



Office of
Financial Management
STATE OF WASHINGTON

Activity Inventory Performance Measure Assessment

Department of Social and Health Services
Aging and Disability Services Administration

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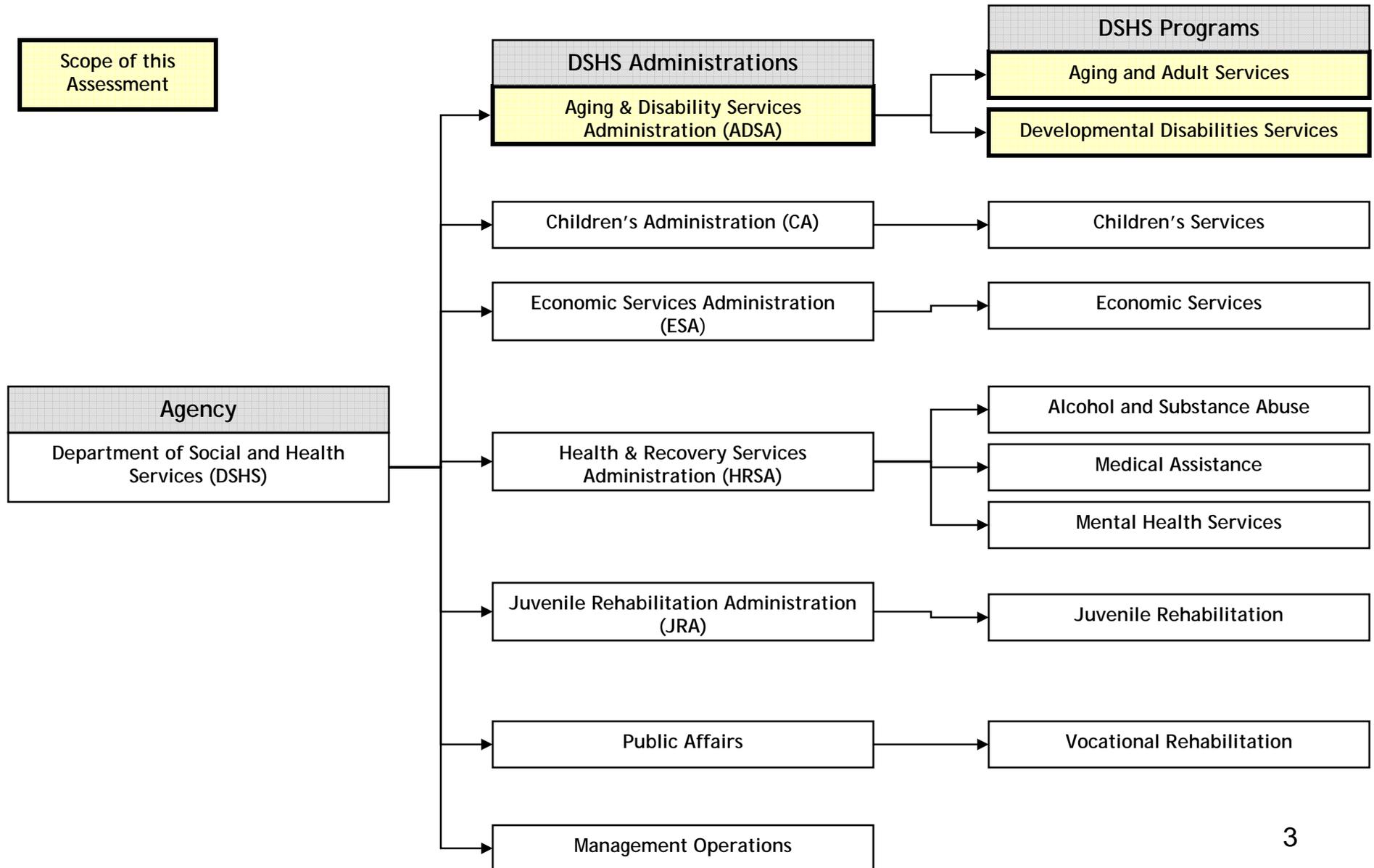
Roger Wilson

Based on a review of the following: The ADSA strategic plan, budget activity inventory, and interviews with agency participants.

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DSHS Administration/Program Alignment - Scope of this Assessment



Current Strengths and Good Practices

- Most of the measures demonstrate desirable trends indicating progress and desirable change.
- Actual performance meets or exceeds targets in most measures.
- All of the current budget activity measures are also tracked and used internally as strategic plan measures.

Comments About the Budget Activity Measures

- There are a good number of outcome and process-level measures.
- Some of the titles include programmatic names and jargon, but for the most part are understandable.
- In general, the activities and measures associated with developmental disabilities cover a good breadth of the program, but many lack sufficient data to tell a good story of performance.
- In contrast, the activities and measures associated with long term-care have sufficient data, but with only two measures and seven activities without any measures, the full breadth of the performance story is not being told.

Potential Improvements

1. Most of the data used to make the charts in this assessment is not currently entered into the Performance Measure Tracking (PMT) system. ADSA and the OFM Budget Analyst need to ensure this data is entered into the system in a timely manner.
 - The important measure of percentage of clients living in the community needs more data to tell the performance story on which 11 different budget activities depend.
2. The measures in the PMT are not logically connected with a “So that...” chain of causality. ADSA & OFM should work to develop a logical performance story of process, output, and outcome measures.
3. There are 7 different budget activities associated with long-term care that have no performance measures linked to them. ADSA and OFM need to see if some of the related measures from the strategic plan can be used to measure the performance of these activities.
4. Shorten some of the titles by eliminating programmatic references and jargon.

