



Office of
Financial Management
STATE OF WASHINGTON

OFM Activity Inventory Performance Measure Assessment

DSHS - Children's Administration

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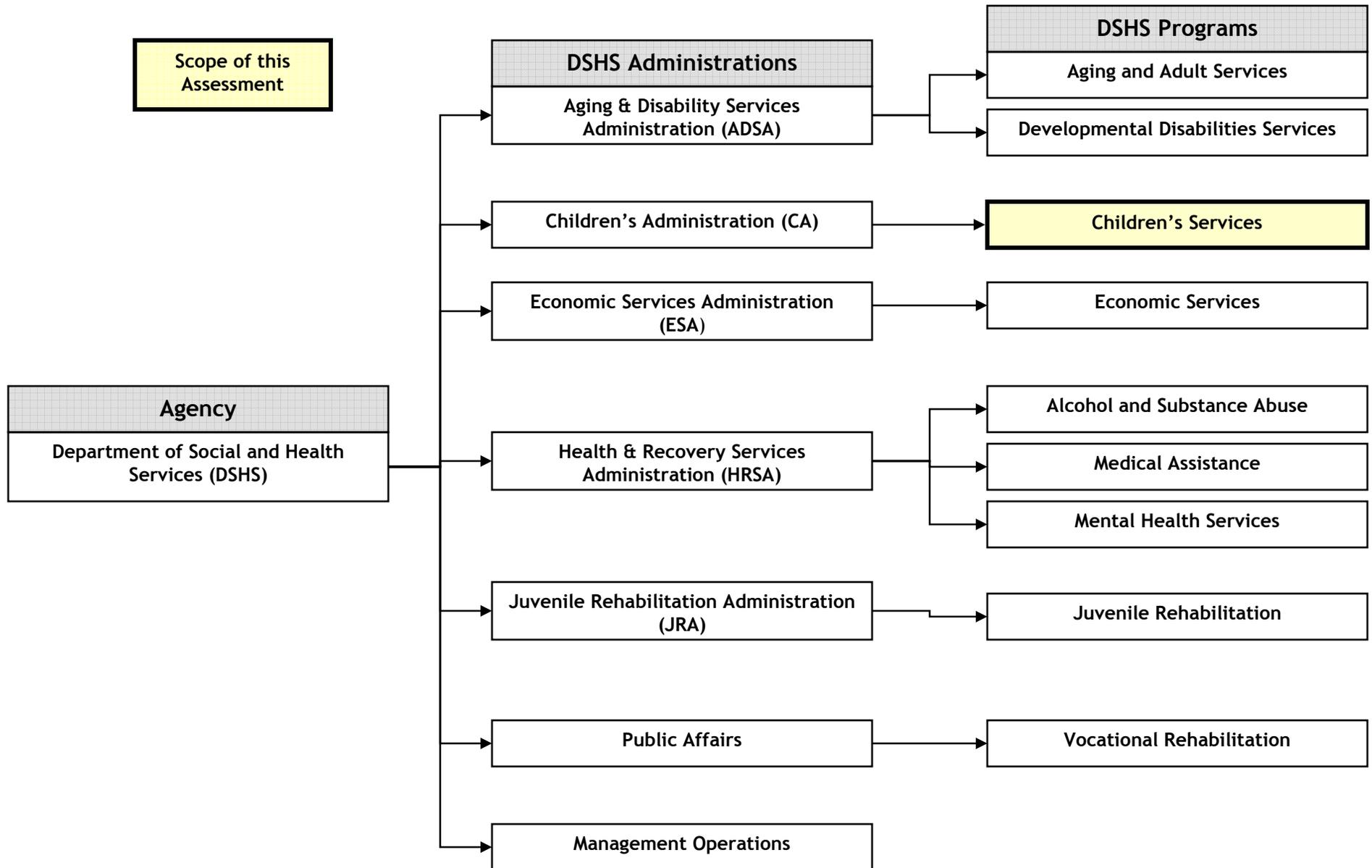
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Based on a review of the following: (a) OFM budget activity performance measures, (b) DSHS 2007-2011 Strategic Plan, (c) DSHS GMAP presentations, June 2005, May and July 2006, (d) Braam lawsuit compliance plan, Sept. 2006, (e) Children's Administration Annual Performance Report, June 2005, (f) Child and Family Services Review briefing paper, Feb. 2004, and (f), and (g) Children's Administration Strategic Plan 2007-2011, July 1, 2006.

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DSHS Administration/Program Alignment - Scope of this Assessment



Current Strengths and Good Practices

- Children's Services has developed a good foundation of measures to support Government Management Accountability and Performance (GMAP) reviews, the Braam lawsuit settlement compliance plan, federal reporting requirements, and their 2007-11 strategic plan.
- Current budget measures are clearly written and easy to understand.
- Current budget activity descriptions provide a good understanding of what the activity does, so can suggest output or outcome indicators.
- DSHS management realizes they need better evidence of effectiveness, and is looking for improved measures. (*"DSHS Response to Special Instructions for Agency Budget Submittal,"*

8/29/06, DSHS 2007-09 Budget, 633-636.)

Comments About the Budget Activity Measures

- Children's Administration has 19 activities, but only five or six measures for those diverse activities. Linking multiple activities to a single performance measure is only desirable if the measure can honestly represent the performance story of the different activities.
- Although there are only five or six activity measures, four of them represent a good balance, with output, outcome, and process measures from both a customer and an agency perspective.
- Many activities have no performance measures associated with them. Un-linked activities should have performance measures established (including Medicaid Treatment Child Care, Public Health Nurses, Responsible Living Skills, Street Youth Services, Alternate Response System, Hope Center, and Victim Assistance).
- While only one OFM activity performance measure is also used in DSHS strategic planning and GMAP, all five OFM activity measures are used as performance indicators in the Children's Administration Strategic Plan.
- For best results, performance measures should be linked to good activities. Children's Administration staff would like to join OFM in a review of their activity inventory.

