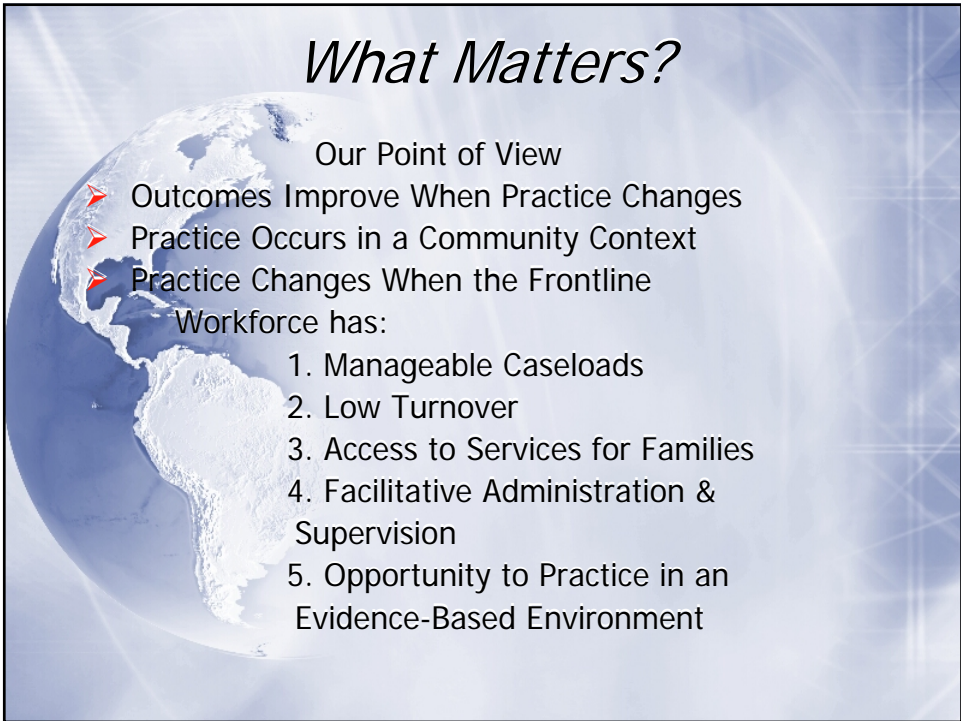


# *Measuring What Matters*

*Improving Outcomes  
By Helping the Frontline Workforce  
Do Their Jobs Better*

*Robin Perry, Ph.D., Associate Professor of Social Work, FAMU  
&  
John Haines, Ed.D., Director of Research, FCC*

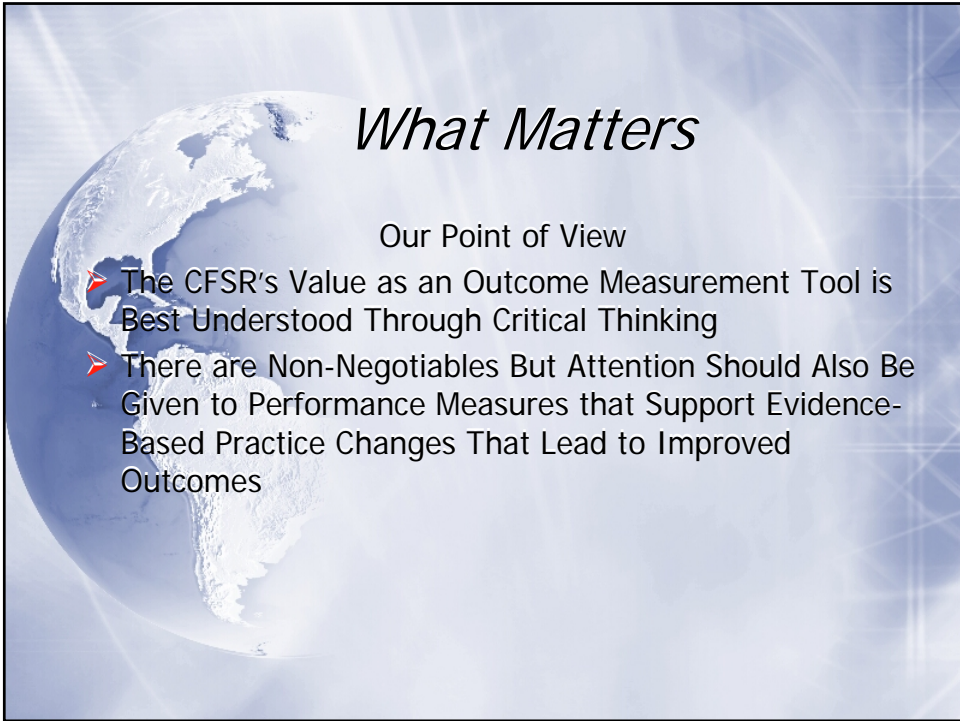


## *What Matters?*

Our Point of View

- Outcomes Improve When Practice Changes
- Practice Occurs in a Community Context
- Practice Changes When the Frontline Workforce has:

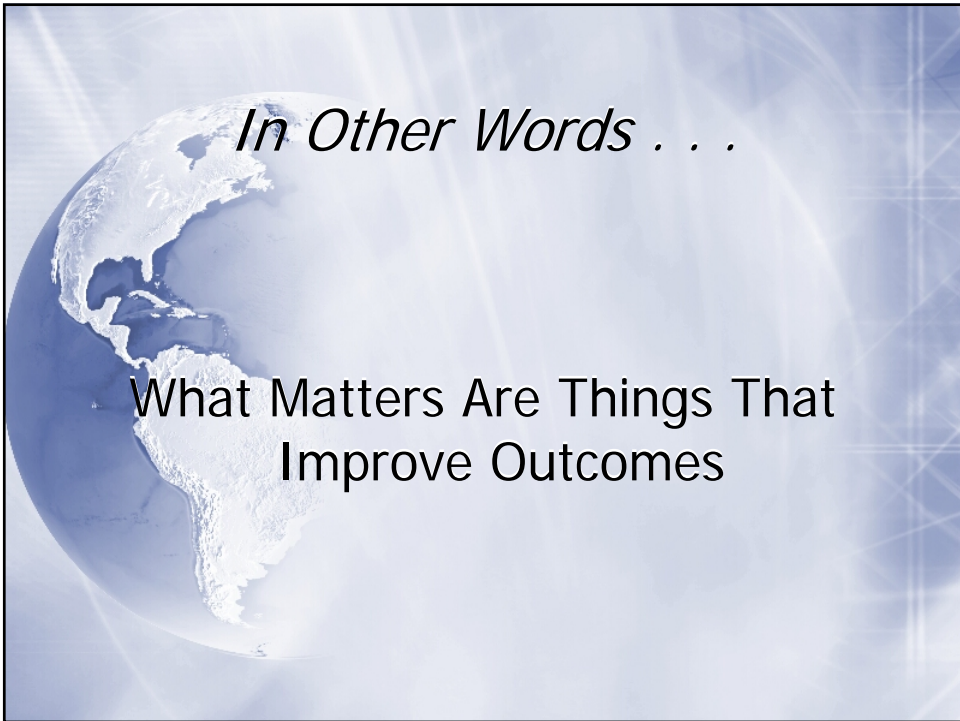
1. Manageable Caseloads
2. Low Turnover
3. Access to Services for Families
4. Facilitative Administration & Supervision
5. Opportunity to Practice in an Evidence-Based Environment