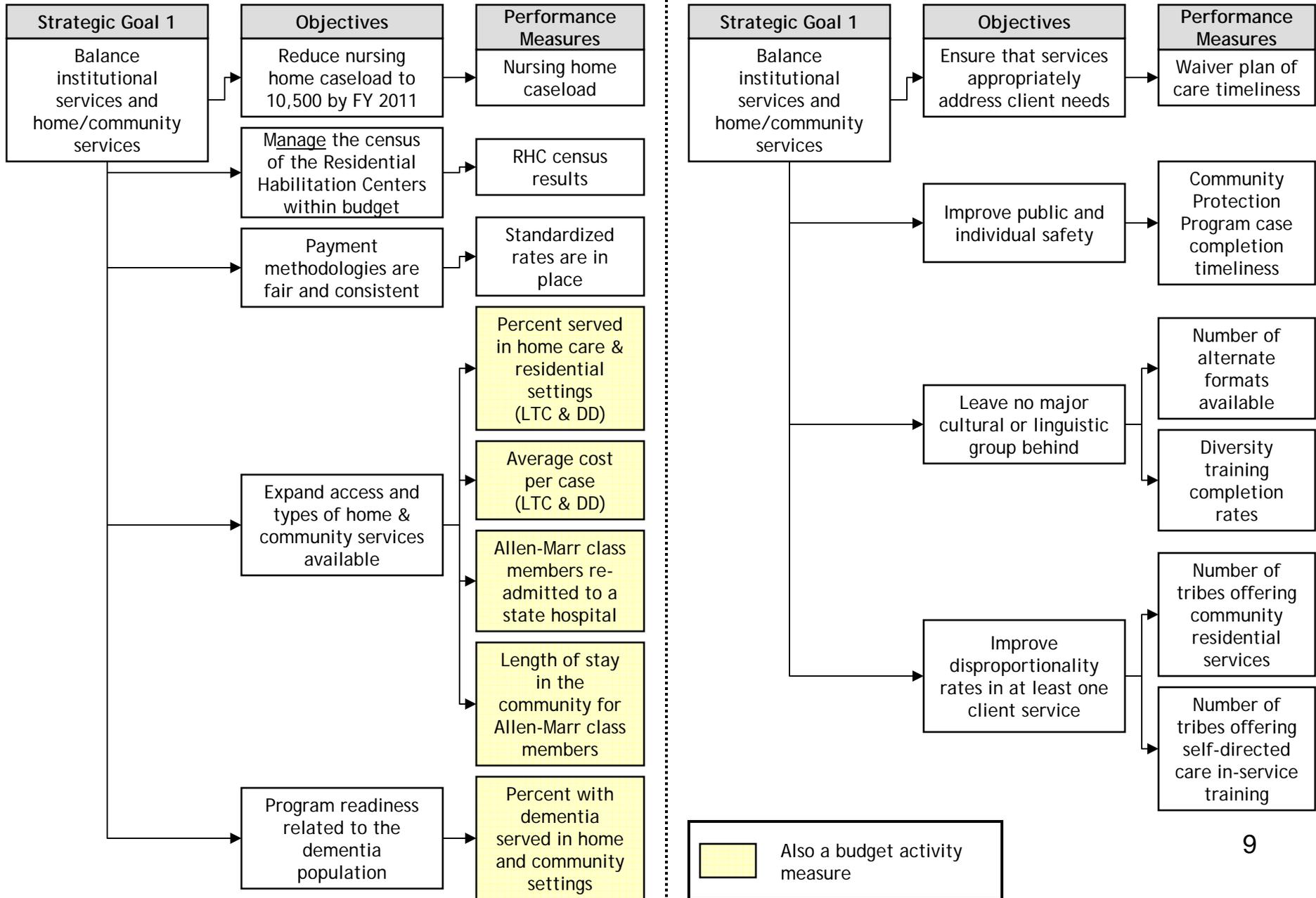
Analysis of Current Activity Measure Data

- Many measures demonstrate stable and predictable trends. Trends are usually caused and maintained by specific changes to key process components.
 - The undesirable increasing trend in the average cost per long-term care client, and the undesirable decreasing trend in the percentage of developmentally disabled adults earning a wage should become a focal point of management and budget/policy root cause analysis and improvement efforts.

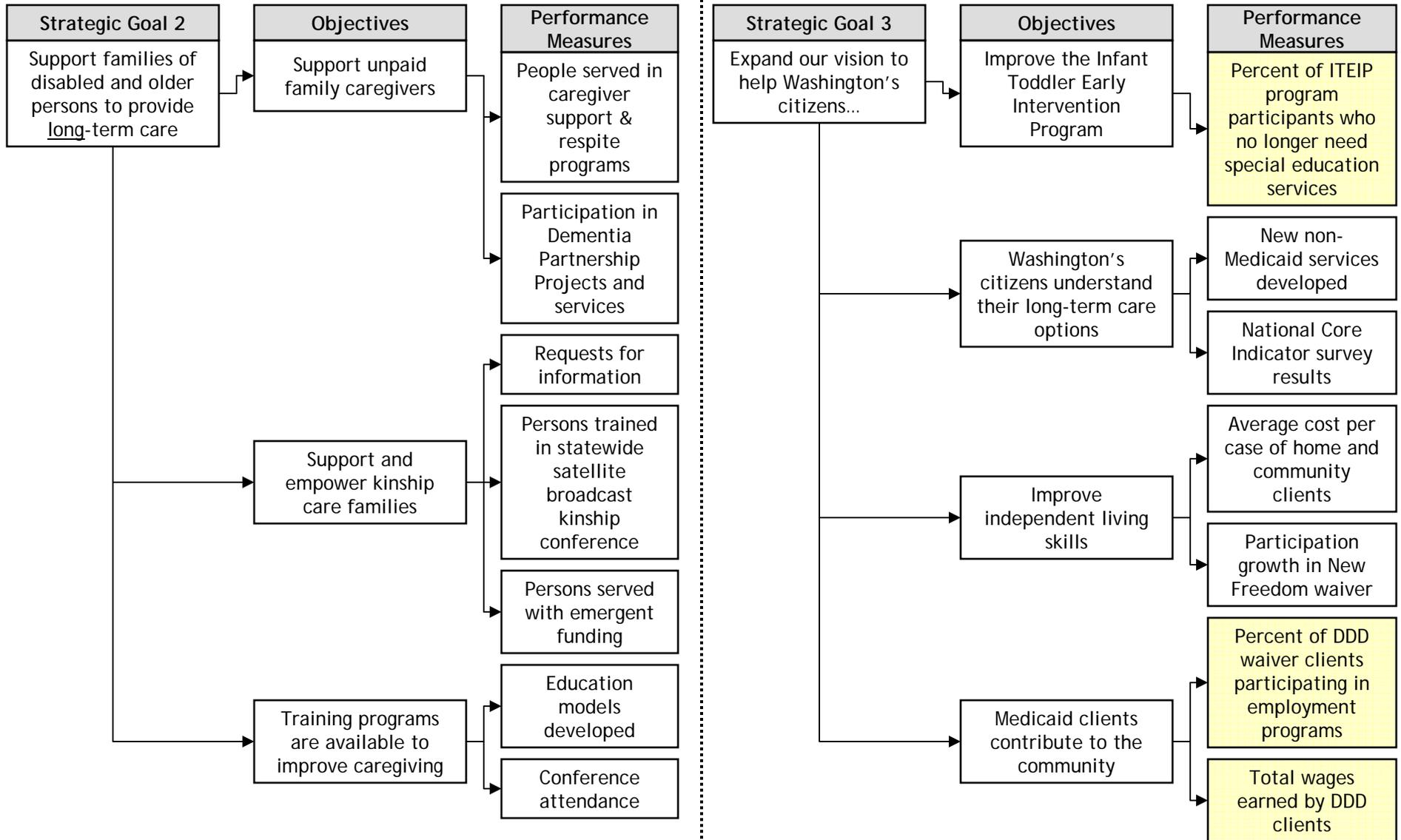
Agency Comments and Future Actions

- This assessment has helped ADSA think about what measures we can actually impact. For example, reductions in the average cost per case have been one of our most important measures since 1996 when we began reducing reliance on more expensive institutional settings. Our policies continue to focus on serving people in home and community settings and managing costs but the cost in home and community settings has largely been driven by policies outside of ADSA control. Other measures may also be less relevant today than they once were. One of the activities we will do over the next year is talk about whether some of our measures need significant change.
- Another activity will be to focus on updating the PMTS data more frequently. We have data for all of the current measures, we just haven't updated the PMTS as frequently as necessary.