Potential Improvements

1. The following two measures could be improved:
 - “Child abuse referrals” appears to be an input measure.
 - “Child support clients with paternity established” has little connection with the activity of providing safe emergency shelter for children. [PS - DSHS has removed this measure, 12/06]
2. Many measures already reported in GMAP forums, federal Child and Family Services Review (CFSR), the Children’s Administration annual report, and the DSHS strategic plan would be improvements over existing measures. In particular, Children’s Administration reports several measures in its GMAP presentations (“24 hour, 72 hour, 30 day” measures) that would be relevant budget activity measures. [PS - DSHS added two of these measures, 12/06.]
3. The OFM Budget analyst and agency contacts should work together to implement additional performance measures:
 - Identify common measures from existing reports and presentations, so the agency does not have to generate new measures, or report different sets of data and measures.
 - Identify which budget activities are responsible for that performance.
 - Negotiate new performance targets that reflect what good performance should look like.
 - Implement the changes.

Analysis of Current Activity Measure Data

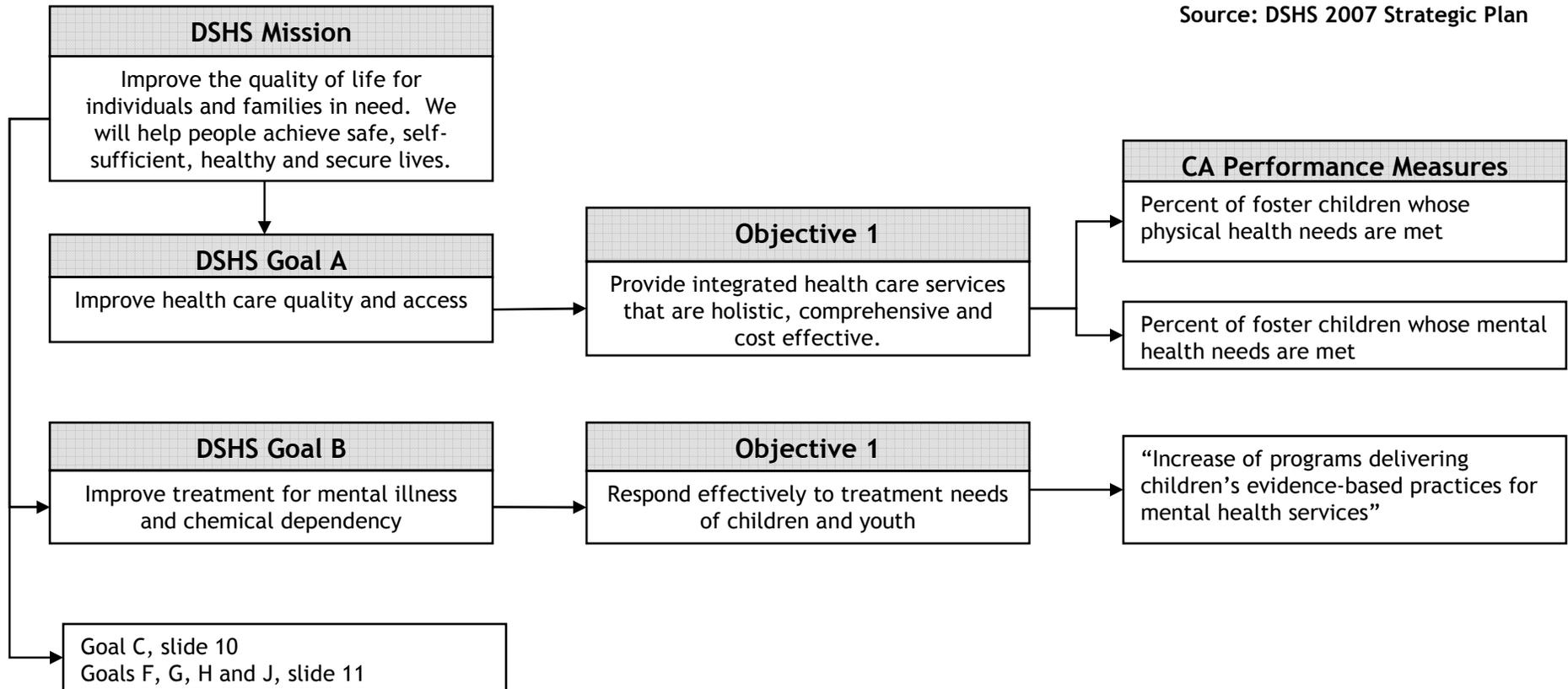
- All measures show seasonal caseload fluctuation. It appears there are at least two reasons for this:
 - School teachers are an important partner in reporting possible child abuse. Thus, reporting increases in spring immediately before summer vacation, and drops when school gets out.
 - Social workers try to reunite families for holidays, leading to a drop in December.
- Two activity measures show improved performance:
 - Percent of foster children placed with extended family members
 - Open cases per social worker
- One measure is stable and predictable: Children adopted into permanent homes.
- The measure “Abuse and neglect cases accepted for investigation” appears to be declining slightly. It isn’t clear if this is the desired direction of performance.
- The measure “Children with paternity established” seems to have been linked to a Children’s Administration activity by mistake. [PS - DSHS has removed this measure, 12/06]
- All measures show stable performance. If Children’s Administration is hoping for increases or decreases, they will have to make further changes to their processes or they will continue to get the same results.