## *What Matters*

Our Point of View

- The CFSR's Value as an Outcome Measurement Tool is Best Understood Through Critical Thinking
- There are Non-Negotiables But Attention Should Also Be Given to Performance Measures that Support Evidence-Based Practice Changes That Lead to Improved Outcomes



## *In Other Words . . .*

What Matters Are Things That Improve Outcomes



## *What Doesn't Matter?*

### ⌘ Things That Don't Change Outcomes

- Ranking Circuits, Zones, CBCs, or Providers from "Worst to First"
- Data Collection as "Gotcha"
- Compliance-Driven Performance Measurement Unencumbered by Critical Thinking About Desired Outcomes



## *The Non-Negotiables*

- ⌘ Child & Family Service Reviews\*
- ⌘ Legislative Mandates
- ⌘ Florida Statutes

\* Almost



## *Presentation Format*

- ✧ Review and Critique of CSWR Process (Round I and II) and Findings (Round I)
- ✧ Thinking Critically About Measuring Performance
- ✧ Alternative Considerations for Measurement
- ✧ Workforce Issues and Performance
- ✧ Adopting an Evidence-Based Perspective to Performance Measurement



## *CFSR Review & Critique Origins and Structure of the CFSR*

Child and Family Services Reviews (CFSRs) attempt to gauge state efforts and ability to achieve the primary goals of safety and permanence for children, and well-being for children and their families. The review is intended both to measure state compliance with federal child welfare policy and to strengthen and improve state child welfare programs. (Stoltzfus, 2005)

ACF developed the CFSR in response to a mandate in the Social Security Amendments of 1994. ACF's final regulations on the CFSR process were issued in 2000

Between fiscal year (FY) 2001 and FY 2004, ACF conducted the first round of the CFSR. The Florida CFSR was conducted in 2001 along with 16 other states. Round II began in 2008 (Florida is part of this wave).



*CFSR Review & Critique*  
*CFSR Process*

There are three main phases to the initial CFSR process for each state.

They include a(n):  
Statewide Self-Assessment,  
Onsite Review, and  
Program Improvement Plan (PIP).



*CFSR Review & Critique*  
*CFSR Outcomes Round I and II*

Service outcomes were classified as related to safety, permanency, or child and family well-being. Two outcomes were associated with safety and permanency and three outcomes were associated with child and family well being (see below).

**Safety**

Safety Outcome 1: Children are, first and foremost, protected from abuse and neglect.

Safety Outcome 2: Children are safely maintained in their homes whenever possible and appropriate.



*CFSR Review & Critique*  
*CFSR Outcomes Round I and II*

Permanency

Permanency Outcome 1: Children have permanency and stability in their living situations.

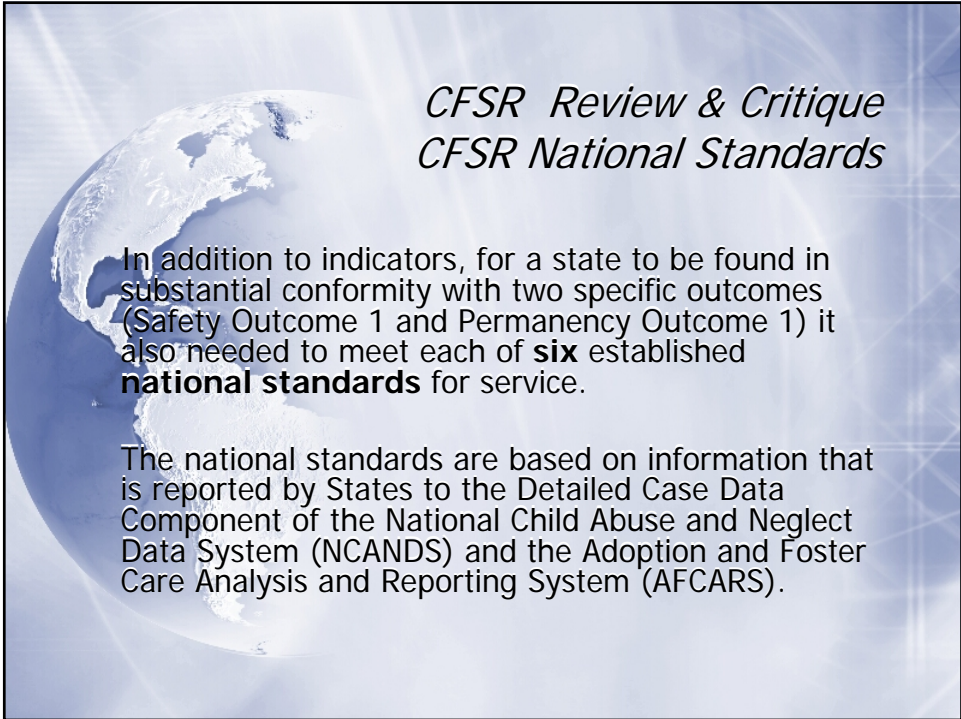
Permanency Outcome 2: The continuity of family relationships and connections is preserved for children.

Child and Family Well-Being

Well-Being Outcome 1: Families have enhanced capacity to provide for their children's needs.

Well-Being Outcome 2: Children receive appropriate services to meet their educational needs.

Well-Being Outcome 3: Children receive adequate services to meet their physical and mental health needs.



*CFSR Review & Critique*  
*CFSR National Standards*

In addition to indicators, for a state to be found in substantial conformity with two specific outcomes (Safety Outcome 1 and Permanency Outcome 1) it also needed to meet each of **six** established **national standards** for service.

The national standards are based on information that is reported by States to the Detailed Case Data Component of the National Child Abuse and Neglect Data System (NCANDS) and the Adoption and Foster Care Analysis and Reporting System (AFCARS).

### The Child and Family Services Review (Round I) and Associated Review Criteria

Goal	Outcome	Case review item performance indicator	National standard performance indicator
Safety	Children are first and foremost protected from abuse and neglect.	<ul style="list-style-type: none"> <li>•Timeliness of investigation of maltreatment reports</li> <li>•Recurrence of maltreatment</li> </ul>	Recurrence of maltreatment Incidence of maltreatment in foster care
	Children are safely maintained in their homes whenever appropriate or possible.	<ul style="list-style-type: none"> <li>•Services to protect children in home and prevent removal</li> <li>•Risk of harm to child</li> </ul>	
Permanency	Children have permanency and stability in their living situations.	<ul style="list-style-type: none"> <li>•Foster care re-entries</li> <li>•Placement stability</li> <li>•Permanency goal (e.g. established, appropriate)</li> <li>•Timely achievement of reunification, guardianship, or kin placement</li> <li>•Timely achievement of adoption</li> <li>•Appropriate use of "another planned living arrangement"</li> </ul>	Foster care re-entries Placement stability Length of time to reunification Length of time to achieve adoption
	The continuity of family relationships and connections is preserved for children.	<ul style="list-style-type: none"> <li>•Proximity of placement to parent's home</li> <li>•Placement in foster care with siblings</li> <li>•Frequency of visits with parents and siblings</li> <li>•Connections with family and community preserved</li> <li>•Use of relatives as placement resource</li> <li>•Relationship with parents maintained</li> </ul>	
Well-being of children and their families	Families have enhanced capacity to provide for their children's needs.	<ul style="list-style-type: none"> <li>•Assessment of services needs of child, parents and foster parents</li> <li>•Involvement of child and parents in case planning</li> <li>•Frequency and quality of caseworker visits with child</li> <li>•Frequency and quality of caseworker visits with parents</li> </ul>	
	Children receive appropriate services to meet their educational needs.	<ul style="list-style-type: none"> <li>•Provide for child's education needs</li> </ul>	
	Children receive adequate services to meet their physical and mental health needs.	<ul style="list-style-type: none"> <li>•Provide for child's physical health needs</li> <li>•Provide for child's mental health needs</li> </ul>	

