



CHAPIN HALL
CENTER FOR CHILDREN
AT THE UNIVERSITY OF CHICAGO

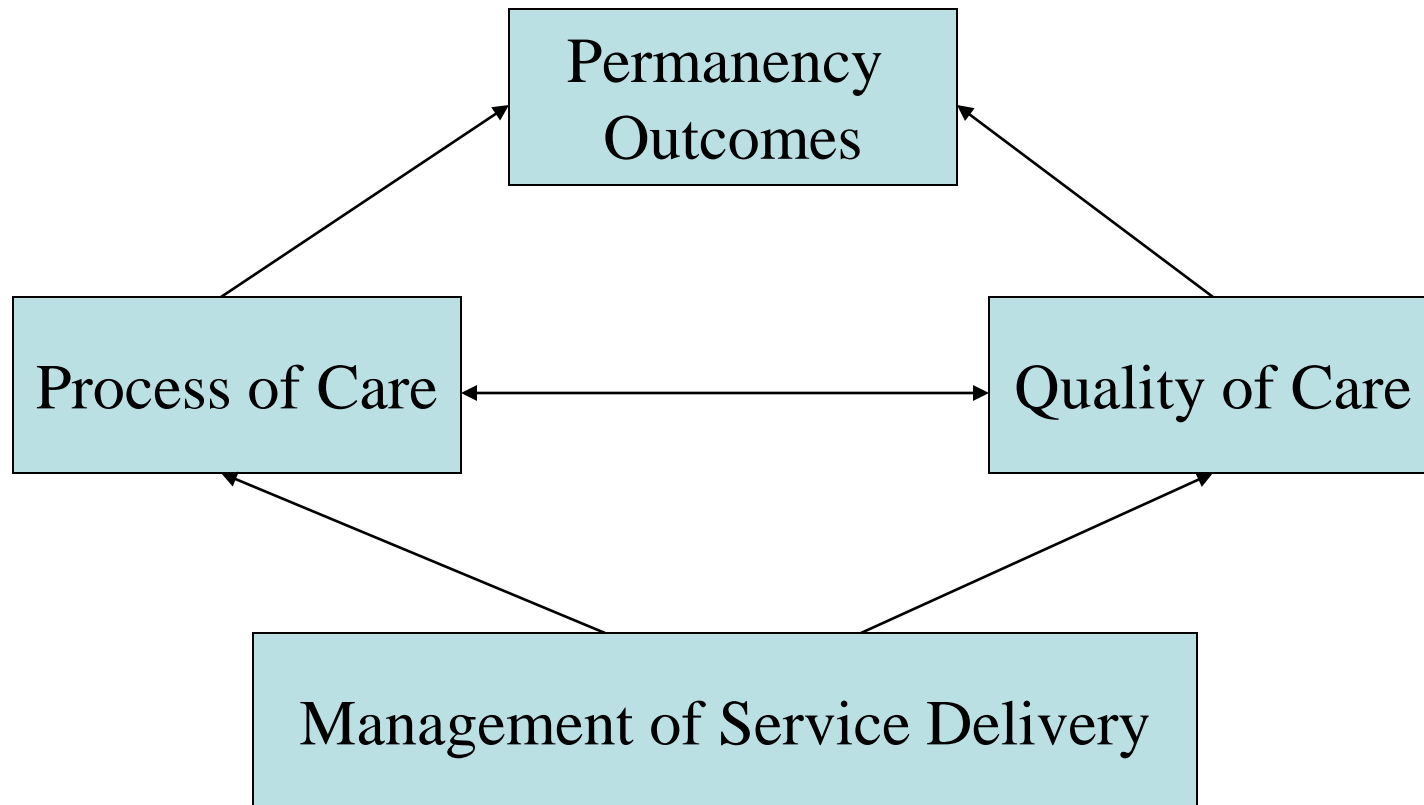
**Center for State Foster Care and Adoption Data
National Continuous Quality Improvement Seminars**

Measuring Permanency Improvements for the CFSR

Three-Part Web Seminar

- Today
- August 13, 11:30-12:30 EST
- August 27, 11:30-12:30 EST

Organizing Framework



CFSR Outcome Measures and Permanency

Three useful domains for action:

- Timeliness and permanency of reunification
- Timeliness of adoption
- Permanency for children in foster care for a long time:
Can it be maximized?

Starting Point and The Missing Piece

- The starting point for the permanency discussion is the group of children for whom the service choice of foster care has been made.
- The missing piece is information about the circumstances under which this decision is typically made. One measure that gets at this is the rate of placement per thousand in the population. During our work over the next month, we will want to keep this missing piece in the background.

Fundamental Permanency Outcome Issues

- Likelihood of return to a permanent family
- Duration, speed, use of foster care, cost

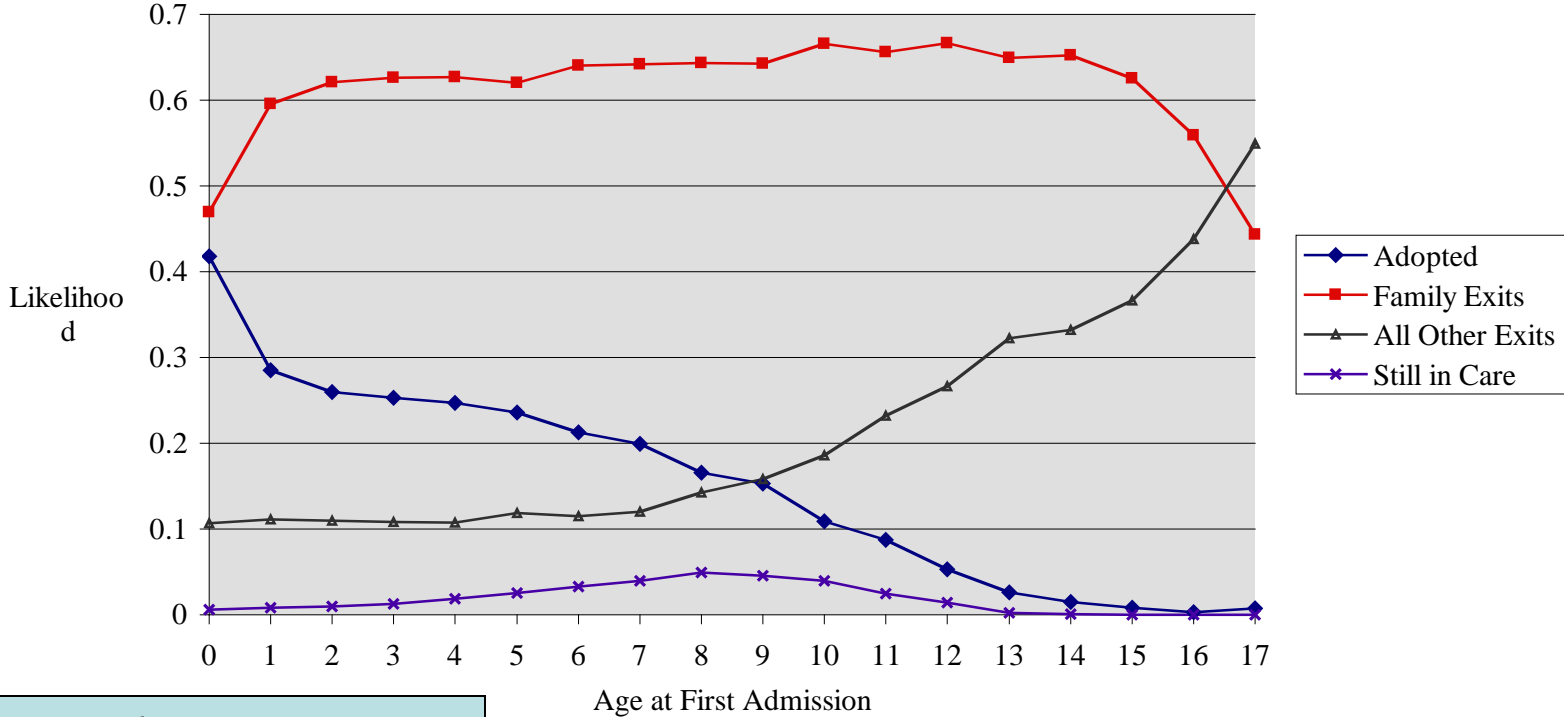
Fundamental Permanency Outcome Issues

	<u>Faster</u>	<u>Slower</u>
More likely	A	B
Less likely	C	D

Likelihood: What are the chances a child will be adopted/reunified/age out --measured as more or less likely