Agency Comments and Future Actions

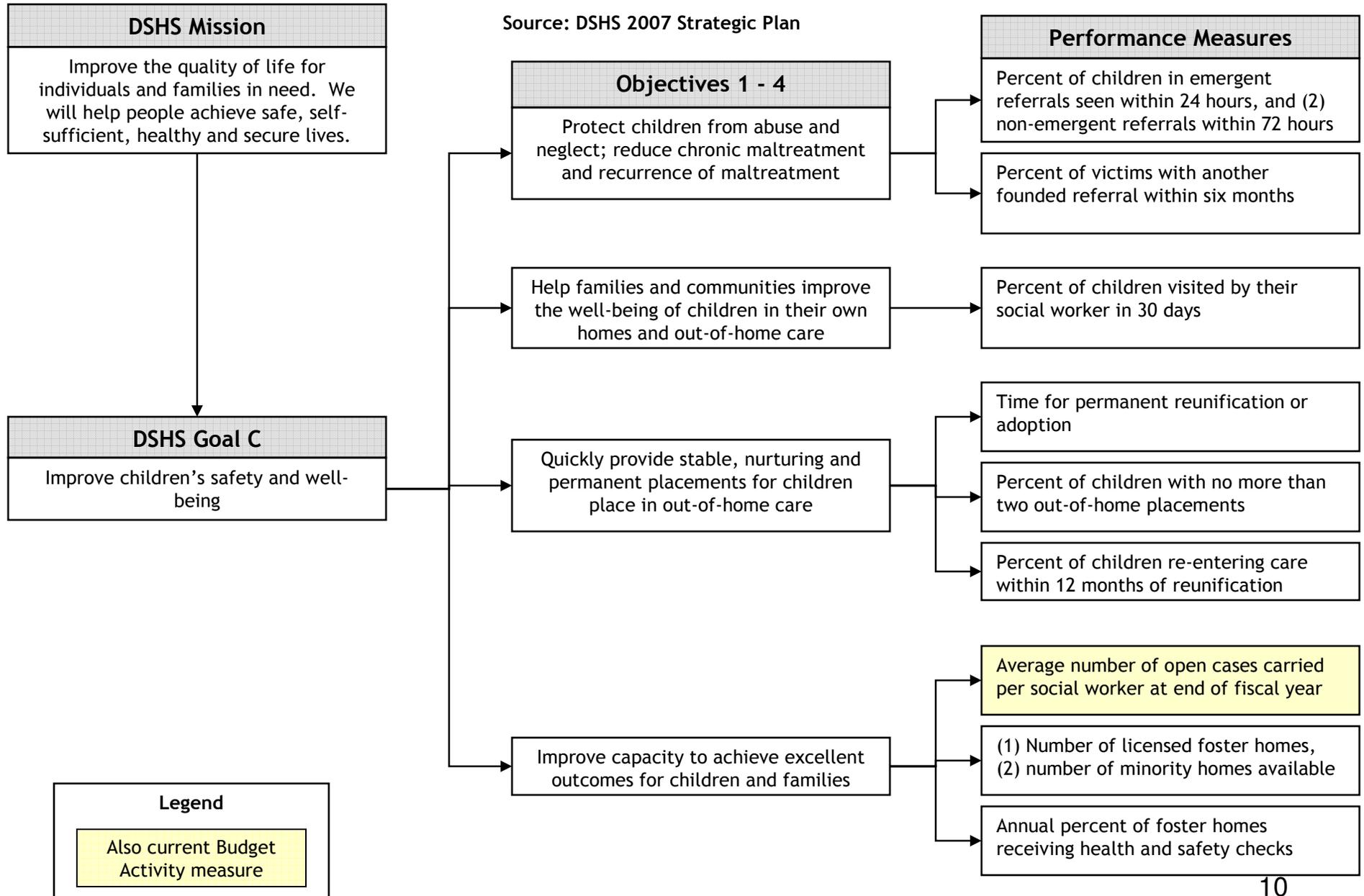
- Children’s Administration (CA) and DSHS will work with the Office of Financial Management staff on proposed major changes in the CA activity inventory. Performance measures will be attached to each activity according to the logic model.
- Of the five current measures in the budget system, three are important budget drivers but may be less useful for performance monitoring:
 - Number of referrals received— outside of the control of Children’s Administration.
 - Number of child abuse/neglect referrals accepted for investigation — dependent on social policy (changes in law affect screen-in decisions, e.g. 2005 child neglect legislation changed the definition of neglect and could result in more accepted cases requiring additional funding.)
 - Average number of open cases carried per social worker — highly relevant and directly related to staff funding, as lower caseloads are associated with better child and family outcomes.
- The sixth measure — child support clients with paternity established — is not a Children’s Administration measure and will be un-linked to the CA activity in the budget system.
- The Children’s Administration Strategic Plan includes all measures used in GMAP forums, Child and Family Services Review, and the CA annual report. This review only includes the CA measures in the DSHS Strategic Plan.