Source: Prepared by Congressional Research Service (CRS) based on the CFSR procedures manual online as of May 27, 2005. [Stoltzfus, E. (2005). Child welfare: State Performance on Child and Family Service Reviews. Washington, D.C.: Congressional Research Office, Library of Congress]. The procedures manual has been revised several times. However, with the exception of one item (which for reviews done in 2001 assessed state provision of independent living services for children age 16 or older, and which for reviews in 2002-2004 looked instead at appropriate and timely achievement of reunification, guardianship, or kinship placement) the goals, outcomes, systems and items have generally remained the same.

### National Standards Used in the Initial Round of the Child and Family Service Review in Fiscal Years 2001-2004

What is measured	National standard
<b>Recurrence of Maltreatment.</b> Of all the children who were victims of child maltreatment during the first 6 month period of review, what percentage were again found to be victims of maltreatment based on a second report made within 6 months of the first maltreatment report? ( <i>Safety Outcome 1</i> )	6.1% (or less)
<b>Maltreatment in foster care.</b> Of all the children in foster care during the period of review what percentage were found to have experienced maltreatment at the hands of a foster parent or staff member of a foster care facility? ( <i>Safety Outcome 1</i> )	0.57% (or less)
<b>Foster care re-entries.</b> Of all the children who entered foster care during the year under review, what percentage were re-entering foster care within 12 months of a prior foster care episode? ( <i>Permanency Outcome 1</i> )	8.6% (or less)
<b>Timely reunification.</b> Of all the children who left foster care to be reunited with their parents or caretakers (during the year under review), what percentage did so within 12 months of their date of most recent removal from home? ( <i>Permanency Outcome 1</i> )	76.2% (or more)
<b>Timely adoption.</b> Of all the children who left foster care because of adoption (during the year under review), what percentage did so within 24 months of their date of most recent removal from home? ( <i>Permanency Outcome 1</i> )	32.0% (or more)
<b>Stability of placement.</b> Of all the children in care less than 12 months from the time of their latest removal (during the period under review), what percentage had no more than two placement settings? ( <i>Permanency Outcome 1</i> )	86.7% (or more)

Source: Prepared by the Congressional Research Service (CRS) [Stoltzfus, E. (2005). Child welfare: State Performance on Child and Family Service Reviews. Washington, D.C.: Congressional Research Office, Library of Congress] Development of these standards is further described in U.S. Department of Health and Human Services (HHS), Administration for Children and Families (ACF). *Background Paper: Child and Family Services Reviews National Standards* [<http://www.acf.hhs.gov/programs/cb/hotissues/background.htm>].



*CFSR Review & Critique*  
*CFSR Outcomes & National Standards*

**Two (of seven) CFSR outcomes were based on onsite case review AND national standards data. Individual state performance on five (of seven) of the CFSR outcomes were based solely on case review data ONLY. The rating of a state's performance was heavily dependent upon the representative nature of the cases selected for review.**



*CFSR Review & Critique*  
*Substantial Conformity to CFSR Outcomes*

To be in **Substantial Conformity** with any outcome, a state needs to meet the 90% threshold for all associated indicators in applicable cases reviewed onsite during the CFSR process. For those outcomes linked with national standards, **ALL** associated national standards **MUST** be obtained **IN ADDITION TO THRESHOLDS** for reviewed cases before a state is deemed in substantial conformity.

## *CFSR Review & Critique* *CFSR Systemic Factors*

The systemic factors assessed through the CFSR address aspects of State child welfare agency operations that are relevant to achieving the desired outcomes for children and families. **The seven systemic factors pertain to the following:**

1. Statewide Information System;
2. Case Review System;
3. Training for child welfare staff, foster parents, and adoptive parents;
4. Quality Assurance System;
5. Service Array;
6. Agency Responsiveness to the Community; and
7. Licensing, Recruitment, and Retention of Foster and Adoptive Parents.

**The CFSR (Round I): Systemic Factors with Associated Review Criteria/Performance Indicators**

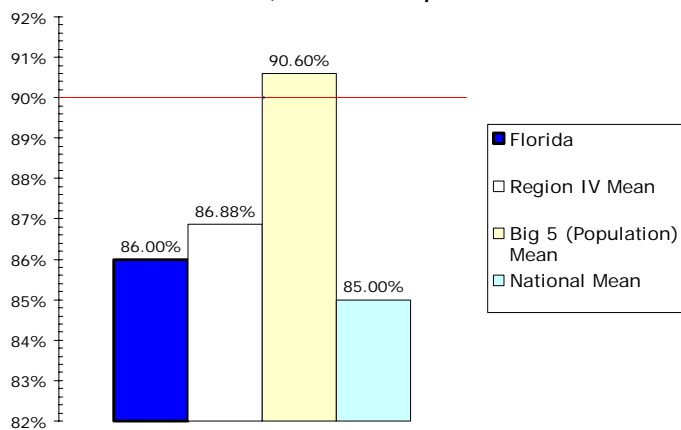
Goal	System	System item (performance indicator)
Maintain the capacity to achieve safety and permanence for children and well-being for children and their families	Statewide Information System	<ul style="list-style-type: none"> <li>▪State's system can readily identify status, characteristics, location, and goals for every child in foster care.</li> </ul>
	Case Review System	<ul style="list-style-type: none"> <li>▪Children in foster care have written case plans developed jointly with parents.</li> <li>▪Children in foster care have court or administrative reviews every 6 months.</li> <li>▪Children in foster care have permanency hearings at least every 12 months.</li> <li>▪AFSA requirements for termination of parental rights are in place.</li> <li>▪Foster caretakers are notified of hearings/reviews; have opportunity to be heard.</li> </ul>
	Quality Assurance System	<ul style="list-style-type: none"> <li>▪State has standards to ensure children in foster care receive quality services to protect their safety and health.</li> <li>▪State has quality assurance system to evaluate services and provide feedback.</li> </ul>
	Staff Training	<ul style="list-style-type: none"> <li>▪State operates a training program for new staff who provide services.</li> <li>▪State operates ongoing training of staff.</li> <li>▪State provides for training of foster and adoptive parents, and of child care staff.</li> </ul>
	Service Array	<ul style="list-style-type: none"> <li>▪State has an array of services that support a safe home environment, enable children to remain safely with their parents, and help children achieve permanency.</li> <li>▪The services are accessible in all political jurisdictions covered by the state plan.</li> <li>▪The services can be tailored to the individual needs of children and families.</li> </ul>
	Agency Responsiveness to Community	<ul style="list-style-type: none"> <li>▪State consults on an ongoing basis with other groups (e.g., tribes, courts) and includes their concerns in the state plan.</li> <li>▪Agency develops, in consultation with these other groups, annual reports on progress and services delivered.</li> <li>▪State's services are coordinated with services or benefits of other federal programs serving the same population.</li> </ul>
	Foster and Adoptive Parent Licensing, Recruitment, and Retention	<ul style="list-style-type: none"> <li>▪Standards for foster family home and child care institutions have been implemented and are reasonably in accord with recommended national standards.</li> <li>▪Standards are applied to all licensed homes or child care institutions receiving Title IV-E or Title IV-B funds.</li> <li>▪State complies with federal criminal background clearance requirements for licensing or approval of foster care and adoptive placements.</li> <li>▪State has a process to ensure diligent recruitment of potential foster and adoptive families who reflect the ethnic and racial diversity of children needing placements.</li> <li>▪State has process for effective use of cross-jurisdictional resources to aid timely adoptive or permanent placements.</li> </ul>