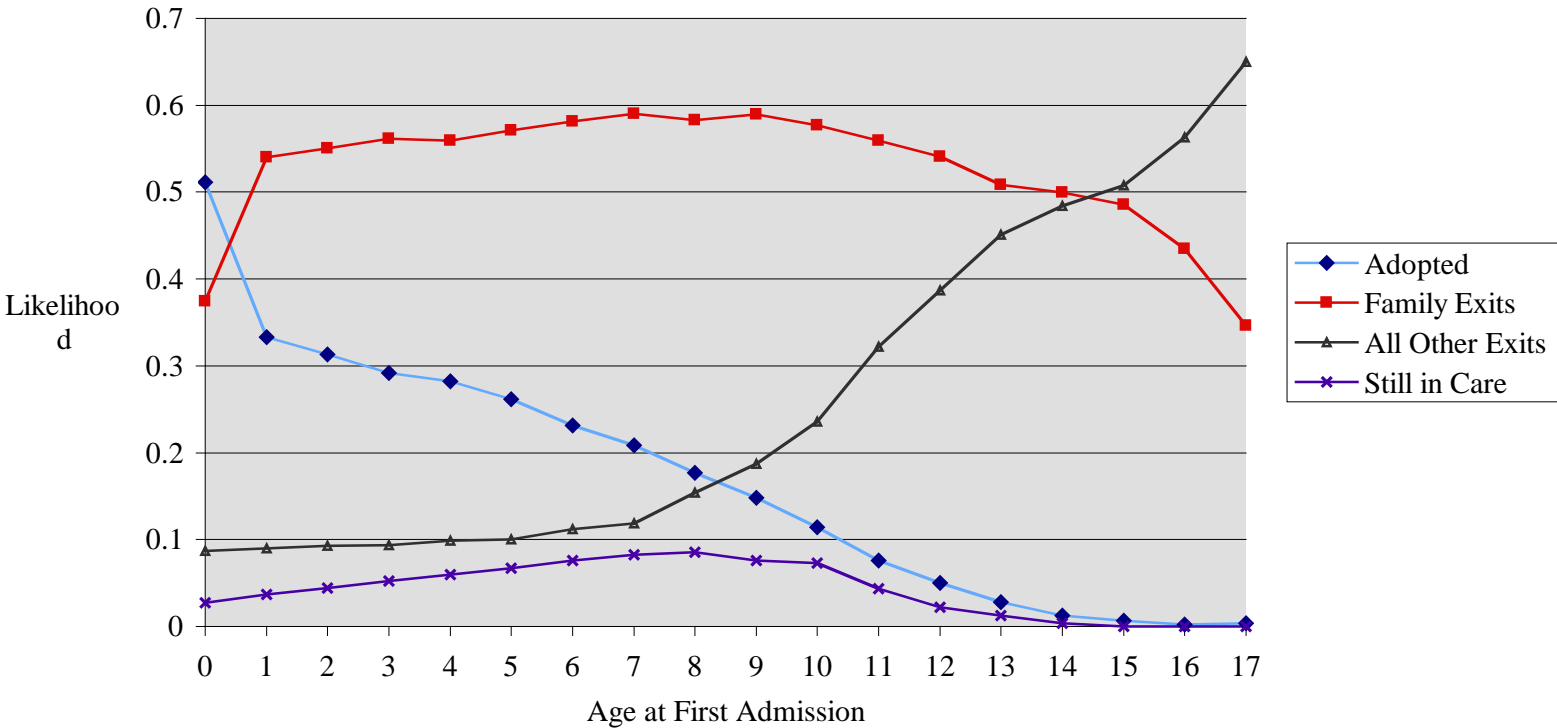
Duration, Timeliness: How quickly do permanent exits happen relative to the date of entry - measured as faster or slower.

Likelihood of Exit by Exit Reason and Age at Placement, White Children

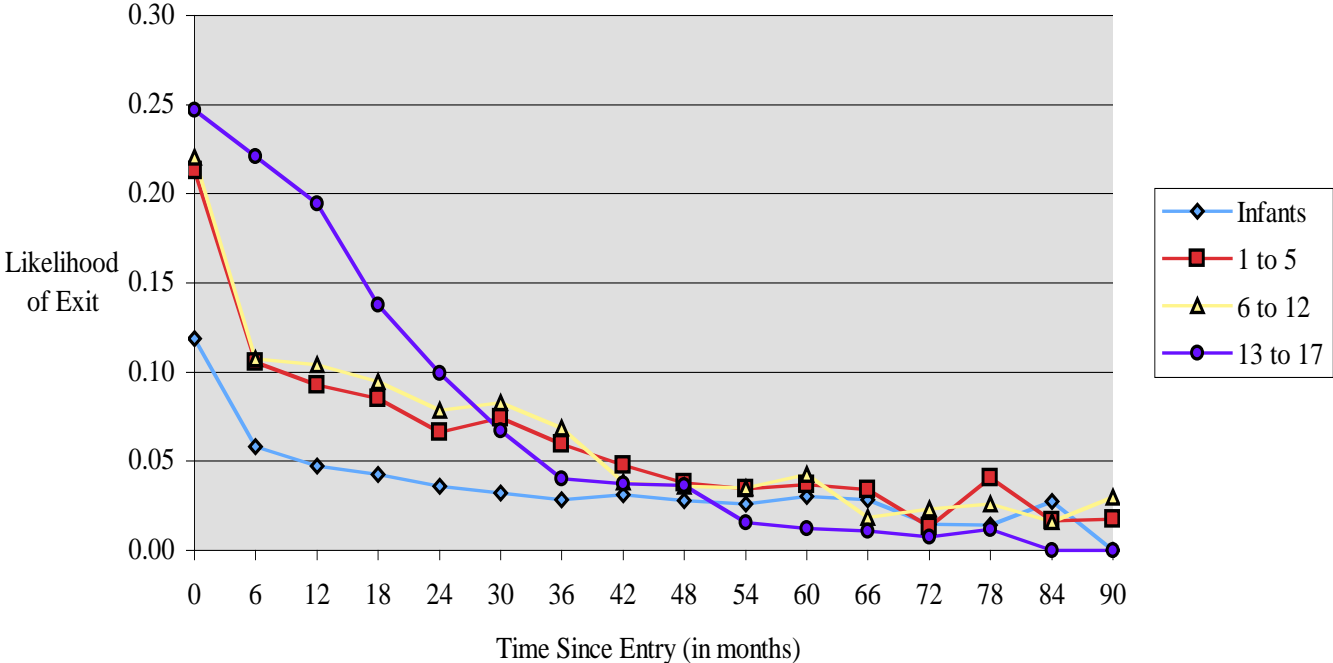


*Data Center Members: Using your FCDA text file, get the data for this chart with a cross tab of exit*spellage*ethnic2 for a selected entry cohort.*

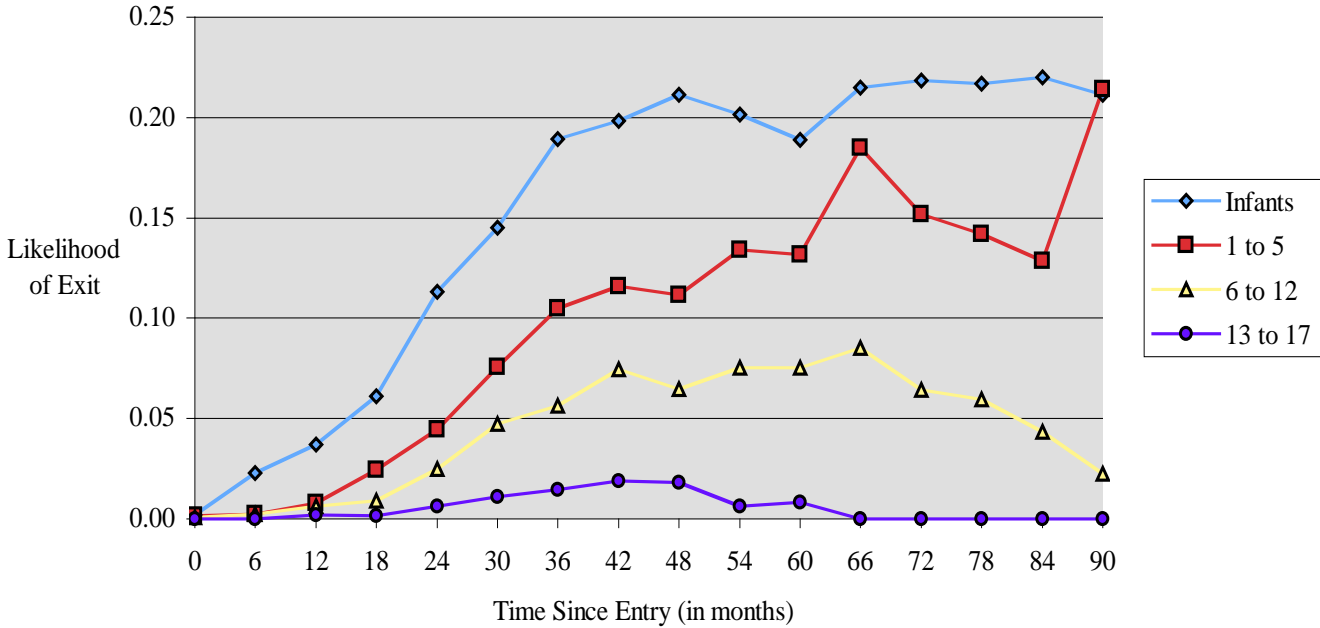
Likelihood of Exit by Exit Reason and Age at Placement, African American Children



