizens Integrated Advocacy	Citizens with data Informed Advocate
4. ORGANIZATION					
Entry/Access	Multiple/ separate	Multiple	One Stop	Proactive One Stop	Proactive One STop
Autonomy	Contract	Contract	Professional	Self-governance	Self-Governance
Authority	Legal	Legal	Negotiated	Reciprocal	Reciprocal
Specialization	Defined JOB	Defined Job	Expanded	Expanded	Analytic
5. ACCOUNTABILITY					
Capital Resources	Fiscal	+ Human	+ Social	+ Social/Expertise +	Knowledge creation
Measures	Cases Served	Remedial/ crisis	Preventive	Proactive/Preventive	Functnal Community
Efficiency Criteria	Job Descriptions	Gaps/ Overlap	Strategic Plans	Preventive	Efficacy

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1. SERVICE MISSION

Scope, Orientation, Focus

2. CLIENTS

Target, Catchment, Perspective

3. GOVERNANCE

Involvement, System

4. ORGANIZATION

Access, Authority, Specialization

5. ACCOUNTABILITY

Capital, Criteria, Measures