Agency Strategic Plan Performance Measures

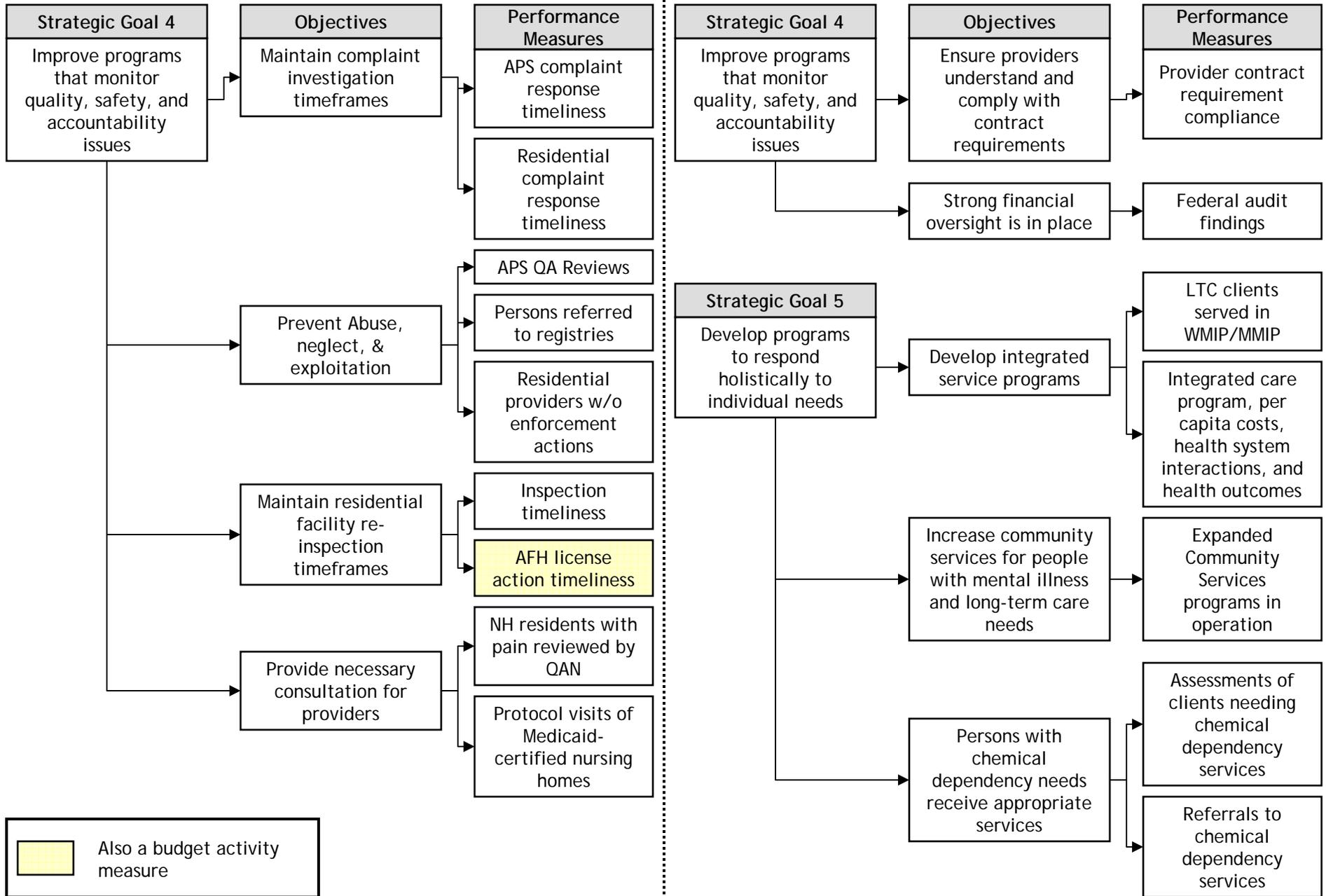


Agency Strategic Plan Performance Measures (cont.)

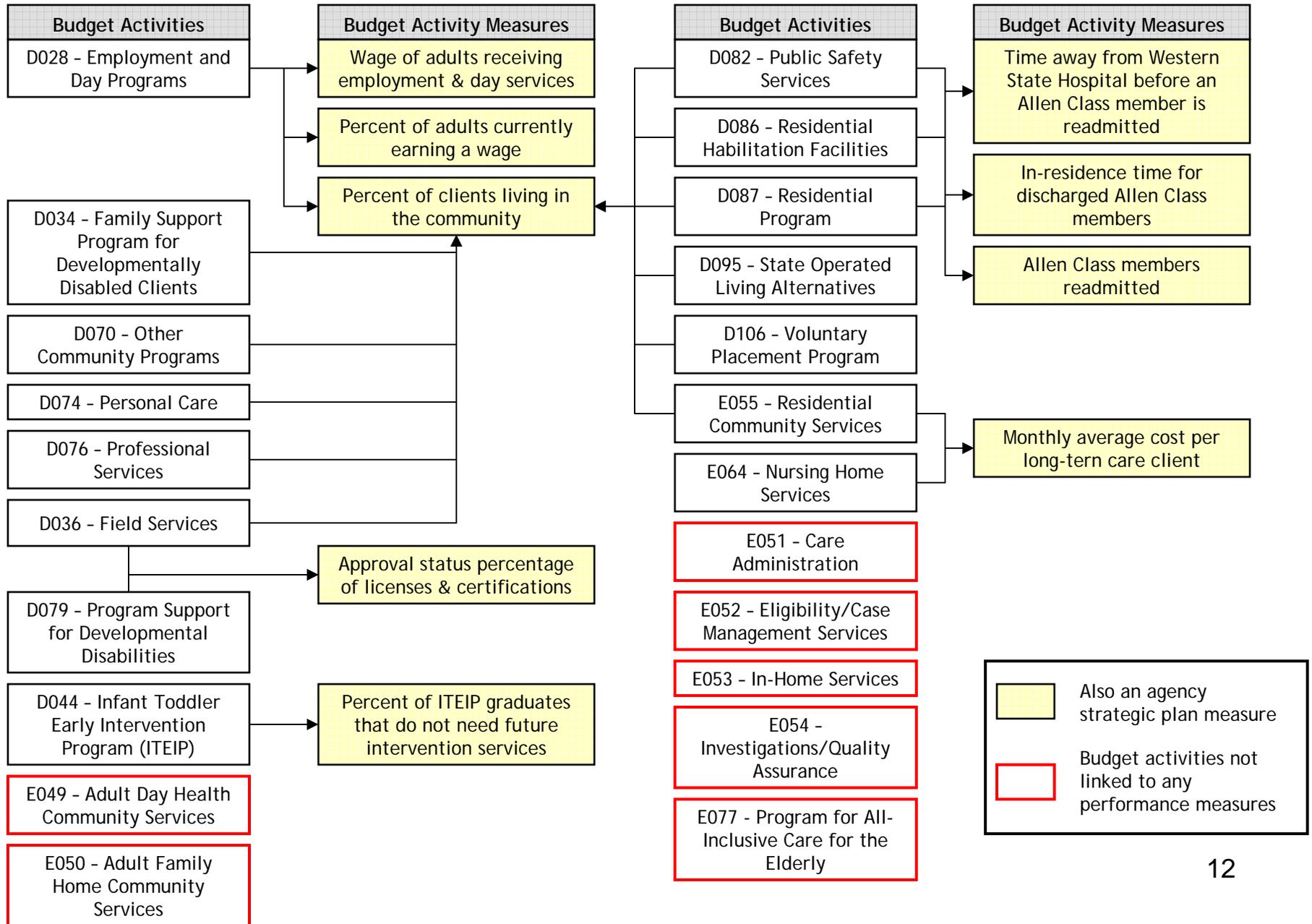


 Also a budget activity measure

Agency Strategic Plan Performance Measures (cont.)