Likelihood of Exit to Reunification by Time Since Admission to Foster Care and Age



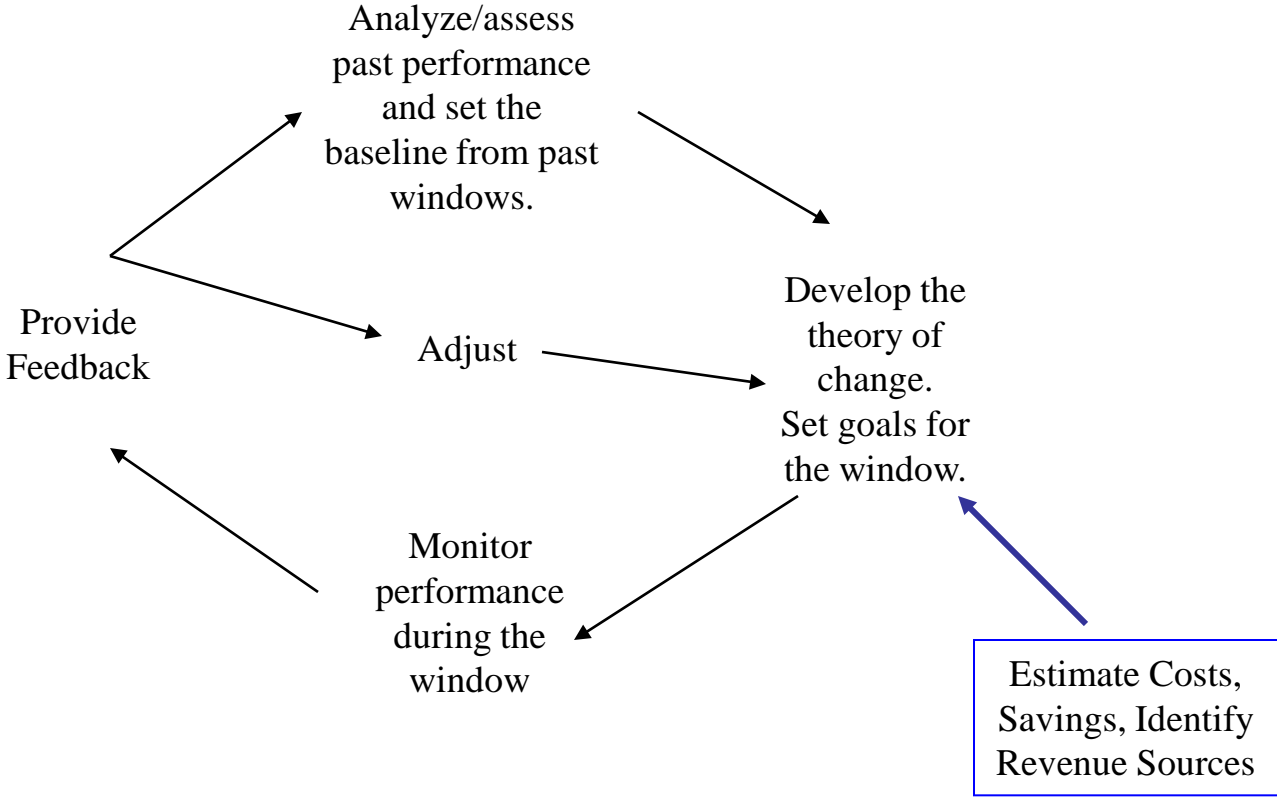
Likelihood of Exit to Adoption by Time Since Admission to Foster Care and Age



Structure of System Change

- Change takes place over time, in a “window”.
- There is a gap between current performance (baseline) and what’s possible (the goal).
- Both the baseline and the goal may differ by subpopulations
- Given that there is a gap, it will take *time* for the gap to close. Innovation takes place in the window.

Structure of System Change



Excerpted from “Monitoring Child Welfare Programs: Performance Improvement in a CQI Context.” Fred Wulczyn. Chapin Hall Working Paper, 2007.



Structure of Foster Care Expenditures

Volume & Duration

Level of care



$$\text{Number of units} \times \text{Average cost/unit} = \text{Expenditures (\$)}$$

Review

- Purpose of Session 1 was to lay out several key concepts:
 - ✓ What is and isn't an “outcome”
 - ✓ Two dimensions of permanency: speed and likelihood
 - ✓ Observed likelihoods by age and time
 - ✓ Structure of system change
 - ✓ Structure of foster care expenditures

What's Next

- Homework exercise allows you to work with the combined concepts of speed and likelihood.
- Homework article introduces framework we have developed with several states for a 2-year CQI process.
- In Session 2, we will go over the 2-year CQI framework in detail.
- In Session 3, we will go over the twelve CFSR permanency measures and see how they relate to the concepts we've work with so far.



CHAPIN HALL
CENTER FOR CHILDREN
AT THE UNIVERSITY OF CHICAGO

**Center for State Foster Care and Adoption Data
National Continuous Quality Improvement Seminars**

Measuring Permanency Improvements for the CFSR

Three-Part Web Seminar

- July 30, 11:30-12:30 EST
- Today
- August 27, 11:30-12:30 EST

Starting Point and The Missing Piece

- The starting point for the permanency discussion is the group of children for whom the service choice of foster care has been made.
- The missing piece is information about the circumstances under which this decision is typically made. One measure that gets at this is the rate of placement per thousand in the population. During our work over the next month, we will want to keep this missing piece in the background.

Review

- Purpose of Session 1 was to lay out several key concepts:
 - ✓ What is and isn't an “outcome”
 - ✓ Two dimensions of permanency: speed and likelihood
 - ✓ Observed likelihoods by age and time
 - ✓ Structure of system change
 - ✓ Structure of foster care expenditures

Homework: Working with Likelihood and Speed

- Likelihood of return to a permanent family
- Duration, speed, use of foster care, cost

Homework Question 1: How long do we have to wait to observe likelihood?

- Answer: For this system, we have observed at least 90% of exits for the 2002, 2003, 2004 and 2005 entry groups.
- For the group placed in foster care in 2006, 21% are still in care as of December 31, 2007. These children will sift into one of exit categories (mostly adoption) as more time unfolds.

Homework Question 1: How long do we have to wait to observe likelihood?

- Beware of exit percentages masquerading as likelihoods! They probably come from exit cohorts. Make sure exit percentages are calculated from an entry cohort. A good indicator is whether there is a “still in care” category.

Homework Questions 1 and 2: Back and Forth Between Likelihood and Speed

- The likelihood of reunification with family was:

total number to outcome / total children in entry cohort = % to outcome

$$3,207 / 6,320 = 51\%$$

- Among children reunified, the percent that were discharged within 12 months was:

number within 12 months / total number to outcome = % of reunifications within 12 months

$$2,705 / 3,207 = 84\%$$

Homework Questions 1 and 2: Back and Forth Between Likelihood and Speed

- As more time goes by, the total number to achieve the outcome and the likelihood of the outcome will rise, but not by much.

total number to outcome / total children in entry cohort = % to outcome

$$3,407 / 6,320 = 54\%$$

- As more time goes by, the total number to achieve the outcome will rise, but not by much. But the green number is fixed now, so the % of reunifications within 12 months will go down.

number within 12 months / total number to outcome = % of reunifications within 12 months

$$2,705 / 3,407 = 79\%$$

Pros and Cons of this kind of speed measure for the CQI Process

Pros:

- If enough time has gone by, it provides a useful characterization of service length.

Cons:

- It isn't stable as time goes on.
- It only measures one part of the distribution. Once each child passes the 12-month mark, performance can only get worse.

A Better Way: The History-Likelihood Table

Homework Questions 3 and 4

- We can observe that the likelihood of a permanent exit within 12 months is getting higher, and has reached 62%.