Overview of DSHS Strategic Planning & CA Performance Measure Alignment

Source: DSHS 2007 Strategic Plan

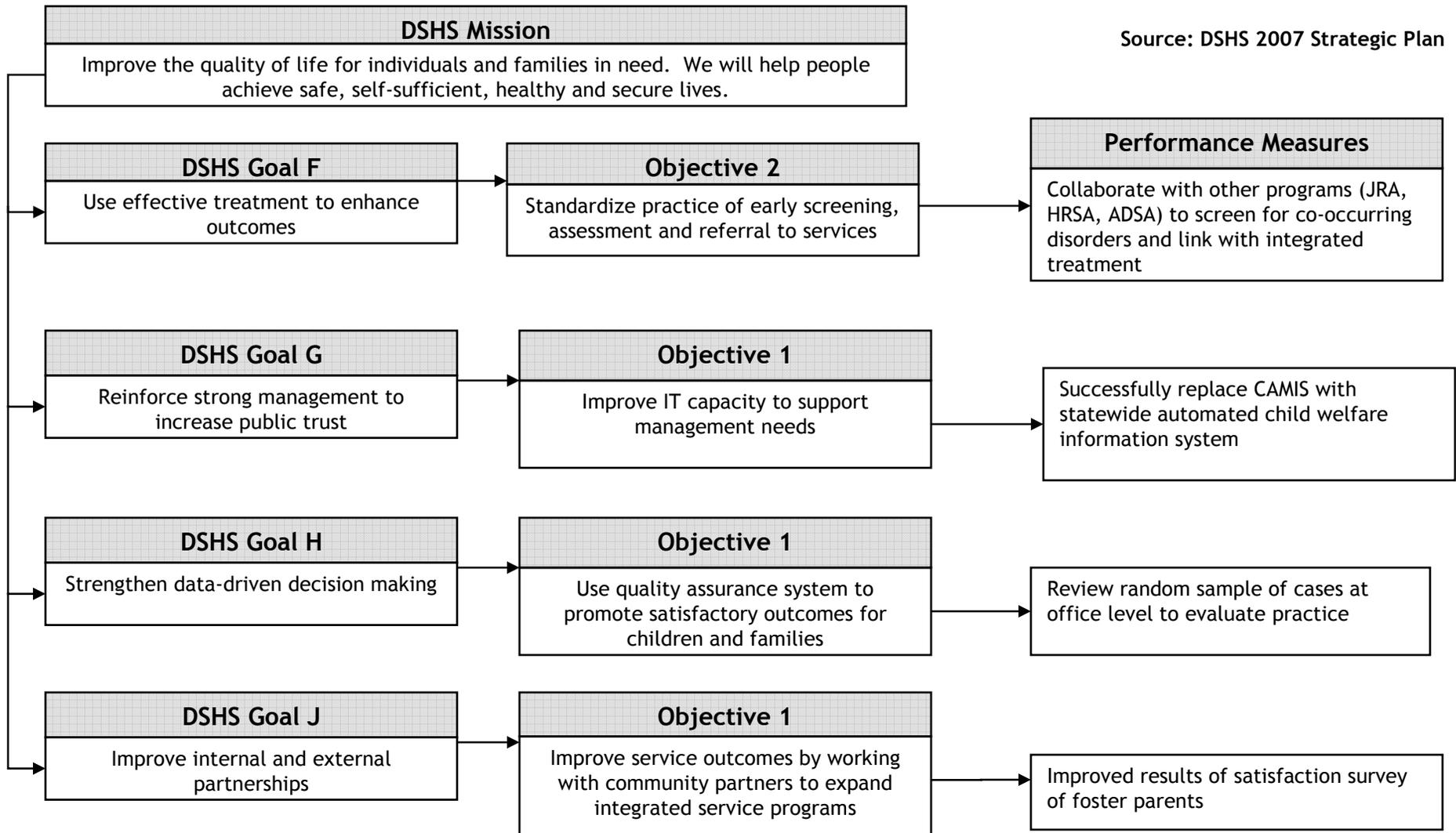


Overview of Strategic Planning & Performance Measure Alignment (cont.)

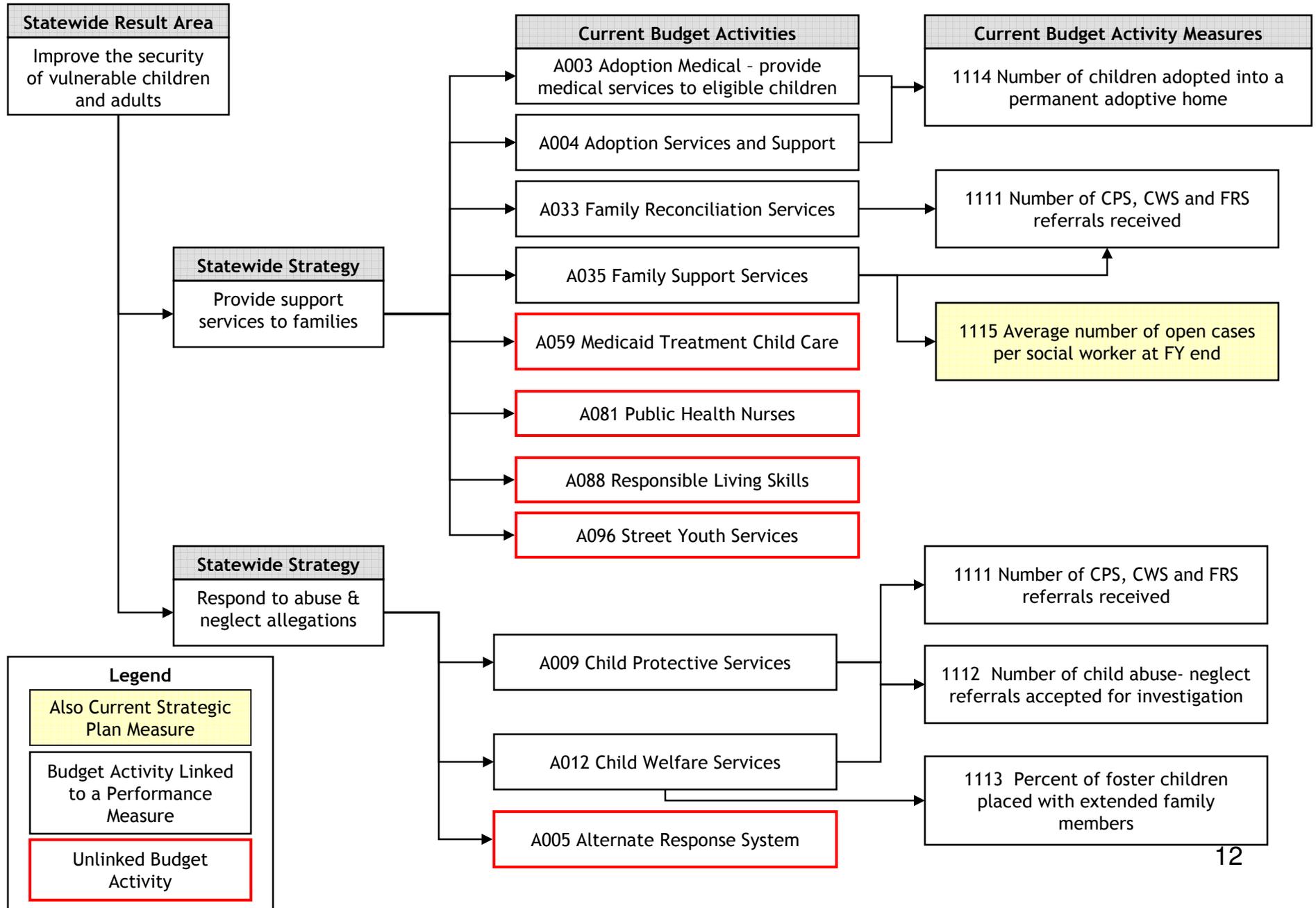


Overview of Strategic Planning & Performance Measure Alignment (cont.)