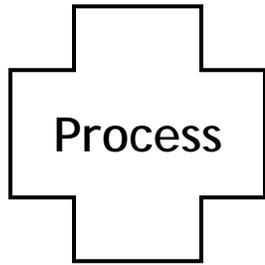


Budget Activities and Measures



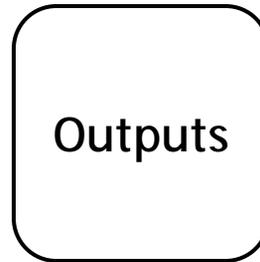
Budget Activity Performance Measure Perspectives

⑤ Process characteristics the customers/stakeholders want



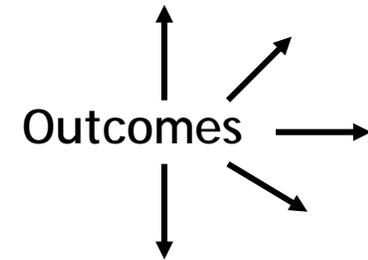
⑥ Process characteristics the agency wants

③ Product/service attributes customers/stakeholders want



④ Product/service attributes the agency wants

① Customer/stakeholder desired outcomes



② Agency desired outcomes

Approval status percentage of licenses & certifications (DD) ⑤

Allen Class members readmitted (DD) ⑥

Monthly average cost per long-term care client (LTC) ⑥

Wage of adults receiving employment & day services (DD) ①

Percent of clients living in the community (DD & LTC) ① ②

Percent of adults currently earning a wage (DD) ②

Percent of ITEIP graduates that do not need future intervention services (DD) ① ②

In-residence time for discharged Allen Class members (DD) ① ②

Time away from Western State Hospital before an Allen Class member is readmitted (DD) ① ②

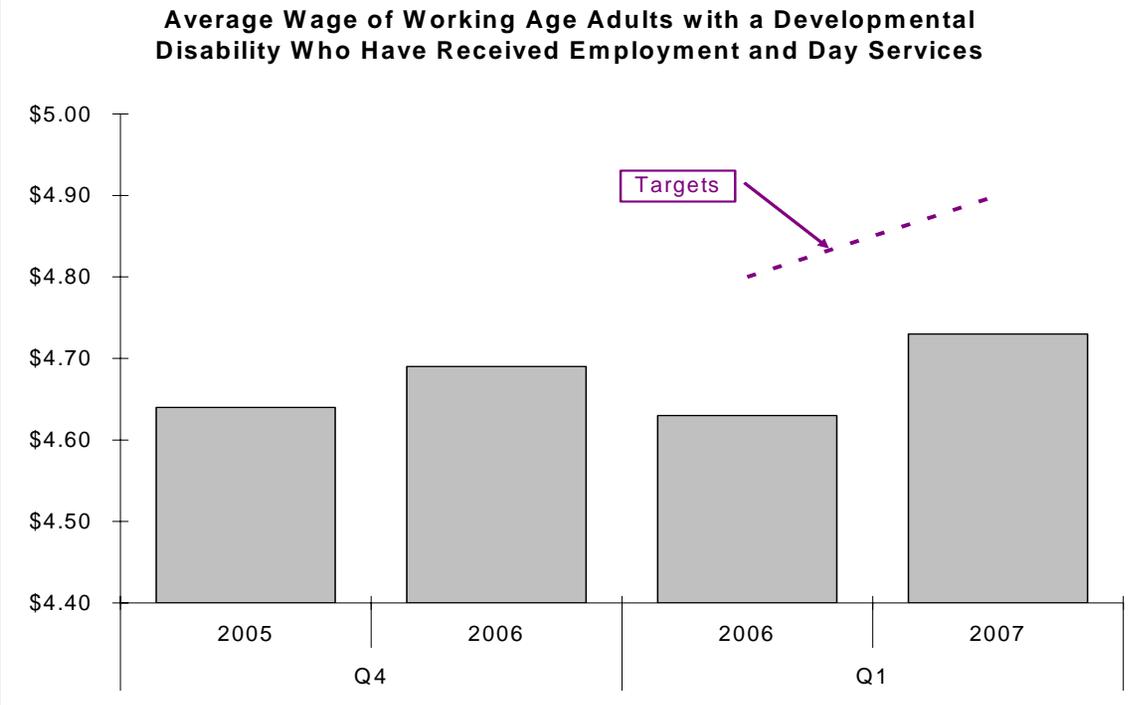
Legend

Budget Activity Measure

Strategic Plan and Budget Activity Measure

Activity Measure Assessment - Average Wage

Performance Measure Description: On average this is how much organizations pay developmentally disabled employees.
Budget Activity Links: D028 - Employment and Day Programs
Category of Measure: Outcome
Analysis of Variation: Not enough data
Analysis of Targeted vs. Actual Performance: Not enough data, but the time periods shown have never reached the targeted levels of performance



Comments About Desirable Characteristics

Relevance: Good	Timeliness: Poor - Data is only available once per year with a long lag time.
Understandability: Good	Reliability:
Comparability: Good - However, since every state sets a different minimum wage and Washington's is higher than most, it would be fair to assume Washington will rank high.	Cost Effectiveness: Good - Data comes from automated reports and is used for more than one purpose. However accessibility may be poor since the agency does not collect this data directly.

General Comments & Explanations:

ASDA recommends removing this measure from PMTS.

Agency Comment: The decrease in average wage is related to the inclusion of harder to serve clients via our working age adult policy. It is a good thing that very disabled people are being encouraged to work -not necessarily a problem that their wages aren't high.