Back to reunification example:

total number to outcome in 12 months / total children in entry cohort = % to outcome
in 12 months

$$2,705 / 6,320 = 43\%$$

Review

- Three numbers:

Number of admissions in a year: 6,320

Number reunified to date: 3,207

Number reunified within 12 months: 2,705

- Three percentages:

Likelihood of reunification: 51% (3,207/6,320)

Among reunifications, % w/in 12 months: 84% (2,705/3,207)

Likelihood of reunification w/in 12 months: 43% (2,705/6,320)

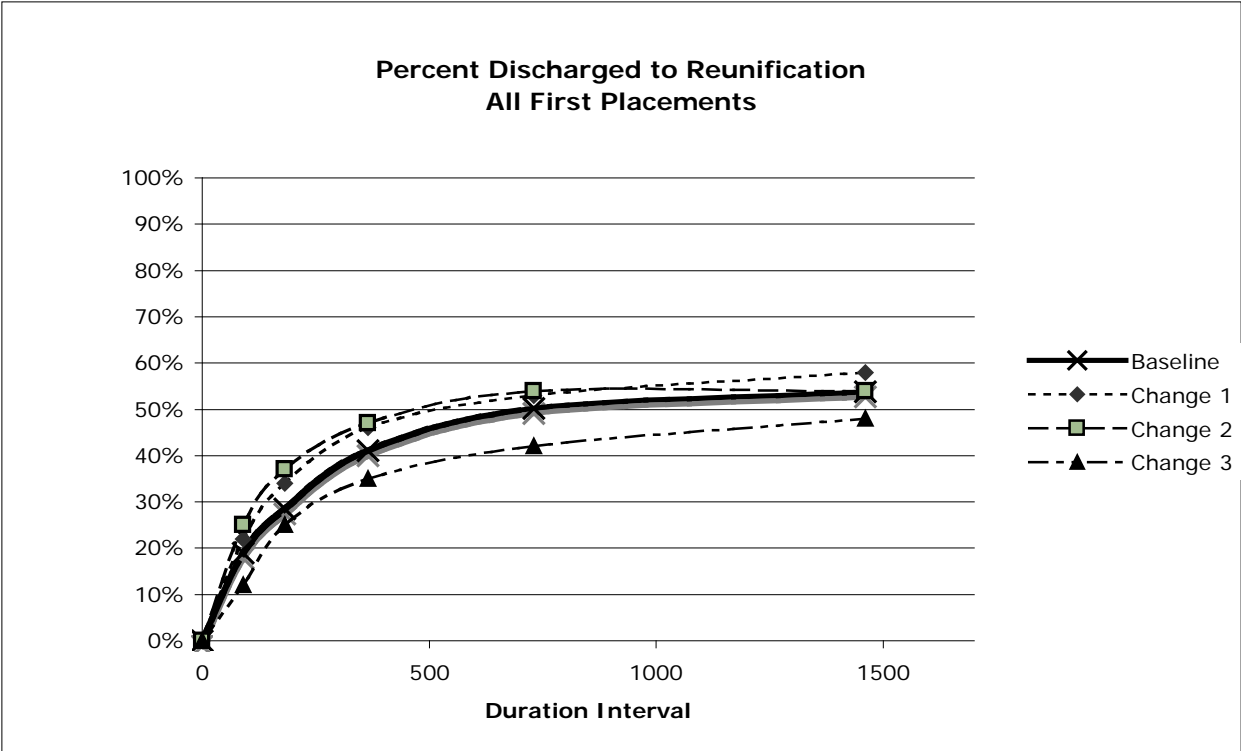
Application: Using the Distribution

X-Axis Scale	0	90	182	365	730	1460
Baseline	0	19%	29%	41%	50%	54%
Change 1	0	22%	34%	46%	53%	58%
Change 2	0	25%	37%	47%	54%	54%
Change 3	0	12%	25%	35%	42%	48%

Change 1: Better speed and likelihood.

Change 2: Better speed, same likelihood.

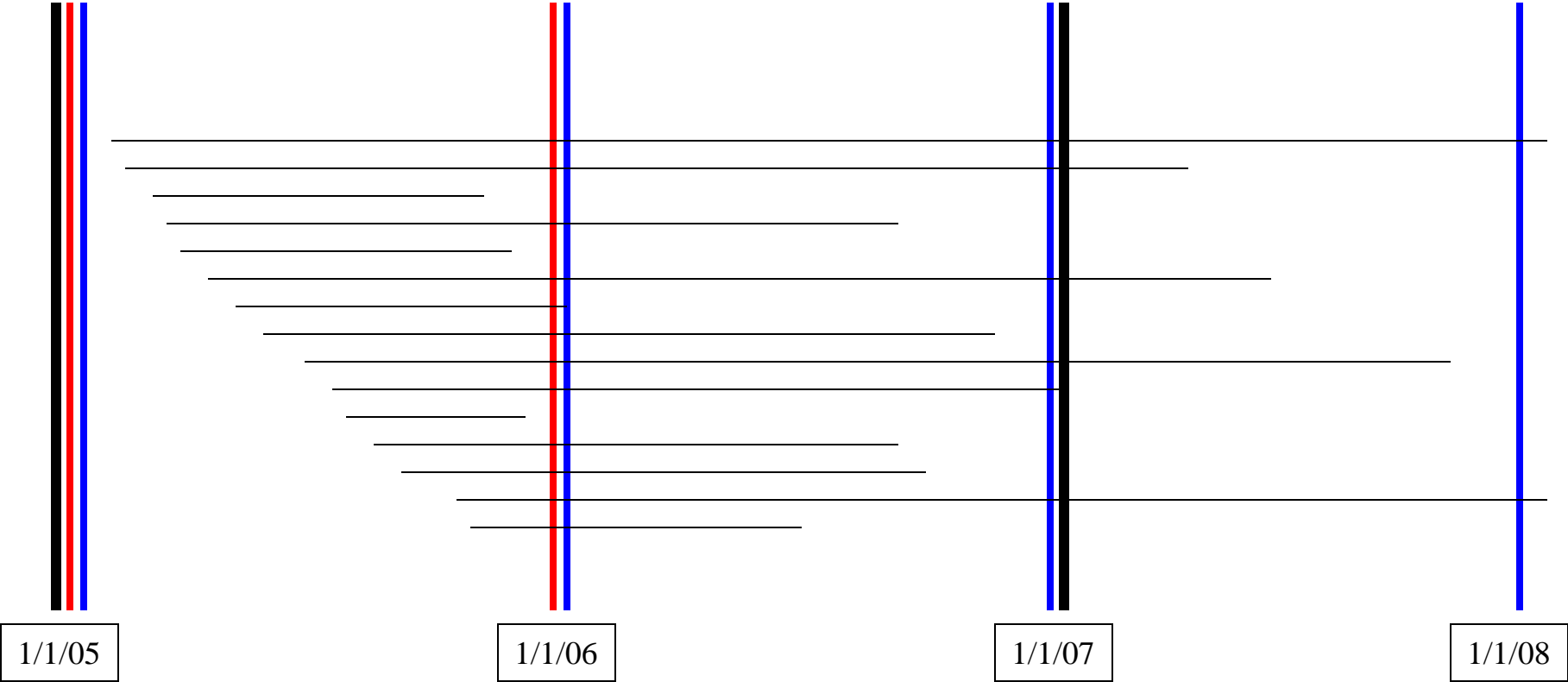
Change 3: Slower speed, lower likelihood.



A Useful Shift to the “Window”

- We have been working with duration intervals.
- To link up with calendar time and money, we will shift to calendar intervals. It’s the same data cut in a different way.

Illustration of Duration and Calendar Intervals

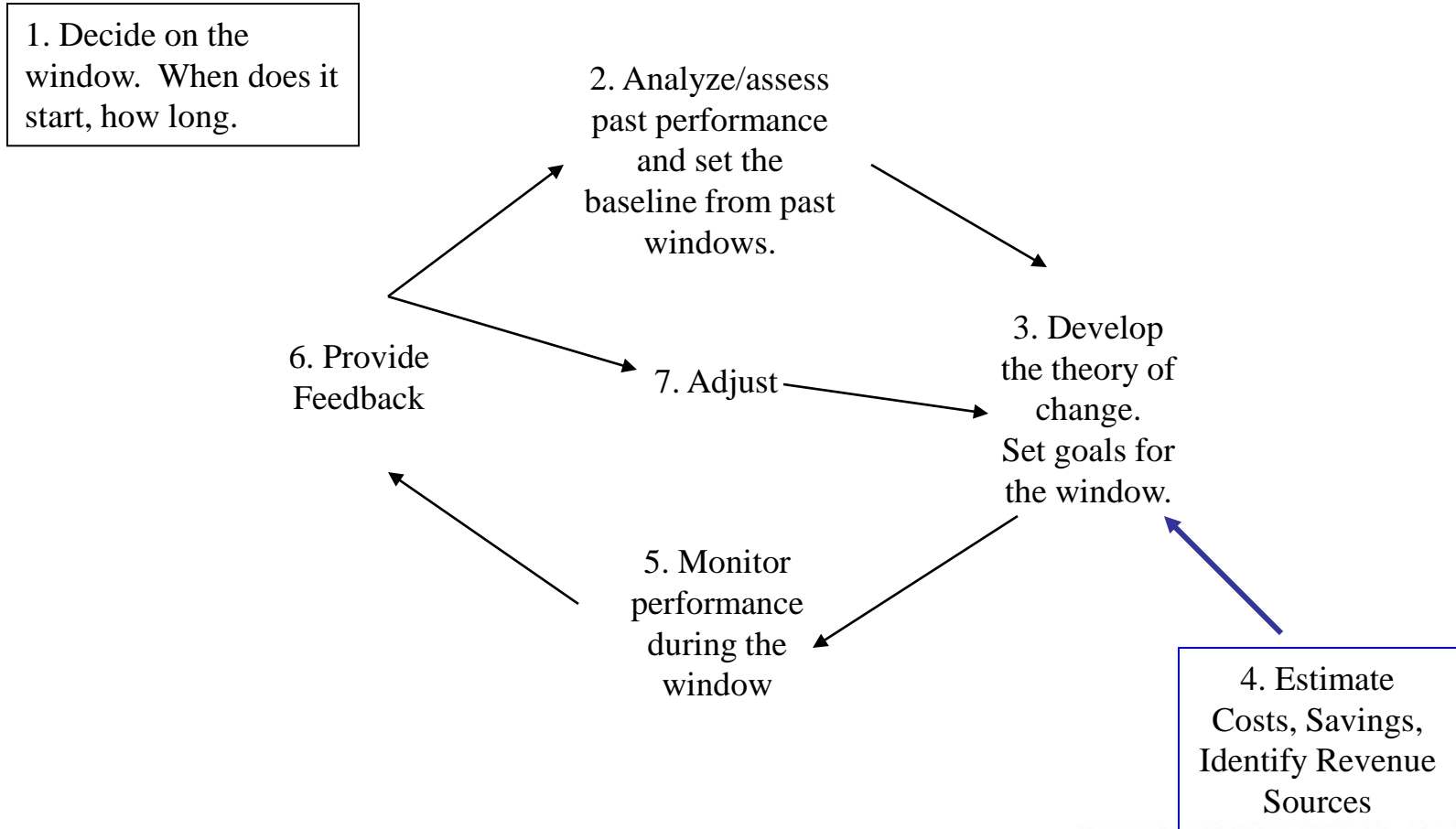


The blue lines are calendar years.
The red boundary is the entry cohort year.
The black boundary is the two year calendar window