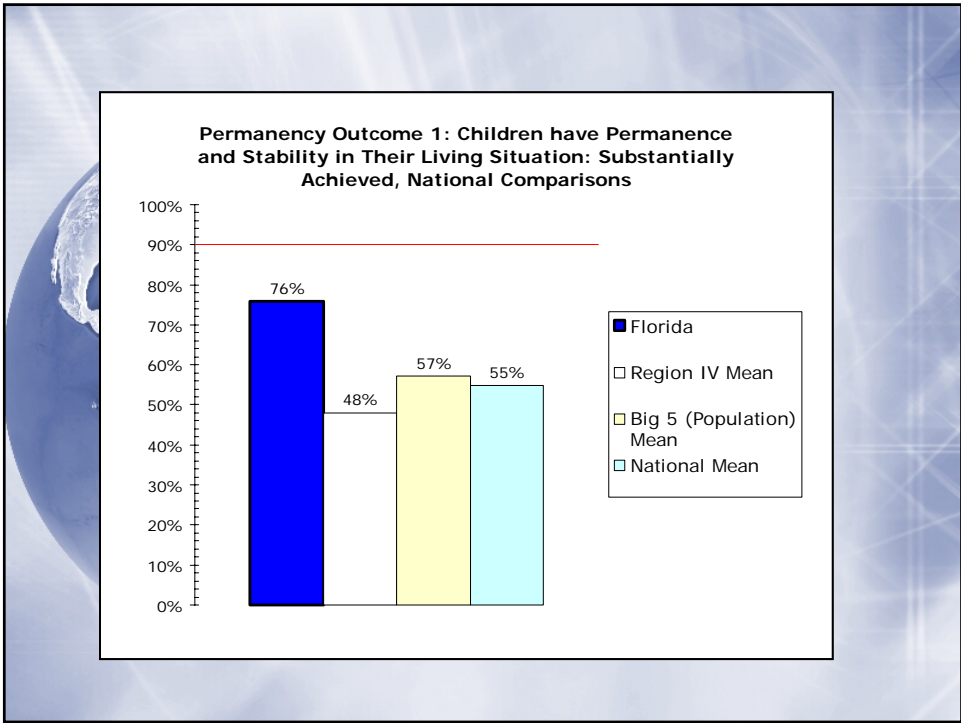
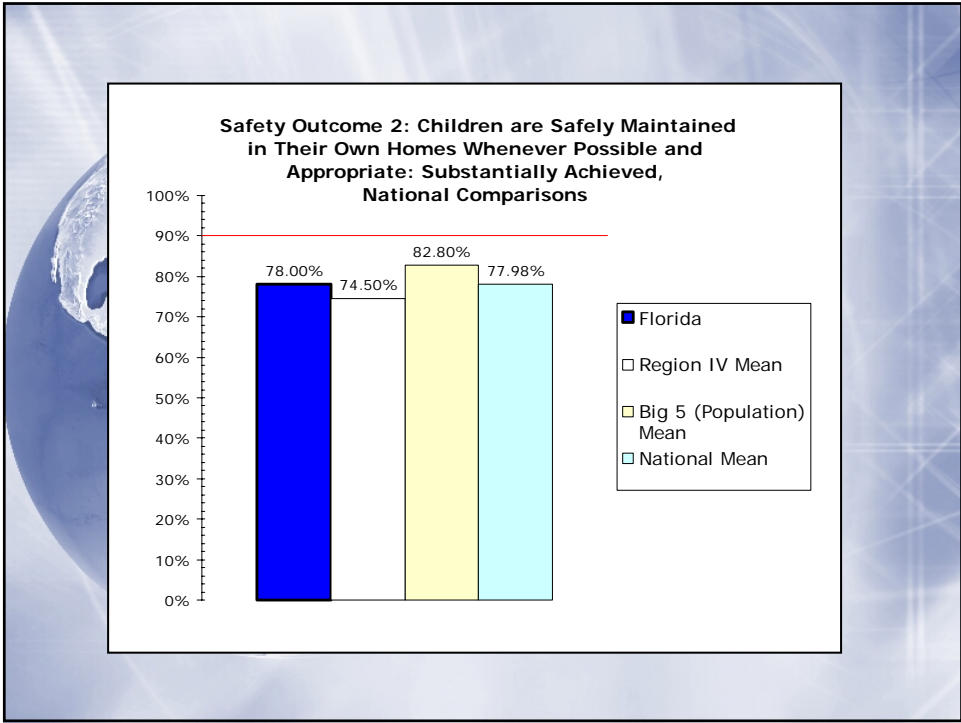
Source: Prepared by Congressional Research Service (CRS) based on the CFSR procedures manual online as of May 27, 2005. [Stoltzfus, E. (2005). Child welfare: State Performance on Child and Family Service Reviews. Washington, D.C.: Congressional Research Office, Library of Congress]. The procedures manual has been revised several times. However, with the exception of one item (which for reviews done in 2001 assessed state provision of independent living services for children age 16 or older, and which for reviews in 2002-2004 looked instead at appropriate and timely achievement of reunification, guardianship, or kinship placement) the goals, outcomes, systems and items have generally remained the same.