Activity Measure Assessment - Percent of DDD Clients Living in Community

<p>Performance Measure Description: Living in community settings is less expensive and preferred to living in institutions/hospitals.</p>	<p style="text-align: center;">Percentage of Clients Living in the Community</p> <table border="1"> <caption>Percentage of Clients Living in the Community (2005-07)</caption> <thead> <tr> <th>Quarter</th> <th>Actual Performance (%)</th> <th>Target (%)</th> </tr> </thead> <tbody> <tr> <td>Q1</td> <td>97.1</td> <td>96.9</td> </tr> <tr> <td>Q2</td> <td>97.2</td> <td>96.9</td> </tr> <tr> <td>Q3</td> <td>97.2</td> <td>97.0</td> </tr> <tr> <td>Q4</td> <td>-</td> <td>97.0</td> </tr> <tr> <td>Q5</td> <td>-</td> <td>97.1</td> </tr> <tr> <td>Q6</td> <td>-</td> <td>97.1</td> </tr> <tr> <td>Q7</td> <td>-</td> <td>97.1</td> </tr> <tr> <td>Q8</td> <td>-</td> <td>97.1</td> </tr> </tbody> </table>	Quarter	Actual Performance (%)	Target (%)	Q1	97.1	96.9	Q2	97.2	96.9	Q3	97.2	97.0	Q4	-	97.0	Q5	-	97.1	Q6	-	97.1	Q7	-	97.1	Q8	-	97.1
Quarter		Actual Performance (%)	Target (%)																									
Q1		97.1	96.9																									
Q2		97.2	96.9																									
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Q4	-	97.0																										
Q5	-	97.1																										
Q6	-	97.1																										
Q7	-	97.1																										
Q8	-	97.1																										
<p>Budget Activity Links: D034, D070, D074, D076, D036, D082, D086, D087, D095, D106</p>																												
<p>Category of Measure: Outcome</p>																												
<p>Analysis of Variation: Not enough data for any analysis, but the three data points seem fairly stable.*</p>																												
<p>Analysis of Targeted vs. Actual Performance: For the three reported quarters, actual performance has meet or exceeded targeted levels.</p>																												

Comments About Desirable Characteristics		General Comments & Explanations:
<p>Relevance: Good</p>	<p>Timeliness: Poor - There appears to be a considerable lag in the availability of current data.</p>	
<p>Understandability: Good</p>	<p>Reliability: Good - the measure does not appear to be a proxy measure for some other process attribute.</p>	
<p>Comparability: Good - This data is collected in other states.</p>	<p>Cost Effectiveness: Good - data collection methods don't appear to be overly complex, and the data is also used in internally to track performance.</p>	

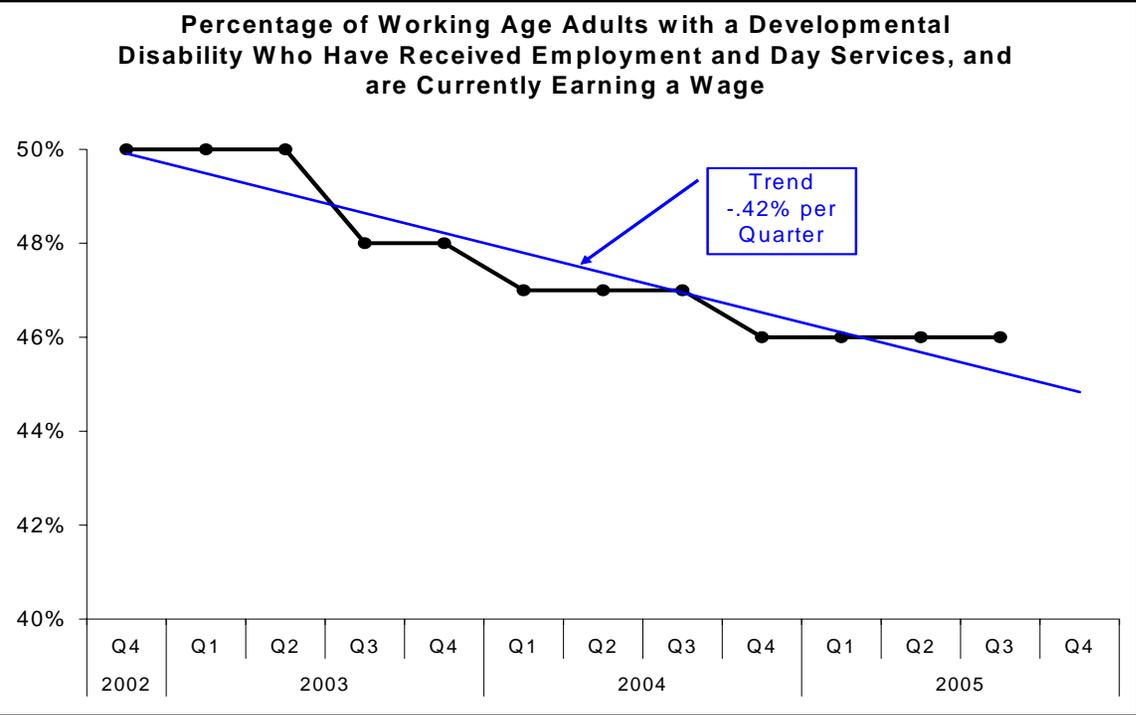
General Comments & Explanations:

Agency Comments:
*More data will be entered.

Some states have no institutions for persons with developmental disabilities. People who have a need for institutional services and choose those services must be admitted. ADSA is focusing efforts on maintaining institutional expenditures within budget levels by improving family support programs and improving assessment methods to support community placement.

Activity Measure Assessment - Percent Earning a Wage

Performance Measure Description: Earning a wage is a key element of self-sufficiency.
Budget Activity Links: D028 - Employment and Day Programs
Category of Measure: Outcome
Analysis of Variation: There is a downward (Undesirable) stable and predictable trend that shows no signs of weakening.*
Analysis of Targeted vs. Actual Performance: Targets for 2007-09 (not shown on this chart) indicate that an increasing rate of 47-49% in 2007-09 is desirable.*



Comments About Desirable Characteristics	
Relevance: Good	Timeliness: Poor - The last data available were from the 4 th quarter of the Federal fiscal year 2005.
Understandability: Good, although the title is very long.	Reliability: Fair - The measure could also be picking up signals from the local economy, and not just measuring program effectiveness.
Comparability: Good - This data can be compared to other states.	Cost Effectiveness: The measure is also used for internal management purposes.

General Comments & Explanations:

* ADSA will need to make significant and sustainable changes to its processes or funding to reverse this trend.

Agency Comment:
WA's emphasis has been on providing employment services to more people. The result is that people who are harder to place in jobs receive services, causing the downward trend.

Activity Measure Assessment - ITEIP Graduates Not Needing Intervention

Performance Measure Description: Tracks the success of the program's early intervention programs.