Structure of System Change

- Change takes place over time, in a “window”.
- There is a gap between current performance (baseline) and what’s possible (the goal).
- Both the baseline and the goal may differ by subpopulations
- Given that there is a gap, it will take *time* for the gap to close. Innovation takes place in the window.

Cycle of Innovation



Excerpted from “Monitoring Child Welfare Programs: Performance Improvement in a CQI Context.” Fred Wulczyn. Chapin Hall Working Paper, 2007.



CHAPIN HALL
CENTER FOR CHILDREN
AT THE UNIVERSITY OF CHICAGO

Why Stratify?

1. In care and Admissions or Stock and Flow

Wouldn't you expect the outcomes associated with children *on* your caseload, versus those who are *added to* your caseload in a given period of time to be different?

This stratification reflects that expectation.

2. Diagnostically related groups

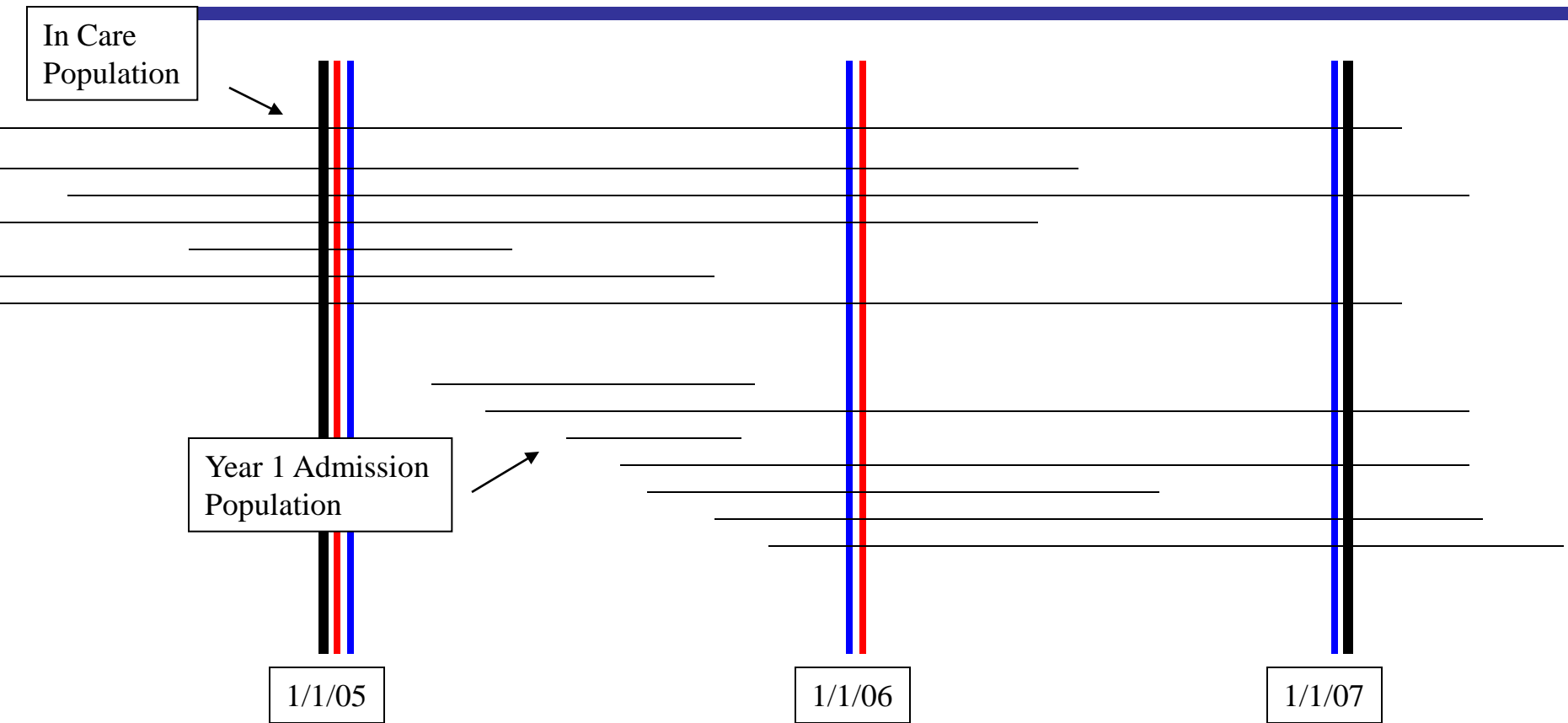
Wouldn't you expect the outcomes for a child who entered state custody as an infant versus those who entered as a teen-ager to be different?

This stratification reflects that expectation.

1. In care and Admissions or Stock and Flow

- In care (stock): Children in state custody on the first day of the window (your caseload)
 - These are children who entered care at any point prior to the window's start
 - The information you have about these children is only what happened to them during the window.
- Admits (flow): Children who enter state custody during the window.
 - Typically, this is one year's full entry cohort
 - These children enter care during the window – some have had little time in the window, others have much more.
 - The information you have about these children is what they experienced from their point of entry while *still in the window*

Illustration



The blue lines are calendar years.
The red boundary is the Year 1 Admission year.
The black boundary is the two year calendar window

Outcomes After Two Years

Number/Percent of Adoptions as of December 31, 2006

Population Type	Total Count	Adoptions	Percent
All Admissions: 2005	1475	45	3%
All children in care on 1/1/2005	2213	747	34%

2. Diagnostically Related Groups

- Separating children by their age at entry is one relatively simple and meaningful way to stratify children into diagnostic groups – children who you might expect to have similar pathways through the child welfare system
- Stratification allows you to understand the different patterns associated with children in the different groups

Outcomes After Two Years

Exits as of December 31, 2006

2005 Admissions	Number	Percent	Percent	Percent	Percent	Percent
Strata: Age at Entry	Admitted	Reunified	Relatives	Adopted	Other Exits	Still In Care
Under 1 (Infants)	277	31%	6%	9%	3%	51%
Teenagers (14-17)	303	18%	11%	0%	45%	25%



Using History to Establish Baselines

- Now we know that our expectations should differ based on strata.
- Next we want to know what should we expect for our current caseload? For new admissions?
- To answer that question, we look at our recent history and ask --
- In windows past, what outcomes have been associated with each of these strata?

Using History to Establish Baselines

This perspective lets us understand likelihood within a window:

- What percent of children typically experience a permanent exit in this window?

And it lets us understand speed...

- What are the average number of days each child would typically use in the two year window?
 - Can't be more than 730 for the in care children.
 - Average is lower for admissions because they enter during the window

What's Next

- Homework:
 - Additional questions on likelihood and speed using Permanency Spreadsheet
 - Questions using History of Exits tables
 - Review table of federal measures
- Last session on evaluating federal measures' adequacy for the CQI process.



CHAPIN HALL
CENTER FOR CHILDREN
AT THE UNIVERSITY OF CHICAGO

**Center for State Foster Care and Adoption Data
National Continuous Quality Improvement Seminars**

Measuring Permanency Improvements for the CFSR

Three-Part Web Seminar

- July 30, 11:30-12:30 EST
- August 13, 11:30-12:30 EST
- Today

Homework Questions I.1 and I.2

- Answer: Percents adopted as of 12/31/2007 for the entry cohorts 2003-2006 were: 17%, 14%, 11%, 3%.
- Can't evaluate changing likelihood of adoption yet. The 2005 and 2006 cohorts still have a number of children in care. Given that adoptions take longer to finalize, many of those children may yet be adopted.

Homework Questions I.1 and I.2, cont'd

- Most adoptions occur after 2 to 5 years in care.
- Trends for children with durations up to two years from entry have increased slightly. We don't know yet if that is increased speed or likelihood – or a combination of both.
- The shaded cells indicate that the full cohort has not had the opportunity to experience this duration interval. So we cannot draw conclusions about change yet.