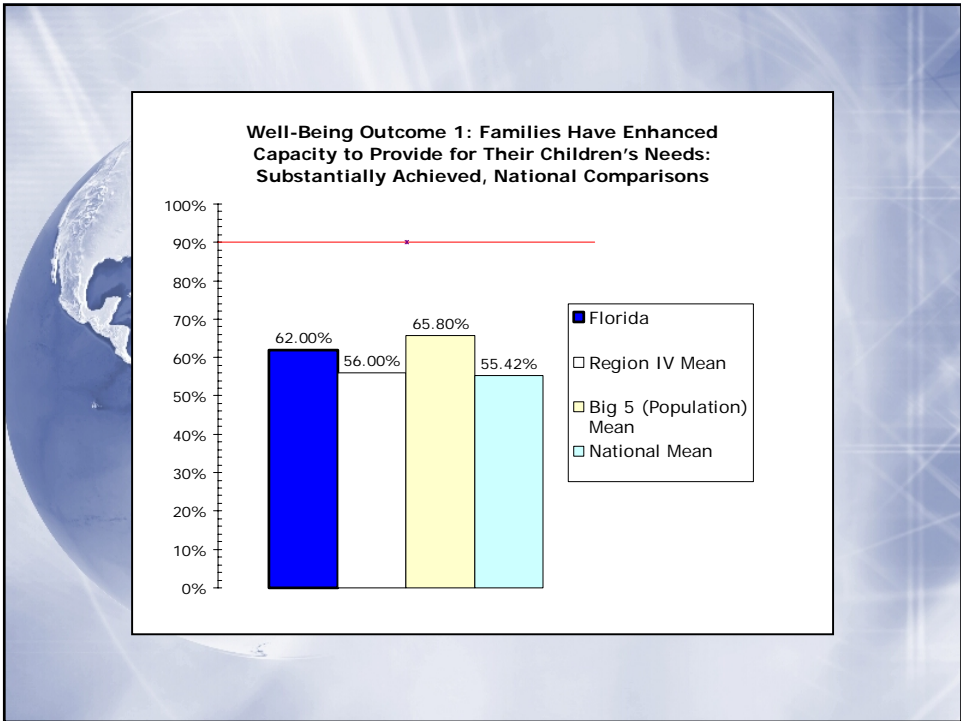
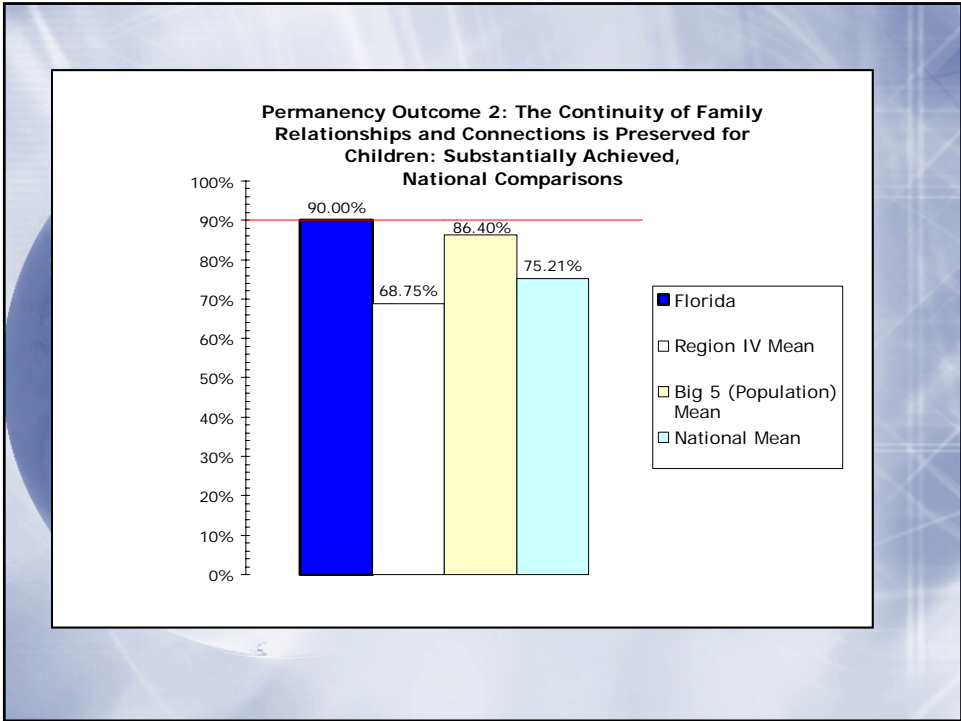
## *CFSR Review & Critique* *CFSR Findings Summary*

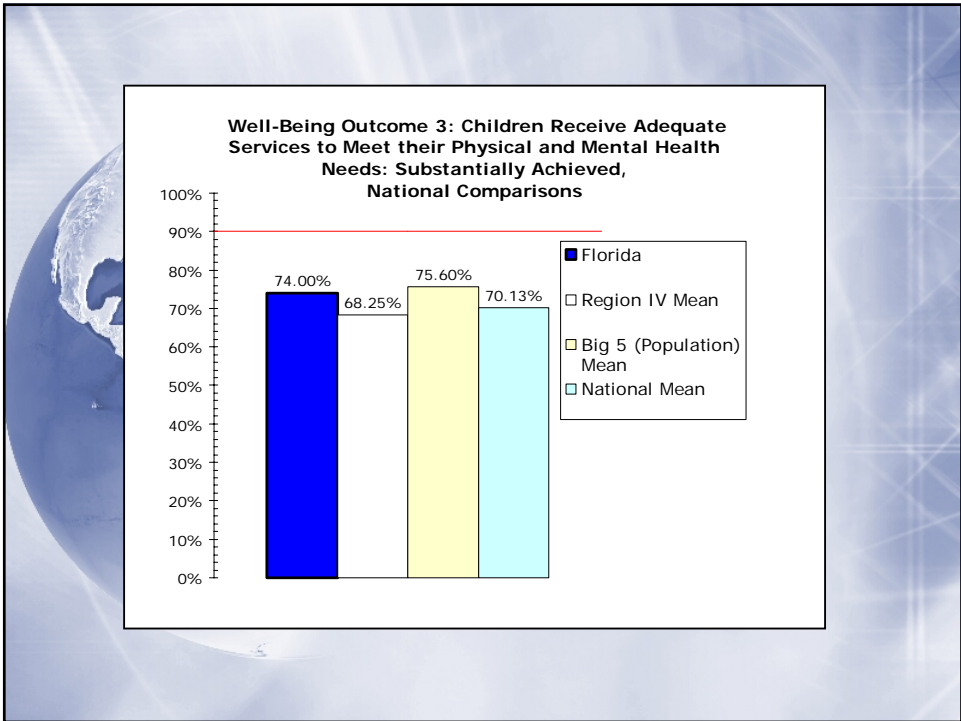
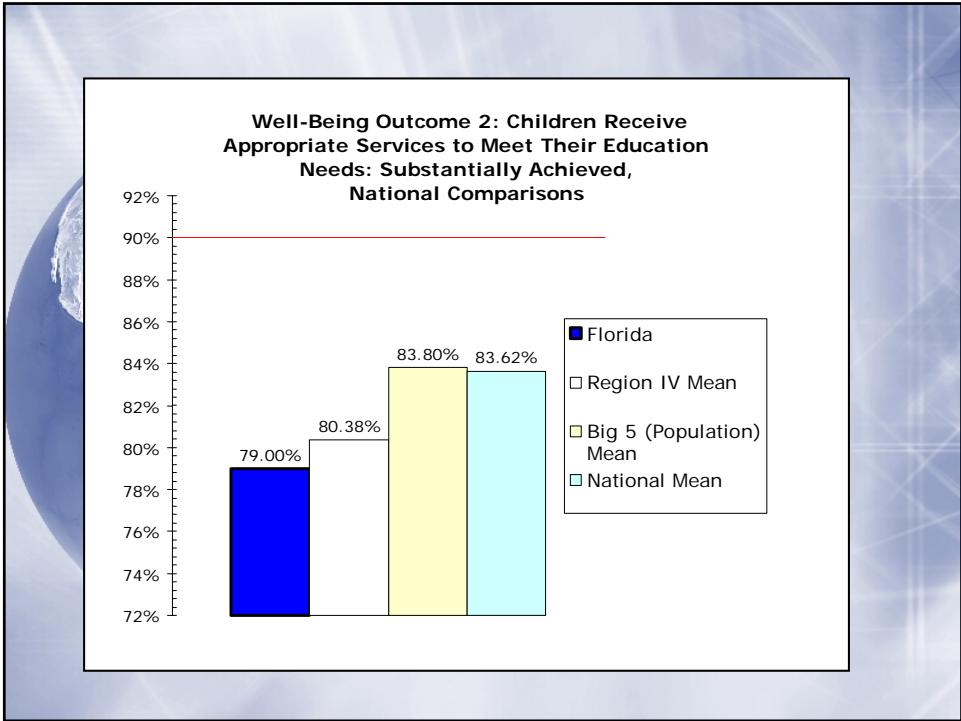
- ✘ The vast majority of ALL states in the country (from a low of 86.5% for Permanency Outcome 2 to a high of 100% for Permanency Outcome 1 and Child and Family Well-being Outcome 1) failed to be in substantial conformity with each outcome indicator.
- ✘ Florida was deemed in substantial conformity with only one child welfare outcome. This outcome was Permanency Outcome 2: The continuity of family relationships and connections is preserved for children.