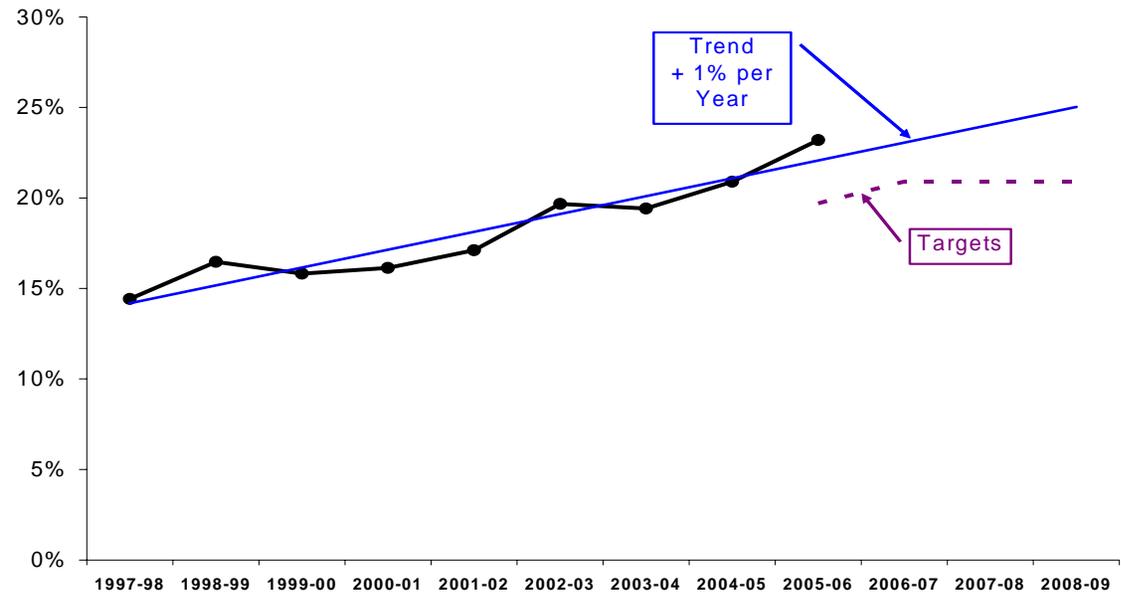
Budget Activity Links: D044 - Infant Toddler Early Intervention Program (ITEIP)

Category of Measure: Outcome

Analysis of Variation: There is an upward (desirable) stable and predictable trend that shows no signs of weakening.

Analysis of Targeted vs. Actual Performance: If the trend continues, the actual performance will quickly exceed targeted levels.

Percentage of Infant, Toddler Early Intervention Program (ITEIP) Graduates that No Longer Need Future Intervention Services



Comments About Desirable Characteristics

Relevance: Good - One of the program's goals is to intervene early enough to teach and promote as much self-sufficiency as possible.

Timeliness: Annual data is never timely, but seems appropriate for this type of measure.

Understandability: New Title Suggested by ADSA: "Percent of children, birth - 3, who no longer need special educational services upon graduation from ITEIP."

Reliability: Good - the measure does not appear to be a proxy measure for some other process attribute.

Comparability: Poor - The operational definition of the data set is different in other states

Cost Effectiveness: The measure is also used for internal management purposes.

General Comments & Explanations:

As of the time of this evaluation, the causes for the upward trend are still unknown.

Activity Measure Assessment - Allen Class Time Away Before Readmission

Performance Measure Description: Allen Class = Persons with developmental disabilities who resided in Western State Hospital

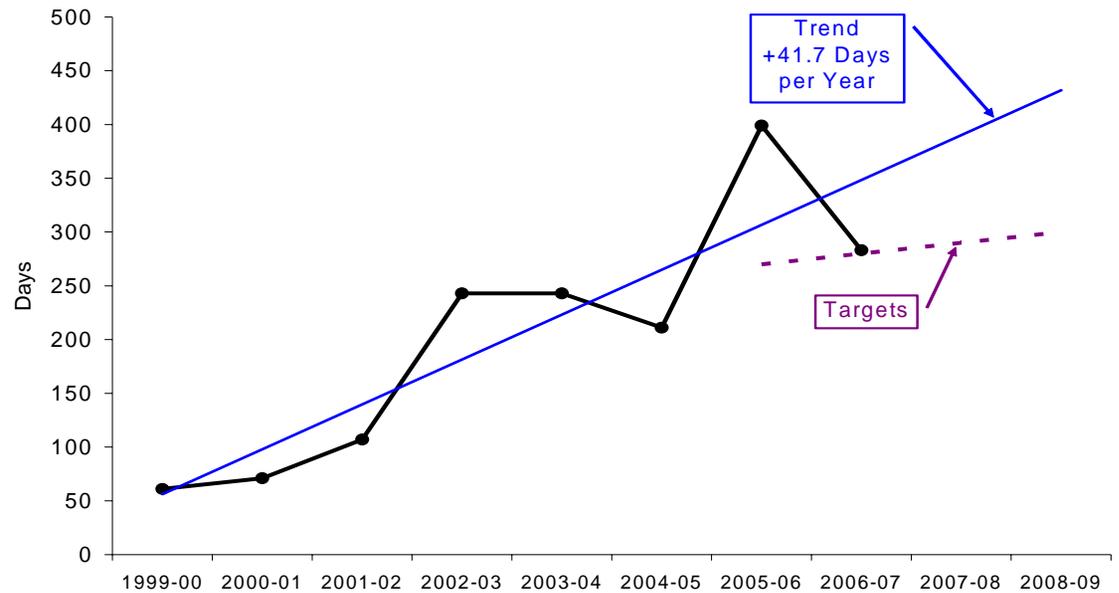
Budget Activity Links: D082-Public Safety Services, D086-Residential Habilitation Facilities, D087-Residential Program

Category of Measure: A process-level measure of an undesirable characteristic.

Analysis of Variation: There is an upward (desirable) stable and predictable trend that shows no signs of weakening.

Analysis of Targeted vs. Actual Performance: Actual performance exceeds targeted levels and should continue to do so if the trend continues.

Average Time Away from Western State Hospital Before an Allen Class Member is Readmitted



Comments About Desirable Characteristics

Relevance: Good - The program is designed to providing treatments that allow patients to live outside an institution for as long as possible.

Timeliness: Annual reporting cycles are never timely, but the data for the last complete year is available.

Understandability: Poor - The term, "Allen Class" means little outside of ADSA.

Reliability: Funding of case management affects this measure.

Comparability: Unknown

Cost Effectiveness: Good - The data is also used in internally to track performance.