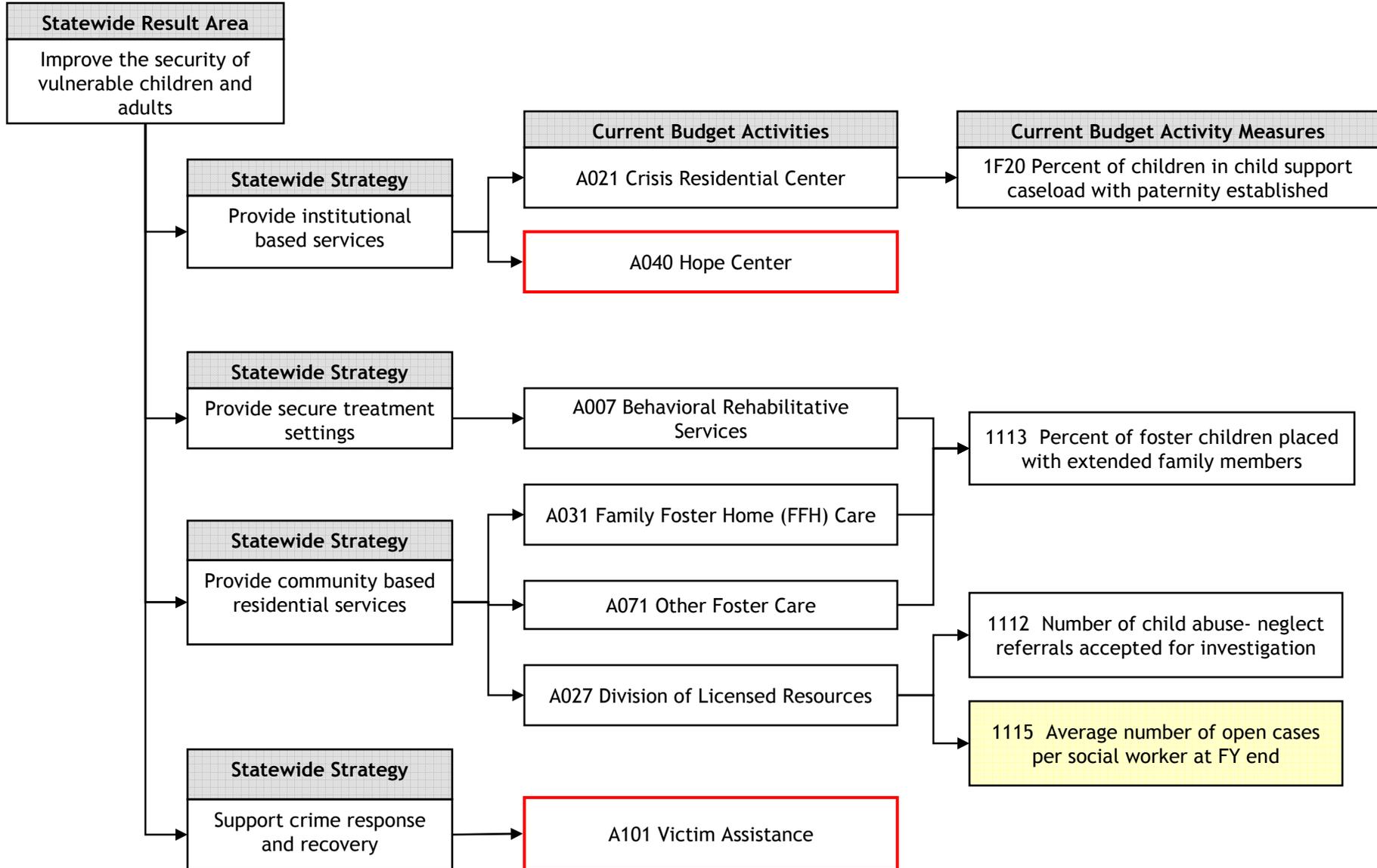
Source: DSHS 2007 Strategic Plan



Budget Activity & Performance Measure Linkages

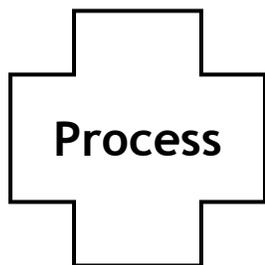


Budget Activity & Performance Measure Linkages



Strategic Plan and Activity Measure Perspectives

⑤ Process characteristics the customers/stakeholders want



⑥ Process characteristics the agency wants

Percent of children in emergent referrals seen within 24 hours, and (2) non-emergent referrals within 72 hours

Percent of children visited by their social worker in 30 days

Time for permanent reunification or adoption

Average number of open cases carried per social worker at end of fiscal year

Improved results of satisfaction survey of foster parents

Percent of children in child support caseload with paternity established

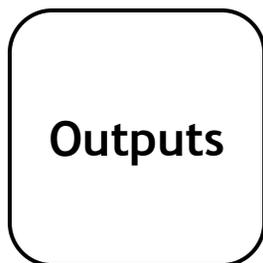
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Strategic Plan Measure

Budget Activity Measure

Strategic Plan and Budget Activity Measure

③ Product/service attributes customers/stakeholders want



④ Product/service attributes the agency wants

Number of child abuse- neglect referrals accepted for investigation

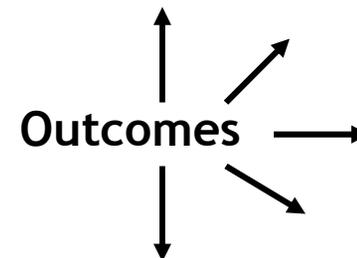
“Increase of programs delivering children’s evidence-based practices for mental health services”