**Safety Outcome 1: Children are First and Foremost Protected from Abuse and Neglect: Substantially Achieved, National Comparisons**





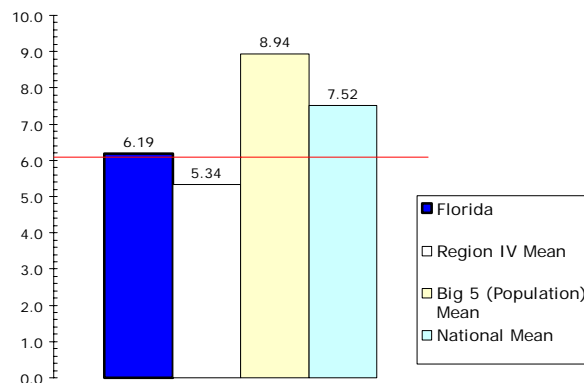


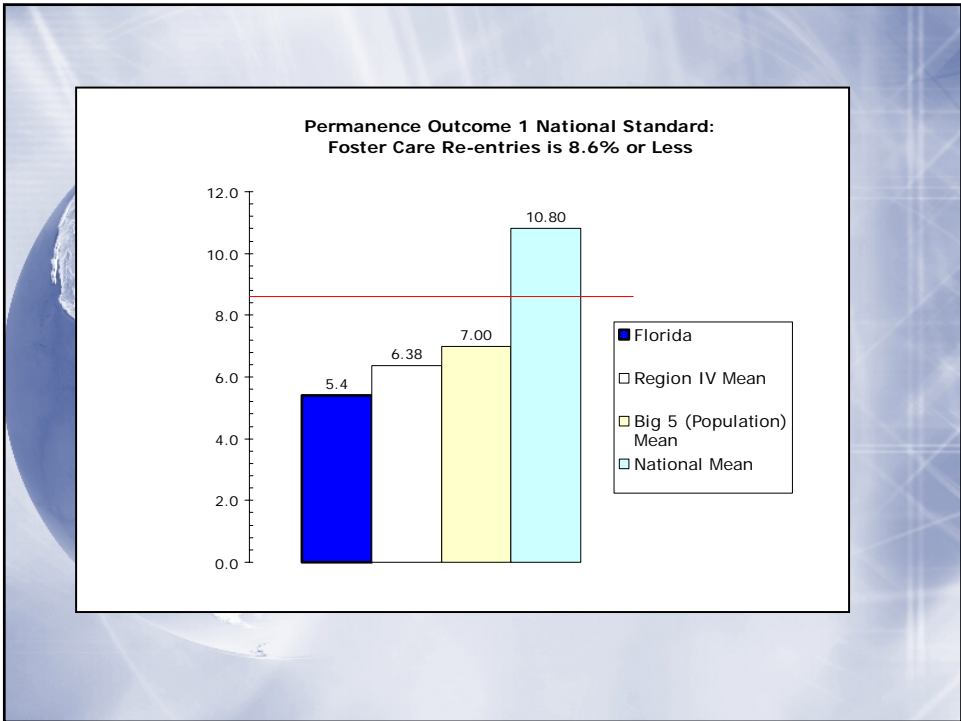
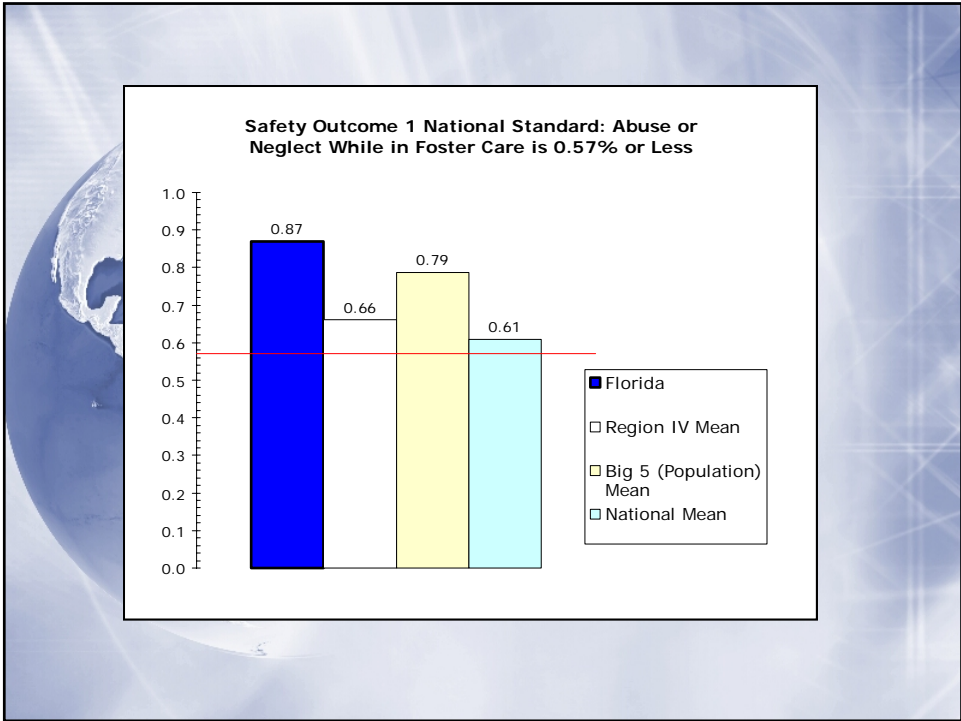