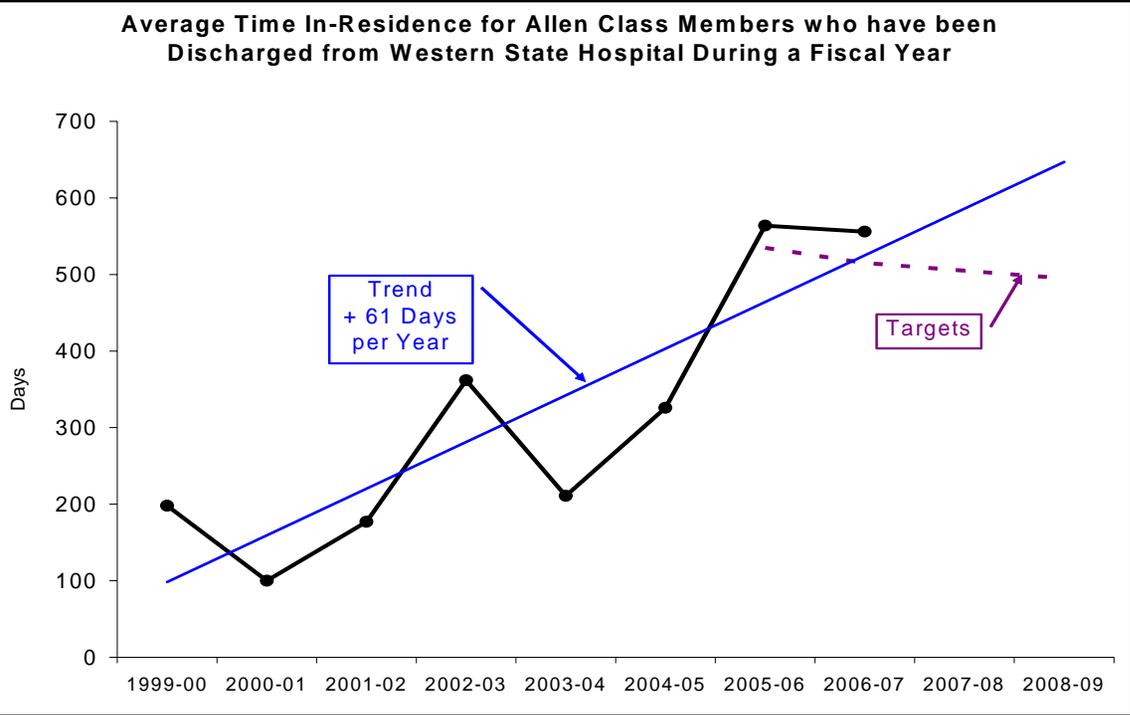
General Comments & Explanations:

Agency Comment:

This measure shows length of stay in community placements for people with developmental disabilities who have been released from Western State Hospital. Frequent case management intervention is key to ensuring that home and community placements remain successful.

Activity Measure Assessment - Allen Class Average Time In-Residence

Performance Measure Description: The amount of time a patient spends in the hospital receiving treatment.
Budget Activity Links: D082-Public Safety Services, D086-Residential Habilitation Facilities, D087-Residential Program.
Category of Measure: A desirable outcome of treatment programs
Analysis of Variation: There is an upward (undesirable) stable and predictable trend that shows no signs of weakening.
Analysis of Targeted vs. Actual Performance: Since the desirable direction is down, the last two years data above the target is problematic.



Comments About Desirable Characteristics	
Relevance: Good - This is a stated desirable outcome of the program.	Timeliness: Annual reporting cycles are never timely, but the data for the last complete year is available.
Understandability: Poor - The title and the actual description do not match.	Reliability: See Agency Comments*
Comparability: Unknown	Cost Effectiveness: Good - The data is also used in internally to track performance.

General Comments & Explanations:

*Agency Comments:
 ADSA wants to remove this performance measure.

People stay in the Residential Health Centers if we don't have money to serve them in the community. We have proviso funding for this population so we've been able to serve some. However, the proviso limits the average service cost in the community. If an individual needs a higher cost community service, they may not be able to be placed in the community.

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Activity Measure Assessment - Allen Class Readmissions

Performance Measure Description: Allen class = Persons with a developmental disability who have resided in Western State Hospital.

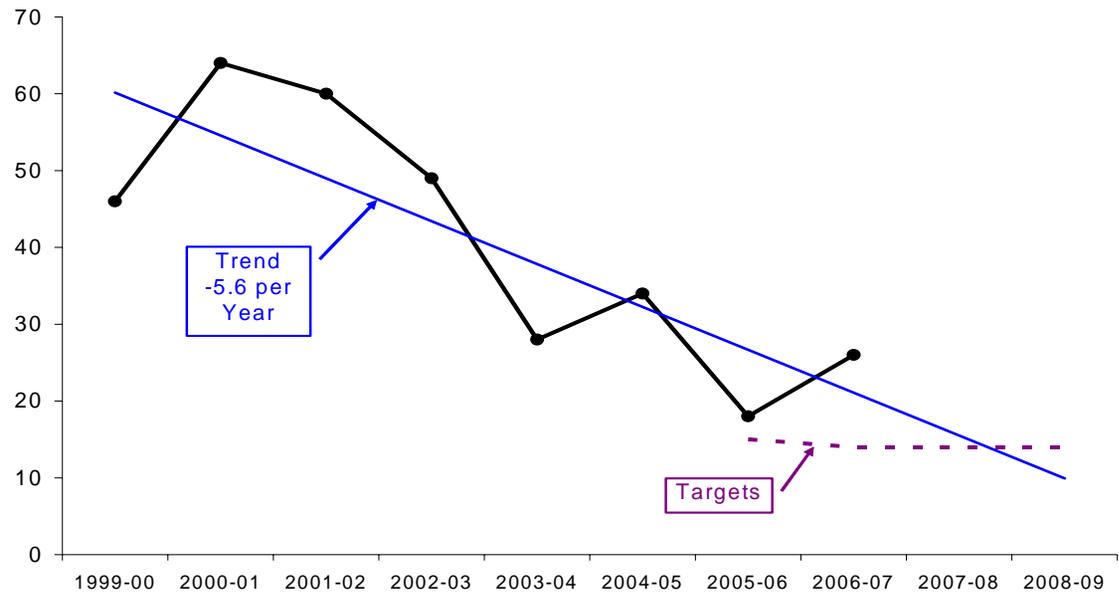
Budget Activity Links: D082-Public Safety Services, D086-Residential Habilitation Facilities, D087-Residential Program

Category of Measure: An undesirable process-level characteristic (Error Rate)

Analysis of Variation: There is a downward (Desirable) stable and predictable trend that shows no signs of weakening.

Analysis of Targeted vs. Actual Performance: The direction of the trend is approaching targeted levels.

Number of Annual Readmissions of Allen Class Members to Western State Hospital



Comments About Desirable Characteristics

Relevance: Good - It follows that readmission to an institutional setting goes against the desire to increase community-based care alternatives

Understandability: Poor - The term, "Allen Class" means little to anyone outside ADSA

Comparability: Unknown

Timeliness: Annual reporting cycles are never timely, but the data for the last complete year is available.

Reliability: Good - the measure does not appear to be a proxy measure for some other process attribute.

Cost Effectiveness: Good - The data is also used in internally to track performance.

General Comments & Explanations:

Agency Comments:

This measure shows readmission to Western State Hospital for people with developmental disabilities who have been served in home and community settings. Frequent case management intervention is key to ensuring that home and community placements remain successful.