(1) Number of licensed foster homes, (2) number of minority homes available

Annual percent of foster homes receiving health and safety checks

Percent of foster children placed with extended family members

① Customer/stakeholder desired outcomes



② Agency desired outcomes

Percent of foster children whose physical health needs are met

Percent of foster children whose mental health needs are met

Percent of victims with another founded referral within six months (undesirable)

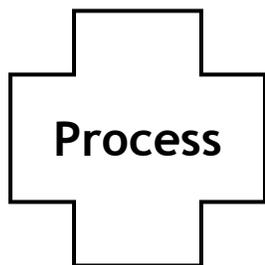
Percent of children with no more than two out-of-home placements

Percent of children re-entering care within 12 months of reunification (undesirable)

Number of children adopted into a permanent adoptive home

GMAP Measure Perspectives

⑤ Process characteristics the customers/stakeholders want



⑥ Process characteristics the agency wants

** *Average number of CPS cases per CPS staff*

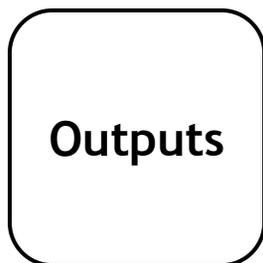
** Percentage of children in emergent referrals seen or attempted within 24 hours

** Percentage of children in non-emergent referrals seen or attempted within 72 hours

** Percentage of dependent children receiving services visited every 30 days

Percentage of legally-free youth waiting over 2 years for permanency

③ Product/service attributes customers/stakeholders want

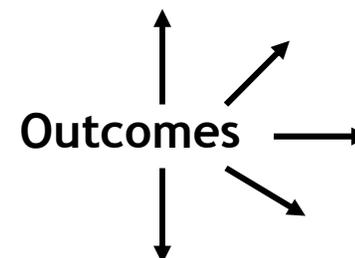


④ Product/service attributes the agency wants

⑥ Number of records without documentation of timely visits to children in emergency referrals

⑤ Number of records without documentation of timely visits to children in non-emergent referrals

① Customer/stakeholder desired outcomes



② Agency desired outcomes

④ Percentage of legally-free youth leaving care within 12 months of parental rights termination

④ Percentage of children with 2 or fewer placements

②

①

Legend

** Also a Strategic Plan Measure

Also a Budget Activity Measure

Existing Activity Measure Assessments— Child abuse/neglect referrals and investigations

<p>Measure Descriptions: Number of referrals received from CPS, CWS and FRS (PM 1111), and number of referrals accepted for investigation (PM 1112)</p>	<p style="text-align: center;">Child abuse referrals (PM 1111) and Cases accepted for investigation (PM 1112), per Quarter</p> <p>The chart displays two data series over time (quarters from 2001-03 to 2005-07). The Y-axis represents the number of referrals/investigations, ranging from 0 to 25,000. The X-axis shows quarters (Q1-Q4) for each year. A solid black line represents PM 1111 (Abuse/neglect referrals), and a dashed black line represents PM 1112 (Accepted for investigation). Horizontal blue lines indicate targets for each measure. Trend lines are shown for both: PM 1111 has a trend of +35.3 referrals per quarter, and PM 1112 has a trend of -49.1 investigations per quarter. A pink dashed line points to the target lines, labeled 'Targets'.</p>
<p>Budget Activity Links: PM 1111 - A009 Child Protective Services (CPS), A012 Child Welfare Services (CWS), A033 Family Reconciliation Services (FRS), A035 Family Support Services. PM 1112 - CPS, CWS, and A027 Division of Licensed Resources</p>	
<p>GASB Category of Measure: Both appear to be input measures, although PM 1112 might be an output of the referral screening process.</p>	
<p>Analysis of Variation: Both measures are stable and predictable, with a clear seasonal variation (higher in spring, lower in winter). There are slight trends of increasing referrals and decreasing investigations.</p>	
<p>Analysis of Targeted vs. Actual Performance: Although both measures have met targets a few times, in general the numbers of referrals exceeds targets while the number of investigations is below targets.</p>	

Comments About Desirable Characteristics		General Comments & Explanations:
<p>Relevance: DSHS would seem to have little control over PM 1111, unless referrals are an output of CPS, CWS and FRS processes. PM 1112 seems to be more about workload than child safety outcomes.</p>	<p>Timeliness: Good - data appear to be available on a monthly basis, and aggregated for quarterly reporting.</p>	<ul style="list-style-type: none"> •Because PM1111 is an input measure, we didn't list it on our perspective map (p. 13, above). •CA already reports several measures for its GMAP presentations and strategic plan ("24 hour, 72 hour, 30 day" measures) that would be more relevant to outcomes of activities. [PS: DSHS added two of these as budget performance measures in Dec. 2006.] •It's not clear if each DSHS activity (CPS, CWS, and FRS) receives referrals, screens them, and accepts them for investigation, or if this is the responsibility of a different unit. If the former, it might be useful to disaggregate measures so each activity tracks performance separately.
<p>Understandability: O.K., but both are phrased in passive voice so it's not clear what unit or activity is responsible.</p>	<p>Reliability: With one exception (Q4 05-07), monthly data provided to us by DSHS budget office did not sum to the quarterly amounts.</p>	
<p>Comparability: Good - all DSHS measures are tracked by other states.</p>	<p>Cost Effectiveness: Good - DSHS uses the measures for multiple reports and purposes.</p>	