Homework Question II.1: Which was the largest strata?

- For the sample state it was **In Care, strata 3** (1,079):
 - Children who started spell between ages of 1 - 13, and who had already been in care for more than two years when the window started.
- For some states, it was **In Care, strata 2**:
 - Children who started spell between ages of 1 - 13 and who had been in care for less than two years
- For some states, it was **Admissions, strata 2**:
 - Children entering care in the first year of window, between the ages of 1 -13 at entry.

Homework Question II.2: What Were the Expectations for these Strata in the Two Year Period?

What would the baselines be?

Exit	Population/Strata		
	In care 3	In care 2	Admit 2
Still in care	40%	20 - 30%	36%
Adopted	30%	20 - 24%	3%
Other (non-perm exits)	20%	1 - 11%	2%
Exit to Relative	8%	12 - 17%	14%
Reunification	6%	29 - 35 %	43%



Homework Question II.3: When you develop your strata specific strategies, what might you consider?

- In care strata 3 children have already been in care for some time.
 - Reunification is far less likely an option
 - Some portion of this population may be challenging
- Strategies included:
 - Focus on locating relatives and promoting subsidized guardianship;
 - Focus on improving adoption timeline and processes;
 - Focus on providing additional clinical services to children and their families
 - Staff training

Homework Question II.3: When you develop your strata specific strategies, what might you consider?

- In care strata 2 children have been in care less time
 - Like strata 3 children, you can start working with them on day 1
 - All permanency options remain possible
- Strategies included:
 - Increase family visits;
 - Diligent searches to locate family members for exit;
 - Focus on family team meetings to facilitate reunification
 - Concurrent planning and improving adoption timelines;
 - Use of private providers for service delivery
 - Staff training

Homework Question II.3: When you develop your strata specific strategies, what might you consider?

- Admission strata 2 children
 - They are entering care over the course of the first year of the window;
 - All exits are an option at entry although adoption within the window is unlikely;
- Strategies include:
 - Front-end engagement with courts;
 - Immediate focus on family engagement to facilitate faster permanency
 - Search for other family members for possible permanency

Homework Question II.3: When you develop your strata specific strategies, what might you consider?

- Most state strategies (regardless of the strata) included:
 - Combination of process changes and improvements and changes to clinical care;
 - A focus on regular and frequent case review;
 - Staff training.

Homework Question II.4: What are your performance goals for the strata in two year period?

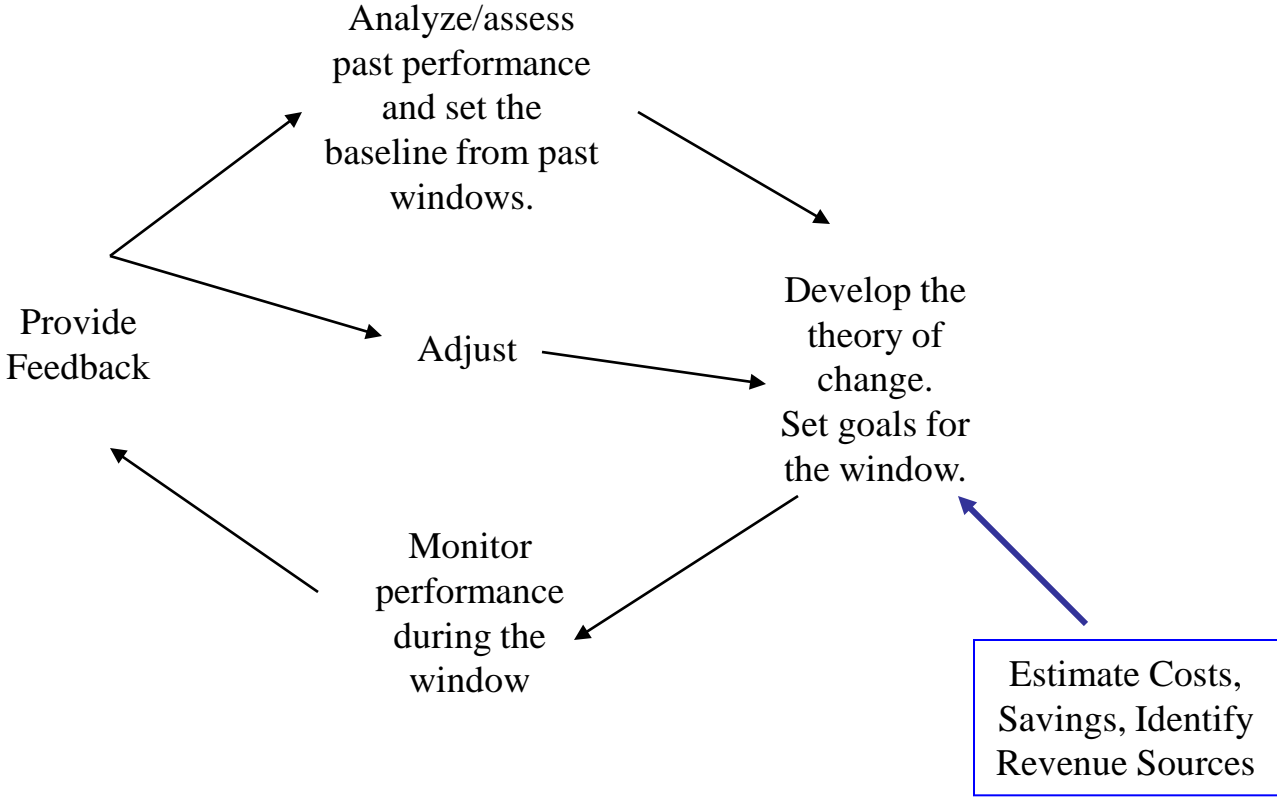
Goals should reflect what you think you can accomplish if your strategies are effective.

- Ask yourself:
 - If we implement this change, how many more children will experience a permanent exit within the two year window?
 - If we implement this change, how many fewer days, on average, will it take to achieve this exit?
- Those numbers figure into the calculation of the goals.
- The day savings can be used to estimate cost savings from days in foster that might help fund your strategies!

What Comes Next?

- The performance period starts...
 - Implement your process changes;
 - Implement your program changes;
 - Start your training programs;
- At a reasonable point, stop and evaluate...
 - Are the strategies effective? Or
 - Are you moving toward your goals?
 - If not, why not?

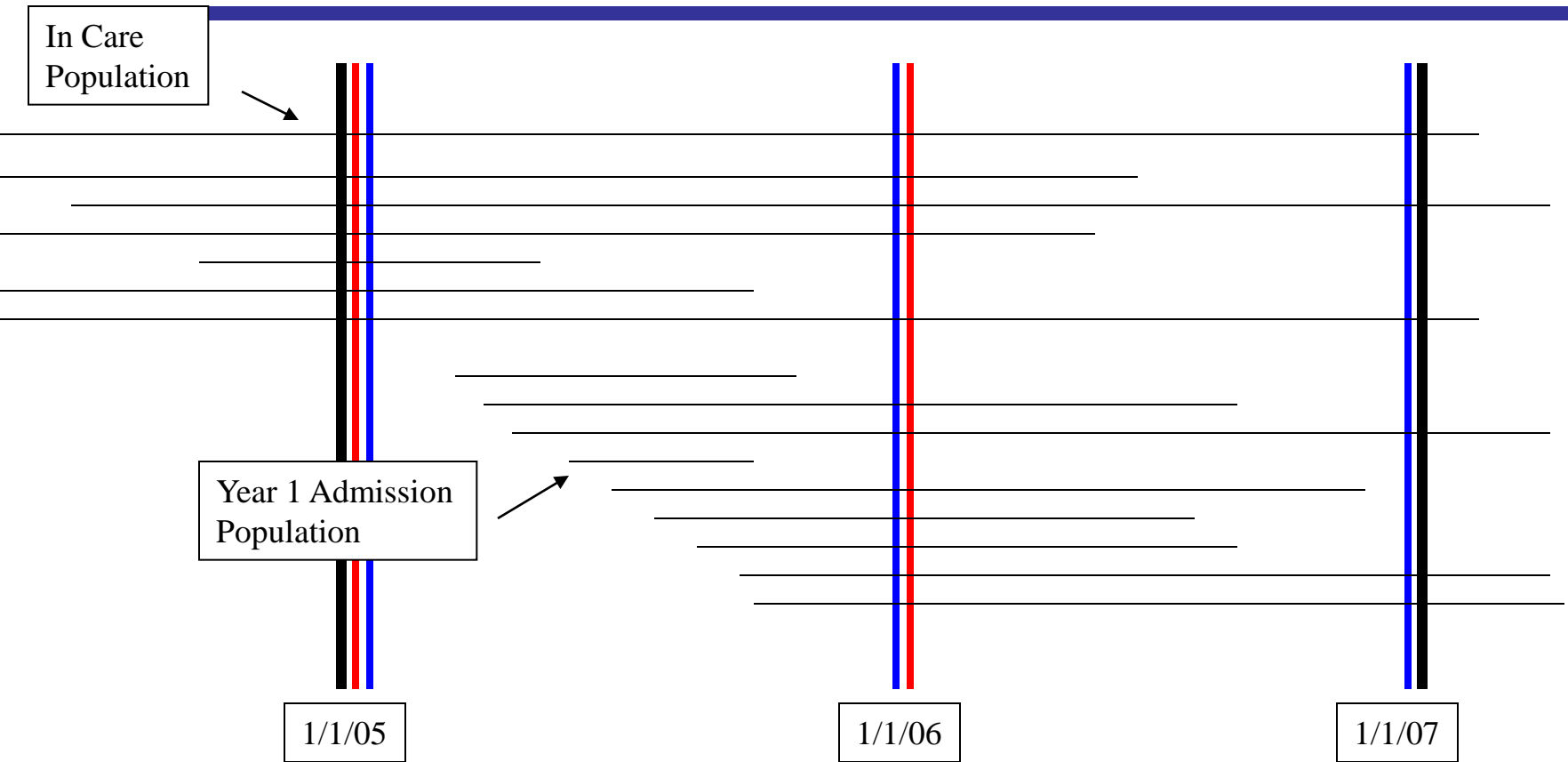
Structure of System Change



Excerpted from “Monitoring Child Welfare Programs: Performance Improvement in a CQI Context.” Fred Wulczyn. Chapin Hall Working Paper, 2007.