Activity Measure Assessment - Long-Term Car Average Cost per Client

<p>Performance Measure Description:</p>	<p style="text-align: center;">Monthly Average Cost per Long-Term Care Client</p> <table border="1"> <caption>Estimated Data from Graph</caption> <thead> <tr> <th>Quarter</th> <th>Actual Cost (\$)</th> <th>Target Cost (\$)</th> </tr> </thead> <tbody> <tr><td>2003-Q1</td><td>1635</td><td>1660</td></tr> <tr><td>2003-Q2</td><td>1670</td><td>1695</td></tr> <tr><td>2003-Q3</td><td>1635</td><td>1665</td></tr> <tr><td>2003-Q4</td><td>1645</td><td>1665</td></tr> <tr><td>2004-Q1</td><td>1695</td><td>1695</td></tr> <tr><td>2004-Q2</td><td>1760</td><td>1775</td></tr> <tr><td>2004-Q3</td><td>1765</td><td>1800</td></tr> <tr><td>2004-Q4</td><td>1755</td><td>1800</td></tr> <tr><td>2005-Q1</td><td>1785</td><td>1795</td></tr> <tr><td>2005-Q2</td><td>1795</td><td>1795</td></tr> <tr><td>2005-Q3</td><td>1745</td><td>1755</td></tr> <tr><td>2005-Q4</td><td>1770</td><td>1700</td></tr> <tr><td>2006-Q1</td><td>1800</td><td>1655</td></tr> <tr><td>2006-Q2</td><td>1810</td><td>1690</td></tr> <tr><td>2006-Q3</td><td>1820</td><td>1700</td></tr> <tr><td>2006-Q4</td><td>1830</td><td>1710</td></tr> </tbody> </table>	Quarter	Actual Cost (\$)	Target Cost (\$)	2003-Q1	1635	1660	2003-Q2	1670	1695	2003-Q3	1635	1665	2003-Q4	1645	1665	2004-Q1	1695	1695	2004-Q2	1760	1775	2004-Q3	1765	1800	2004-Q4	1755	1800	2005-Q1	1785	1795	2005-Q2	1795	1795	2005-Q3	1745	1755	2005-Q4	1770	1700	2006-Q1	1800	1655	2006-Q2	1810	1690	2006-Q3	1820	1700	2006-Q4	1830	1710
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<p>Budget Activity Links: E055 - Residential Community Services and E064 - Nursing Home Services, E052 Elig/cm, E053 in-home, E077 PACE</p>																																																				
<p>Category of Measure: A process-level measure of the cost to provide service.</p>																																																				
<p>Analysis of Variation: There is an upward (undesirable) stable and predictable trend that shows no signs of weakening.</p>																																																				
<p>Analysis of Targeted vs. Actual Performance: Actual data closely follows the targets through Q4 of 2005-07. Future targets inexplicably take a sharp drop in contrast to escalating cost pressures.*</p>																																																				

Comments About Desirable Characteristics		General Comments & Explanations:
<p>Relevance: Good - One of the main arguments for community-based services is that they are more cost effective than institutional settings.</p>	<p>Timeliness: Poor - There appears to be a six month lag time in data availability.</p>	<p>*Agency Comments: The average cost/case decreased from 1995 to 2003 as we reduced more costly nursing home use and expanded services. In recent biennia, successful legislative efforts to make individual providers subject to collective bargaining has increased wages & benefits. From a policy perspective, this is a positive thing. However, it does increase costs. This upward trend could continue if more providers fall under collective bargaining provisions.</p>
<p>Understandability: Good</p>	<p>Reliability: Measure is only partially under ADSA control. See General Comments*</p>	
<p>Comparability: Good - This can be compared to other states and national averages.</p>	<p>Cost Effectiveness: Good - data collection methods don't appear to be overly complex, and the data is also used in internally to track performance.</p>	

Activity Measure Assessment - LTC Percent Living in Community Settings

Performance Measure Description: Community settings are preferred by clients and more cost effective to the agency

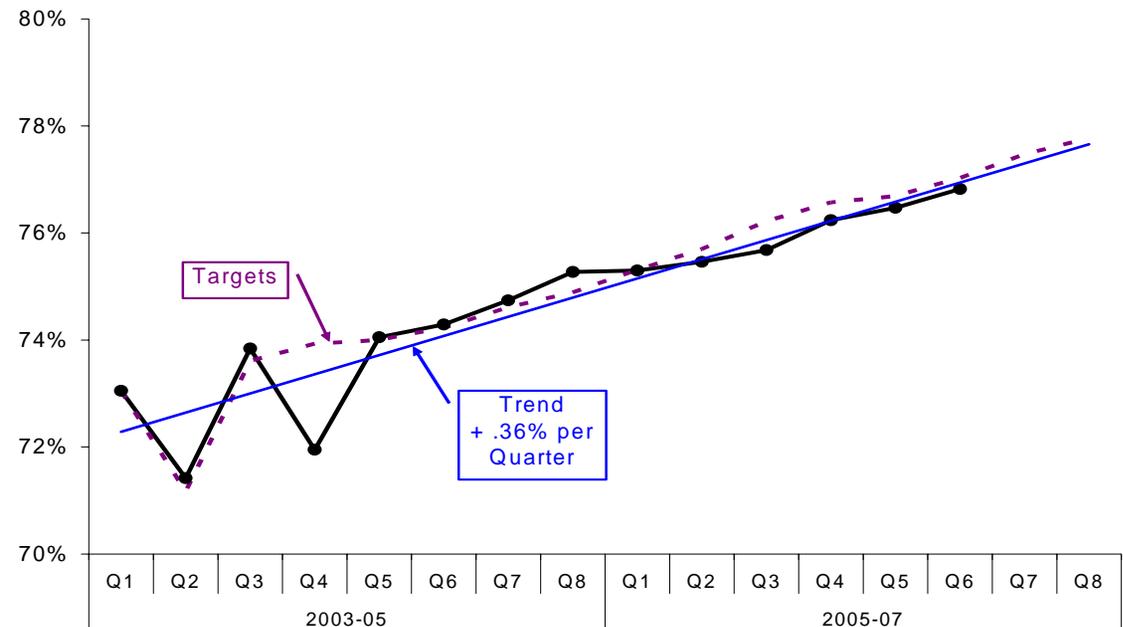
Budget Activity Links: E055 - Residential Community Services, E064 NH, E051 CARE, E052 Elig./cm, E053 in-home, E077 PACE

Category of Measure: Outcome

Analysis of Variation: There is an upward (desirable) stable and predictable trend that shows no signs of weakening.

Analysis of Targeted vs. Actual Performance: Targets mirror the upward trend. Targets are established by the Caseload Forecast Council & adjusted quarterly.

Percent of Long Term Care Clients Living in Community Settings



Comments About Desirable Characteristics

Relevance: Good - Directly related to a major strategic and philosophical emphasis.

Timeliness: Good - Data from the most recent complete quarter is available.

Understandability: Good - The only term that could use some clarification is "Community Setting."

Reliability: Good - It appears that ADSA has both automated systems to collect this data and the ability to influence the performance/

Comparability: Good - This can be compared to other states and national averages.

Cost Effectiveness: Good - data collection methods don't appear to be overly complex, and the data is also used internally to track performance

General Comments & Explanations:

Agency Comments:

Three factors are key to ADSA's success:

- 1) Availability of quality home & community providers willing to provide services at Medicaid rates
- 2) Adequate case manager & financial worker ratios so clients can be seen promptly, before they get settled in a nursing home and any deterioration can be addressed early
- 3) A standardized, good quality assessment tool