Existing Activity Measure Assessment—Foster children placed with family members

<p>Performance Measure Description: Percent of foster children placed with extended family members (PM 1113)</p>	<p style="text-align: center;">Percent of foster children placed with extended family members</p> <table border="1"> <caption>Actual Performance vs. Targets</caption> <thead> <tr> <th>Period</th> <th>Actual Performance (%)</th> <th>Target (%)</th> </tr> </thead> <tbody> <tr> <td>01-03 Q4</td> <td>33%</td> <td>31%</td> </tr> <tr> <td>01-03 Q8</td> <td>35%</td> <td>38%</td> </tr> <tr> <td>03-05 Q4</td> <td>37%</td> <td>-</td> </tr> <tr> <td>03-05 Q8</td> <td>38%</td> <td>-</td> </tr> <tr> <td>05-07 Q4</td> <td>39%</td> <td>-</td> </tr> </tbody> </table>	Period	Actual Performance (%)	Target (%)	01-03 Q4	33%	31%	01-03 Q8	35%	38%	03-05 Q4	37%	-	03-05 Q8	38%	-	05-07 Q4	39%	-
Period		Actual Performance (%)	Target (%)																
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05-07 Q4	39%	-																	
<p>Budget Activity Links: Behavioral Rehabilitative Services (BRS, A007), Child Welfare Services (CWS, A012), Family Foster Home Care (FFH, A031), and Other Foster Care (A071)</p>																			
<p>GASB Category of Measure: An immediate outcome of the process of placing children in foster homes.</p>																			
<p>Analysis of Variation: Although there are not many data points (only four years), the data shows consistent improvement in performance.</p>																			
<p>Analysis of Targeted vs. Actual Performance: Actual performance has met or exceeded the target in two out of four years.</p>																			

<p style="text-align: center;">Comments About Desirable Characteristics</p>		<p>General Comments & Explanations:</p> <ul style="list-style-type: none"> • This seems like a good measure of a desirable immediate outcome. • Although there are not enough data points to clearly identify a trend, performance seems to be going in the right direction.
<p>Relevance: Good - placing children with family members is an objective of this activity.</p>	<p>Timeliness: Poor - DSHS collects monthly data, only reports this annually (although this does remove seasonal variation.)</p>	
<p>Understandability: - Good.</p>	<p>Reliability: To the extent this measure is tied to funding, it can be considered reliable.</p>	
<p>Comparability: Good - all DSHS measures are tracked by other states.</p>	<p>Cost Effectiveness: Good - DSHS uses the measures for multiple reports and purposes.</p>	

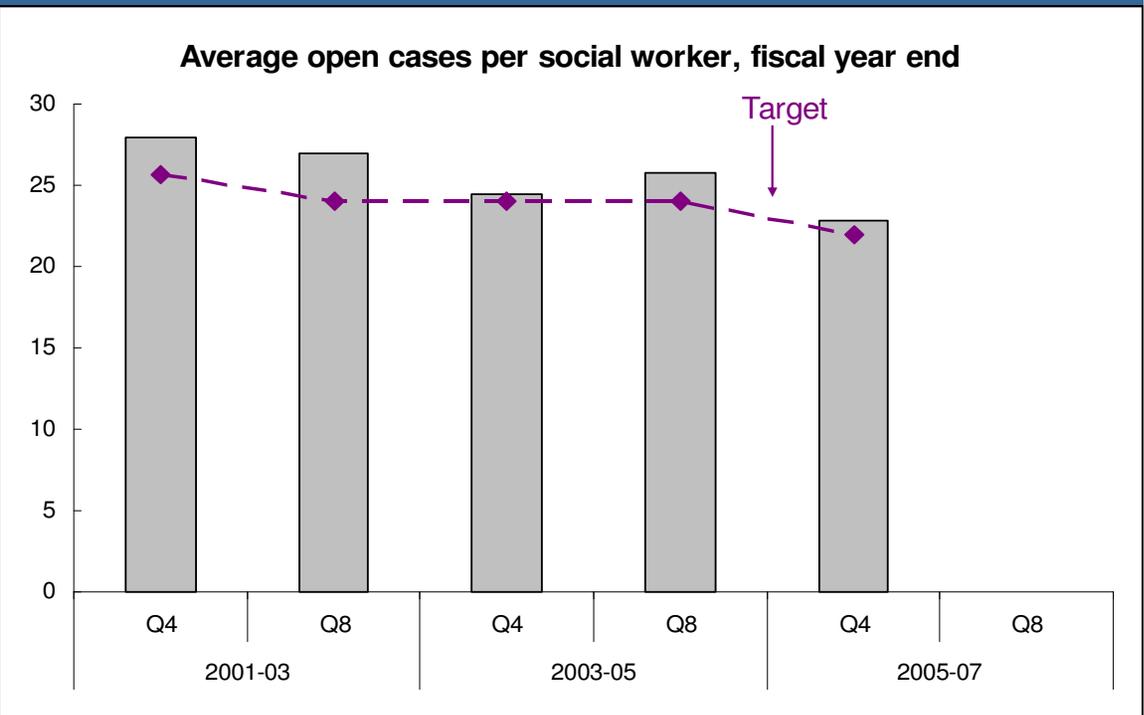
Existing Activity Measure Assessment— Children adopted into a permanent home

<p>Performance Measure Description: Children adopted into a permanent home (PM 1114)</p>	<p style="text-align: center;">Children adopted into permanent home per quarter</p> <table border="1" style="display: none;"> <caption>Approximate data from the line graph</caption> <thead> <tr> <th>Year</th> <th>Q1</th> <th>Q2</th> <th>Q3</th> <th>Q4</th> <th>Q5</th> <th>Q6</th> <th>Q7</th> <th>Q8</th> </tr> </thead> <tbody> <tr> <td>2001-03</td> <td>270</td> <td>310</td> <td>200</td> <td>280</td> <td>210</td> <td>170</td> <td>310</td> <td>430</td> </tr> <tr> <td>2003-05</td> <td>280</td> <td>310</td> <td>190</td> <td>310</td> <td>360</td> <td>330</td> <td>210</td> <td>310</td> </tr> <tr> <td>2005-07</td> <td>310</td> <td>380</td> <td>200</td> <td>310</td> <td>380</td> <td>310</td> <td>200</td> <td>380</td> </tr> </tbody> </table>	Year	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8	2001-03	270	310	200	280	210	170	310	430	2003-05	280	310	190	310	360	330	210	310	2005-07	310	380	200	310	380	310	200	380
Year		Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8																												
2001-03		270	310	200	280	210	170	310	430																												
2003-05		280	310	190	310	360	330	210	310																												
2005-07		310	380	200	310	380	310	200	380																												
<p>Budget Activity Links: Adoption medical (A003) and Adoption Services and Support (A004)</p>																																					
<p>GASB Category of Measure: Outcome measure of the adoption process.</p>																																					
<p>Analysis of Variation: Stable and predictable. In recent years there seems to be an annual cycle, with low numbers in Q3 and Q7, and peaks in Q1 and Q5.</p>																																					
<p>Analysis of Targeted vs. Actual Performance: Targets appear to be estimates. During the last three quarters, performance has been close to the target. Generally, peak quarters exceed the target, and fall short in low quarters. A steady target would be more meaningful to readers.</p>																																					