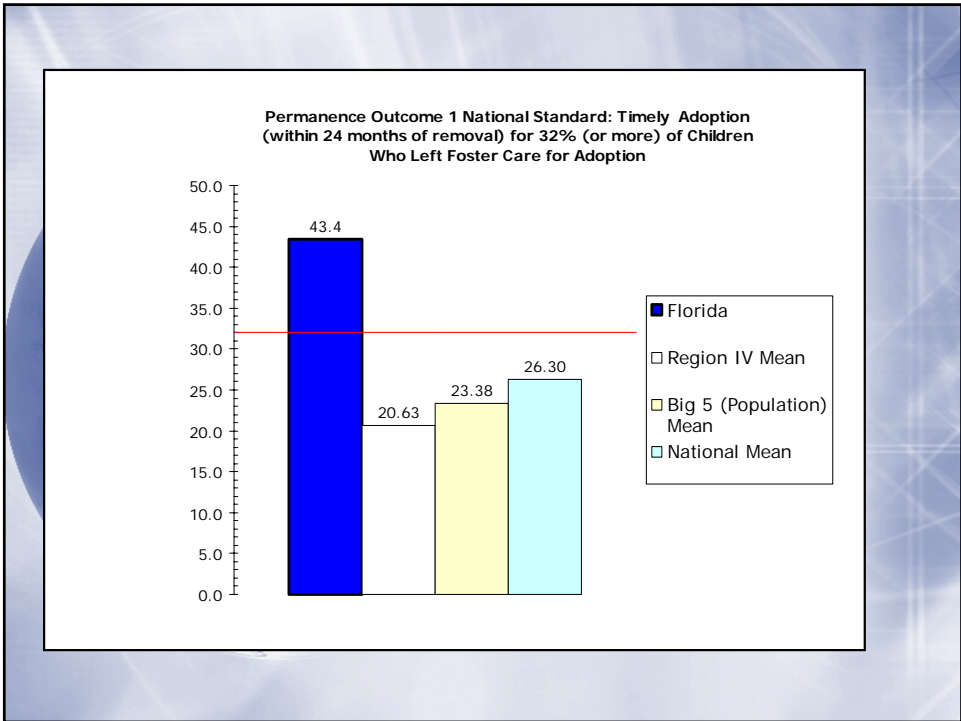
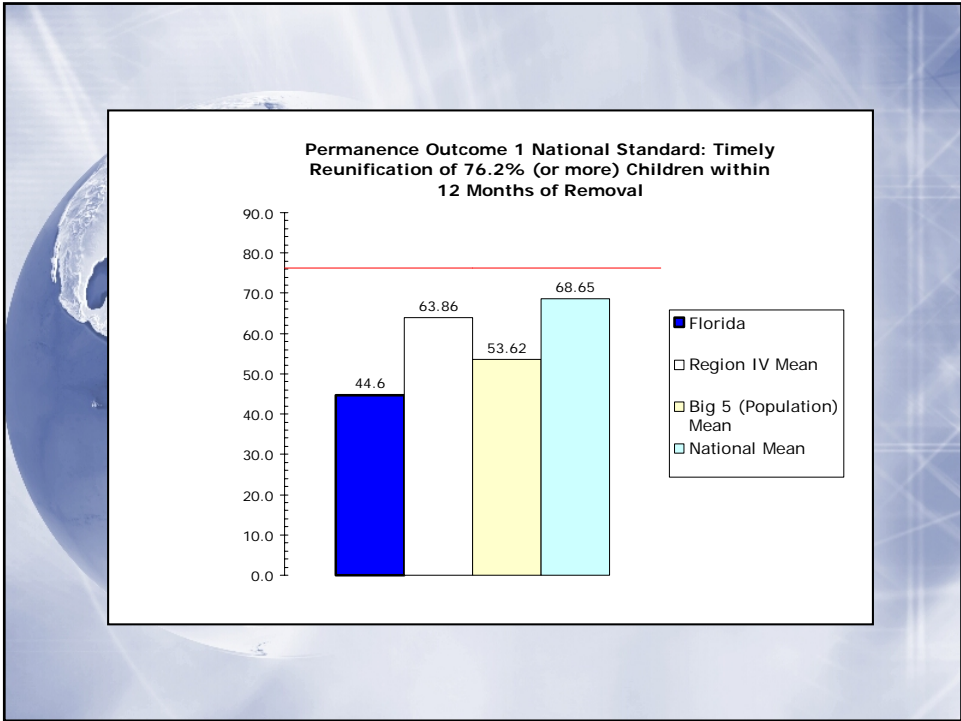
## *CFSR Review & Critique* *CFSR Findings Summary*

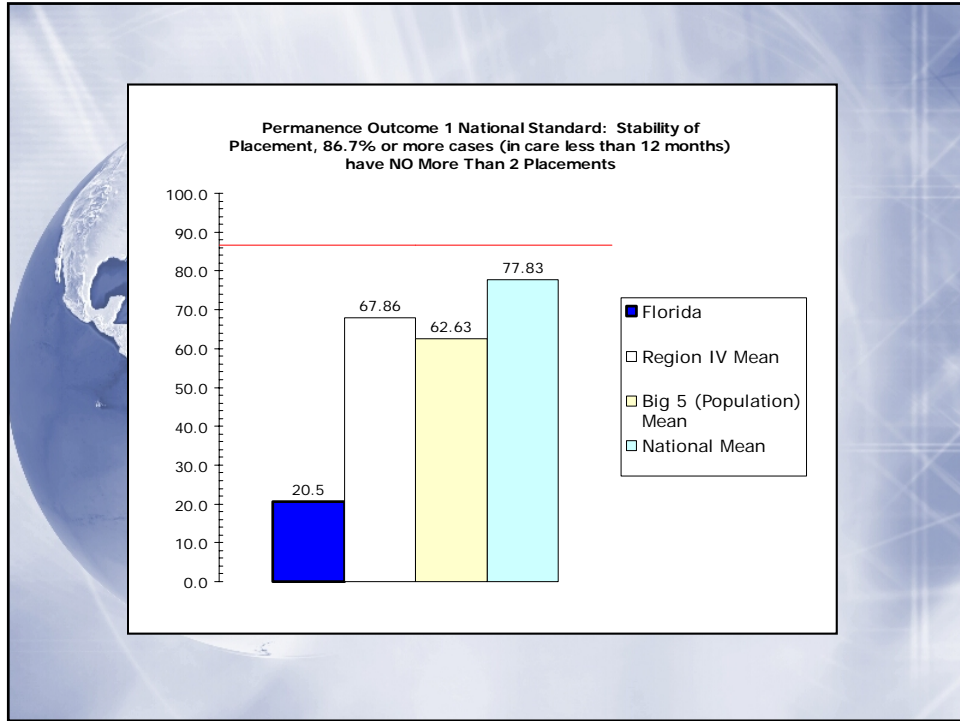
- ✦ No state met all six national standards of performance.
- ✦ The majority of states failed to meet the national standards associated with four performance criteria/indicators. Only a small majority (between 50% and 53.8%) of states met the national standards of two performance criteria/indicators.
- ✦ Florida met two of the six national standards. These included the Rate of Foster Care Re-entries and Adoptions Achieved (within 24 months of entering foster care).

**Safety Outcome 1 National Standard:  
Recurrence of Abuse or Neglect 6.1% or less**









### *CFSR Review & Critique*

#### *CFSR Findings Critique*

- ✘ The small sample size (maximum of 50) for case reviews contributes to high measurement error, thus minimizing reliability of estimates of performance for the entire state.
- ✘ Concerns regarding the external validity of the 50 cases selected for reviewed to the entire population of cases served. The sample size of cases used for any measure of performance is disproportionate (for across state comparisons) to the number of children served from one state to the next.
- ✘ Variations in reporting protocols and investigation systems across states can affect a state's ability to meet select national standards
- ✘ There is no accommodation for variations in the contexts that child welfare agencies function and whether select variables (e.g. case characteristics, community and neighborhood contexts, social policy, etc.) beyond the control of agencies impact upon their ability to obtain desired outcomes.