Illustration



The blue lines are calendar years.
The red boundary is the Year 1 Admission year.
The black boundary is the two year calendar window

Review of CFSR Indicators

In the next half hour, we will consider the CFSR Indicators from two perspectives:

- Which measures are or are not adequate for the CQI process? Why?
- How do the federal measures fit in with the comprehensive view of permanency with which we have been working?

Numerators and Denominators

At the Start of
the Window:

Zero

Population for
which you want
to make
improvement

*During window, the
hoped-for result is to
move members of the
population into the
numerator. Previous
windows provide
information about the
baseline success rate.
Goal is to increase
success rate.*

At the End of
the Window:

Successes

Population for which
you tried to make
improvement
(successes + failures)

Who is in the denominator? What period of calendar time is covered by durations included in medians or averages?

- Watch Out for This Issue: Are there children in the denominator of a measure who, at the beginning of the CQI period, have already passed the point where they can be moved into the numerator? These are children for whom success (with respect to the measure) have already been ruled out.
- Also applies to medians and averages: Is there time in care that has already happened (prior to the start of the window) included in the measure?
- This will be true for a proportion of children in CFSR measures C1.1, C1.2, C2.1, C2.2, C3.2 and C3.3.

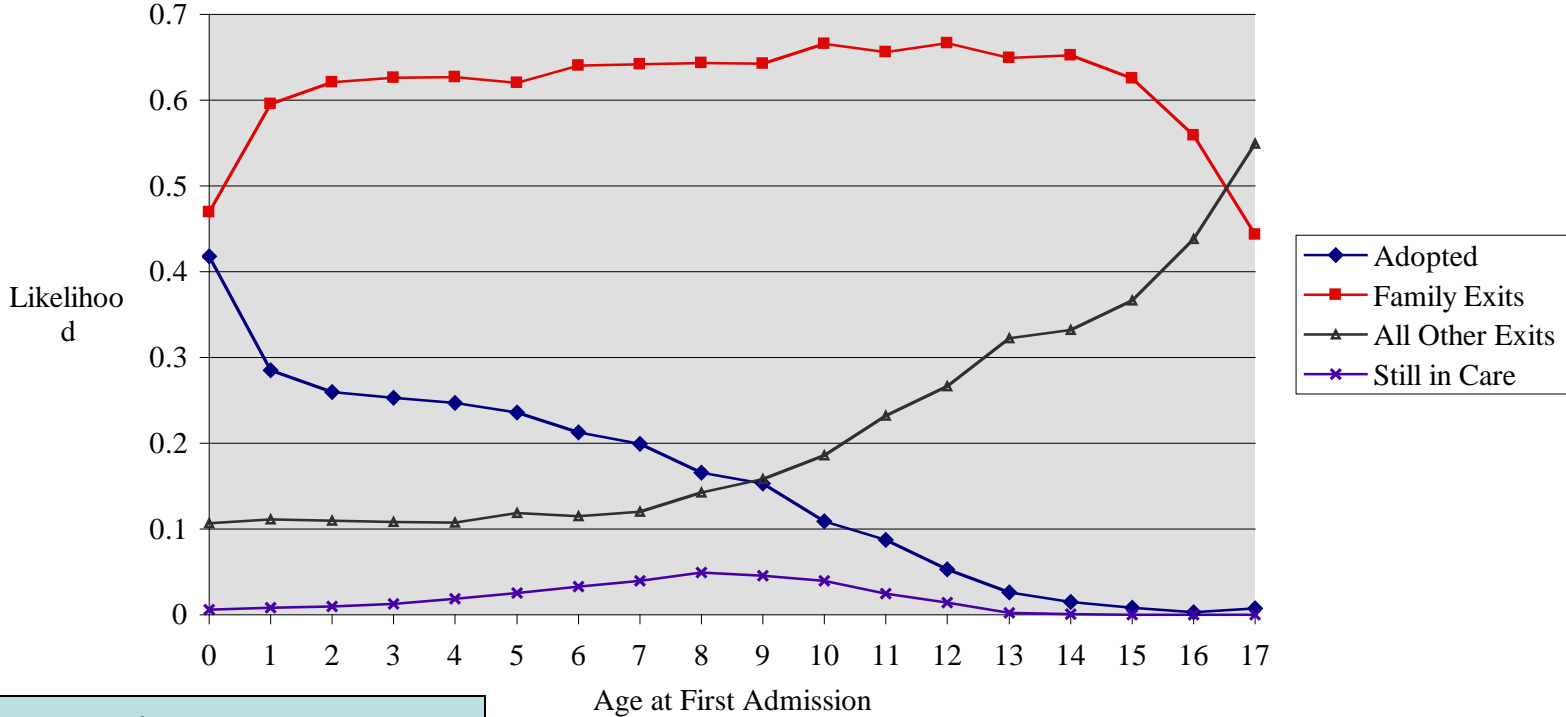
Federal Measures and Our Permanency Policy Questions

- **Question 1:** What is the typical end result of the service choice of foster care in our child welfare system? (*Likelihood*)
CFSR measures C3.2 and C3.3; Neither adequate for CQI Process
- **Question 2a:** How long does the reunification (family or relatives) process take? What is it, and how much does it cost? Could we achieve the reunification outcome more efficiently if we spent that money differently?
CFSR measures C1.1, C1.2, C1.3, and C1.4; C1.3 and C1.4 adequate for CQI Process
- **Question 2b:** How much foster care do children usually receive in the process of transitioning to one of these outcomes? How long does the adoption process take? What is it, and how much does it cost? Could we achieve the adoption more efficiently if we spent that money differently?
CFSR measures C2.1, C2.2, C2.3, C2.4, and C2.5; C2.3, C2.4, C2.5 adequate for CQI Process

How can states address policy questions more comprehensively?

- **Question 1:** What is the typical end result of the service choice of foster care in our child welfare system? (*Likelihood*)
 - Understand basic pattern of permanency likelihoods by age at placement.
 - Seek to do as much as possible early in the case to diagnose likelihood of permanency given the current system and to determine whether or not a different organization or mix of services could increase the likelihood of permanency.
- **Question 2a:** How long does the reunification (family or relatives) process take? What is it, and how much does it cost? Could we achieve the reunification outcome more efficiently if we spent that money differently?
 - Understand basic pattern of reunification likelihoods by age at placement.
 - Understand basic pattern of reunification speed by age at placement.
 - Keep track of how patterns do (or do not change) as policy and program changes are pursued.
- **Question 2b:** How much foster care do children usually receive in the process of transitioning to one of these outcomes? How long does the adoption process take? What is it, and how much does it cost? Could we achieve the adoption more efficiently if we spent that money differently?
 - Understand basic pattern of adoption likelihoods by age at placement.
 - Understand basic pattern of adoption speed by age at placement.
 - Keep track of how patterns do (or do not change) as policy and program changes are pursued.

Likelihood of Exit by Exit Reason and Age at Placement, White Children



*Data Center Members: Using your FCDA text file, get the data for this chart with a cross tab of exit*spellage*ethnic2 for a selected entry cohort.*

Outcome analysis is about summarizing.

- Summarizing offers a way of efficiently describing a complicated system.
- Summarizing offers a way of uncovering common experiences with the system.
- Summarizing allows comparisons.
- How does my system compare to others? Useful, because in child welfare, we are still figuring out the right mix of services and will be for a long time.
- How does my system compare to itself over time? Useful, to measure impact of change.
- How can I spend money more efficiently to reach the desired outcomes of my system?

How should we summarize outcomes?