Comments About Desirable Characteristics		General Comments & Explanations:
<p>Relevance: Very good. Adoptions into a permanent home are a goal and outcome of this activity.</p>	<p>Timeliness: Good - quarterly data</p>	<ul style="list-style-type: none"> • This appears to be a good, understandable outcome measure • If performance is supposed to be increasing, there may be an issue because of the stability. Nothing has moved this measure in six years • Measuring number of adoptions alone doesn't quite tell the whole story. It would be interesting to see (1) what percent of children are adopted per period (i.e. How long is the list of potential adoptees?), and (2) How long do children wait to be adopted?
<p>Understandability: Excellent - very clear.</p>	<p>Reliability: To the extent this measure is tied to funding, data can be considered reliable.</p>	
<p>Comparability: Good - all DSHS measures are tracked by other states.</p>	<p>Cost Effectiveness: Good - DSHS uses the measures for multiple reports and purposes.</p>	

Existing Activity Measure Assessment - Average open cases per social worker

Performance Measure Description: Average open cases per CPS social worker at fiscal year end (PM 1115)
Budget Activity Links: Children and Family Services (CFS, A025), Licensed Resources (A027), Family Support Services (A035)
GASB Category of Measure: A process measure, from the agency's perspective.
Analysis of Variation: The measure appears stable, although should be considered as a preliminary conclusion given the limited number of data points.
Analysis of Targeted vs. Actual Performance: Although actual performance has yet to meet the target, it has been close in two of five years (98% of target in Q4 '03-05, and 96% in Q4 '05-07)



Comments About Desirable Characteristics

Relevance: Fair to good, on the assumption that fewer cases per social worker will produce better results for clients.	Timeliness: Annual data is less timely than more frequent observations, but monthly data is affected by seasonal caseload changes, so end-of-year measurement removes these fluctuations.
Understandability: Good.	Reliability: Data from CAMIS and financial reporting system should be sound. Some cases are excluded.
Comparability: Appears good.	Cost Effectiveness: Good - this measure is also used for GMAP and strategic planning

General Comments & Explanations:

- Although there is not enough data to establish a trend, the limited data here seems to indicate that cases per worker are declining.
- Fewer cases per social worker should produce better results for children (e.g. improve visits within 30 days), and/or more efficient program administration (e.g. lower employee turnover.)
- It would be interesting to see whether fewer cases per worker was producing these effects.
- This measure is an average of averages, reported once a year. This means that quite a bit of variation is masked (e.g. differences among activities, months, regions, etc.)

Existing Activity Measure Assessment - Children with paternity established

Performance Measure Description: Children in child support caseload with paternity established (PM 1F50)	<div style="text-align: center;"> Children in child support caseload with paternity established </div> <table border="1" style="margin: 10px auto; border-collapse: collapse; text-align: center;"> <thead> <tr> <th>Year</th> <th>Q1</th> <th>Q2</th> <th>Q3</th> <th>Q4</th> </tr> </thead> <tbody> <tr> <td>2003-05</td> <td>98.0</td> <td>94.0</td> <td>94.0</td> <td>95.0</td> </tr> <tr> <td>2004-05</td> <td>97.0</td> <td>93.0</td> <td>94.0</td> <td>94.0</td> </tr> <tr> <td>2005-06</td> <td>94.5</td> <td>91.5</td> <td>93.0</td> <td>93.0</td> </tr> <tr> <td>2005-07</td> <td>93.7</td> <td>93.0</td> <td>93.0</td> <td>93.7</td> </tr> </tbody> </table>	Year	Q1	Q2	Q3	Q4	2003-05	98.0	94.0	94.0	95.0	2004-05	97.0	93.0	94.0	94.0	2005-06	94.5	91.5	93.0	93.0	2005-07	93.7	93.0	93.0	93.7
Year		Q1	Q2	Q3	Q4																					
2003-05		98.0	94.0	94.0	95.0																					
2004-05		97.0	93.0	94.0	94.0																					
2005-06		94.5	91.5	93.0	93.0																					
2005-07	93.7	93.0	93.0	93.7																						
Budget Activity Links: Crisis residential center (A021) and child support enforcement (F010)																										
GASB Category of Measure: Process measure: it measures DSHS processes, not emergency shelter.*																										
Analysis of Variation: The measure shows a stable and predictable downward performance trend.																										
Analysis of Targeted vs. Actual Performance: It's not clear why the target is at 90%, when actual performance has exceeded that every quarter.**																										

Comments About Desirable Characteristics		General Comments & Explanations: *This measure seems to have little connection with the activity of providing safe housing for children. Children's Administration confirms that they do not have this data, and will un-link this measure from their activity. ** Establishing paternity may have benefits (e.g. providing supplemental financial resources for children). If so, then an appropriate target may be changing the direction of the trend.
Relevance: Low - this measure has little to do with the results or mission of the Crisis Residential Center	Timeliness: Quarterly data is reasonable.	
Understandability: The measure itself is understandable, although its tie to the Crisis Residential Center isn't clear.	Reliability: Children's Administration does not use, or have data for, this measure, so can't vouch for its reliability.	
Comparability: Children's Administration does not use, or have data for, this measure, so can't vouch for its comparability.	Cost Effectiveness: Children's Administration does not use, or have data for, this measure, so can't vouch for its cost-effectiveness.	