- If what we're doing is summarizing, how we summarize matters a lot.
- Longitudinal analysis is the best way to compare outcomes -- across systems, populations, over time.
- It is much harder to measure outcomes over time using either a point-in-time or an exit cohort sample because the samples are **missing** some children:
 - An exit cohort only includes kids who leave
 - A point-in-time census is missing the kids who left placement
 - You can't assess change if you leave out those children because their experiences aren't factored into the outcomes. **All children have to be included in a state's system for monitoring outcomes.**

What is the difference?

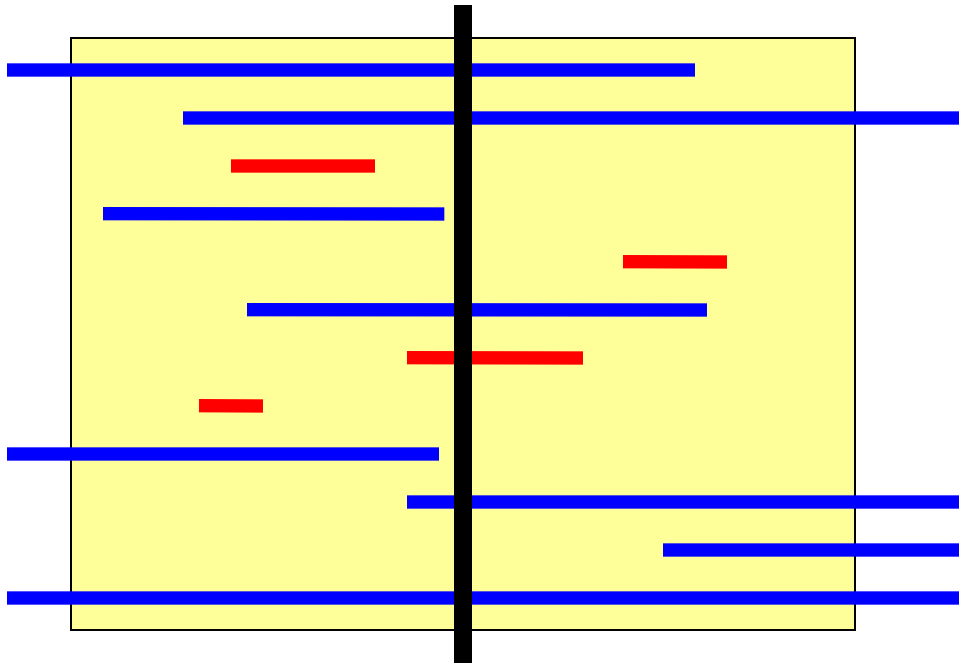
- Point-in-time - only children in care
- Exit cohort - only children who left care
- Entry cohort - all children who entered

} These two approaches depend on whether the child is still in care.

- By definition, these are very **different** samples. The example that follows illustrates the differences -

Who is being counted? It makes a difference

Jan. 1, 2000 Jan. 1, 2001 Jan. 1, 2002



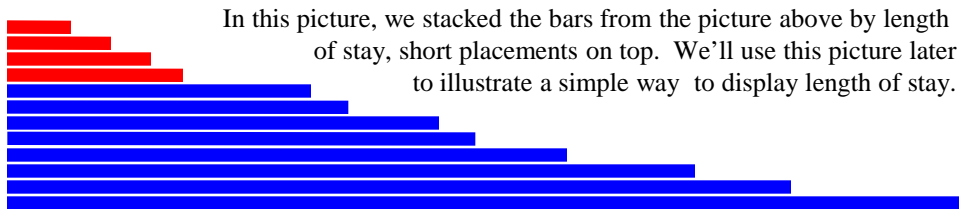
Each horizontal line represents a child; the length of the line denotes the time spent in foster care. The time period is two years, from January 1, 2000 to January 1, 2001. Some of the children started care before 1/1/2000; some children entered care during either 2000 or 2001. The (vertical) black line denotes a point-in-time. The lines that cross the black line represent the children in care on January 1, 2001.

Summary of 2000: 10 children with at least 1 day spent in foster care

The 1/1/2001 census: 6 children in care - 1 short; 5 long

The 2000 exit cohort: 4 discharges - 2 short; 2 long

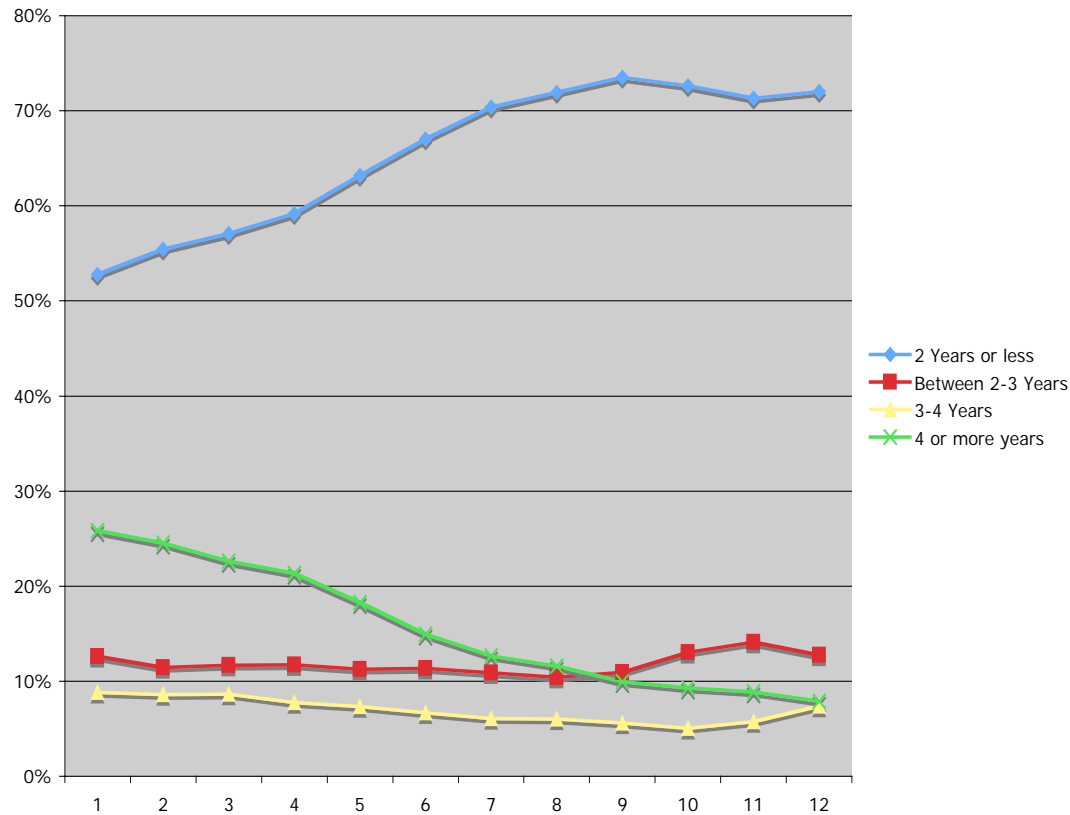
The 2000 entry cohort: 7 admissions - 3 short; 4 long



In this picture, we stacked the bars from the picture above by length of stay, short placements on top. We'll use this picture later to illustrate a simple way to display length of stay.



Six Year Profile of Duration to Date of Point-in-Time Population, Sample State



Six Year Quartile Duration Figures for All Admissions

	Number All Admissions*	25Percentile In Months	50 Percentile In Months	75 Percentile In Months
2001	4742	1.5	6.7	19.3
2002	4902	1.6	7.4	21.4
2003	5770	2.1	8.6	21.1
2004	6128	1.4	6.4	17.2
2005	5857	1.5	6.5	17.4
2006, six months	2934	1.7	<i>don't know yet</i>	<i>don't know yet</i>

Unpacking an Exit Cohort

Entry Year	Number	Number	Total in Entry Year
	Longer Than 12 Months	Within 12 Months	
1987	1	0	1
1988	1	0	1
1989	1	0	1
1991	6	0	6
1992	1	0	1
1993	1	0	1
1994	9	0	9
1995	10	0	10
1996	14	0	14
1997	16	0	16
1998	46	0	46
1999	54	0	54
2000	87	0	87
2001	265	0	265
2002	511	0	511
2003	1,046	0	1,046
2004	1,079	1,781	2,860
2005	0	2,856	2,856
All 2005 Discharges	3,148	4,637	7,785
Of 2005 Discharges, Percent Reunified In Under 12 Months			
			60%

Notice that:

- 1) Members of entry cohorts from at least two years ago comprise the failures. But what proportion were those failures of the original entering group? You don't know.
- 2) Remainders of the last two year's entry cohorts comprise the successes. But what proportion were those successes of the original entering group?

Data Center Members: Get data for this table by selecting records where **oy=2005** and **exit = XRF** or **XRL** and do a cross tab of **iy** and **durcat**.

What's Next

- Evaluation: In about two weeks, you will receive an email from Christina Crayton with a link to an on-line evaluation survey of this webinar. *We sincerely hope all of you who attended any of the three sessions will take the time to complete it!*
- The next CQI seminar will be focused on measurements of placement stability. Stay tuned for further information.
- Thank you for your participation and attention. We enjoyed working with all of you.