## *CFSR Review & Critique* *CFSR Findings Critique*

- ✘ Inconsistent reporting, differences in methods for reporting dates of discharge, and data inaccuracies were identified across states. Potentially biased, inaccurate, inconsistent data may lead to non-representative standards.
- ✘ There was no attempt to use cohort or panel analyses or follow the progress of children from the point of entry to the point of exit from care as a means of evaluating outcomes.
- ✘ The measures are limited in their ability to understand whether outcomes are clearly associated with meaningful and desired changes in the lives of children and families served by child welfare systems.
- ✘ Federal law limits the scope and content of these reviews. These limitations in scope and methods produce limited results that do not provide a contextual and longitudinal understanding of the functioning and effectiveness of a state's child welfare system.



## *CFSR Review & Critique* *Round II Measures*

In November 2005, the Administration for Children and Families (ACF) began to solicit comments regarding its proposal to modify or replace the six data (national standard) measures used as part of the assessment of State performance on the Federal Child and Family Services Review (CFSR) with six data composites (70 FR 67479). This process (combined with ACF data analysis) resulted in the following changes in policy:



## *CFSR Review & Critique Round II Measures*

- ✦ The CFSR will use a State's performance on two individual data measures as part of the assessment of the State's substantial conformity with CFSR Safety Outcome 1—Children are, first and foremost, protected from abuse and neglect. A national standard is established for each of these measures.
- ✦ The CFSR will use a State's performance on four data composites as part of the assessment of the State's substantial conformity with CFSR Permanency Outcome 1—Children have permanency and stability in their living situations. A national standard is established for each of these data composites.



## *CFSR Review & Critique Round II Measures*

The national standards associated with Permanency Outcome 1 are now encapsulated within four composite scores that intend to measure (respectively):

1. Timeliness and permanency of reunifications (Permanency Composite 1);
2. Timeliness of adoptions (Permanency Composite 2);
3. Achieving permanency for children in foster care (Permanency Composite 3); and,
4. Placement stability (Permanency Composite 4).



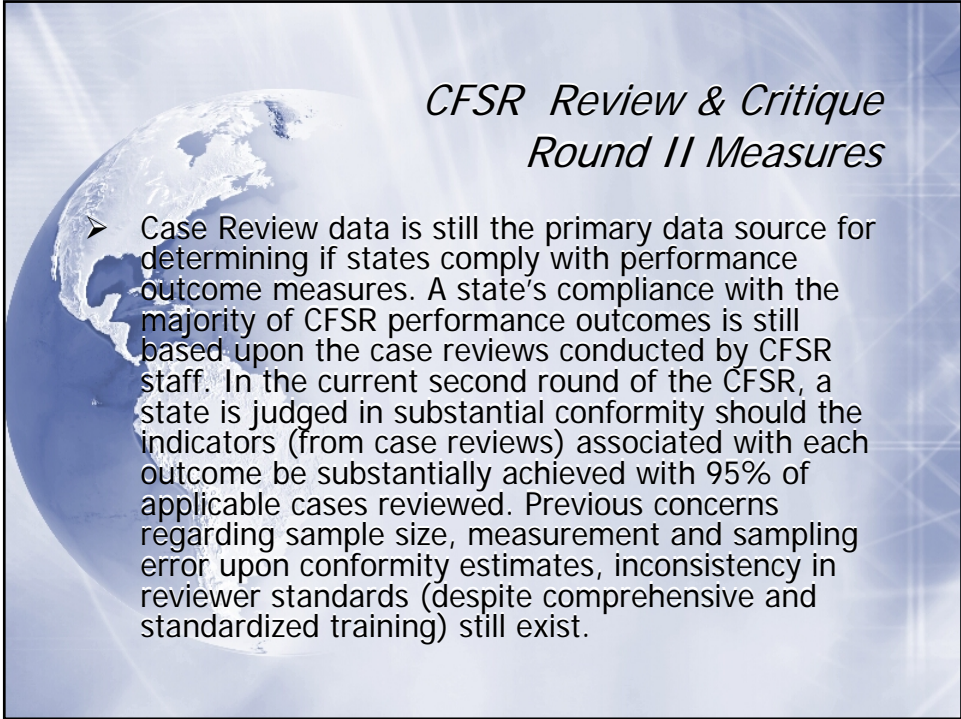
*CFSR Review & Critique  
Round II Measures*

The individual (indicator) items associated with each safety, permanency, and child well-being **outcome**, along with the individual (indicator) items associated with systemic factors remain the same and will be assessed accordingly during the second round of the CFSR.



*CFSR Review & Critique  
Round II Measures*

The efforts to establish new national standards are welcomed. They attempt (in a rigorous manner) to develop composites that examine performance from a multi-dimensional and normative manner. However, some concerns regarding the CFSR process still exist.



## *CFSR Review & Critique Round II Measures*

- Case Review data is still the primary data source for determining if states comply with performance outcome measures. A state's compliance with the majority of CFSR performance outcomes is still based upon the case reviews conducted by CFSR staff. In the current second round of the CFSR, a state is judged in substantial conformity should the indicators (from case reviews) associated with each outcome be substantially achieved with 95% of applicable cases reviewed. Previous concerns regarding sample size, measurement and sampling error upon conformity estimates, inconsistency in reviewer standards (despite comprehensive and standardized training) still exist.



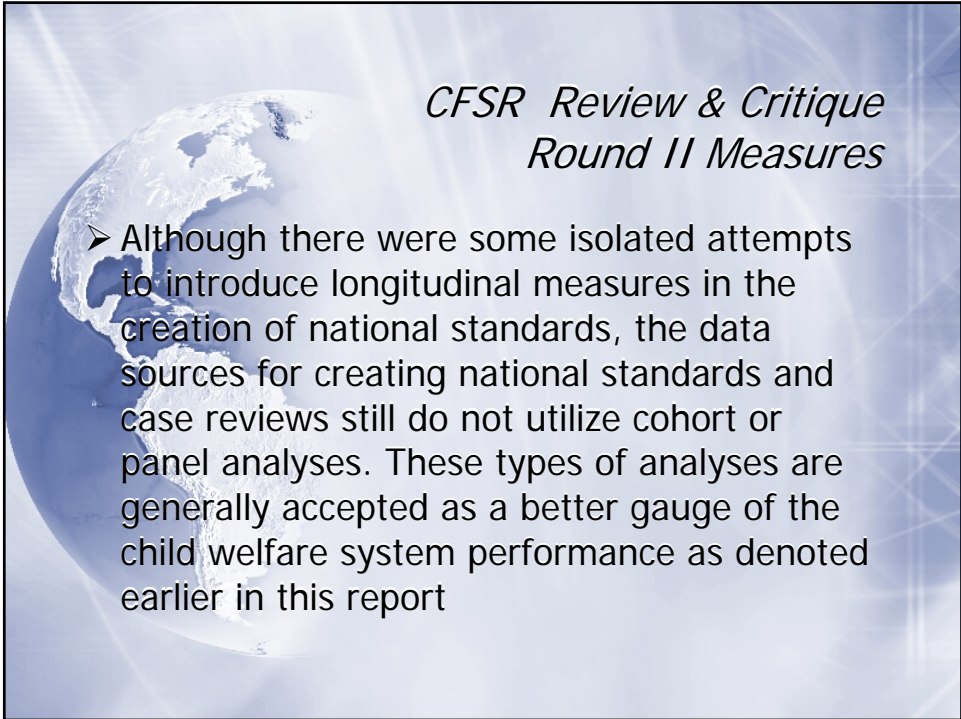
## *CFSR Review & Critique Round II Measures*

- Variations in reporting protocols and investigation systems across states may still affect a state's ability to meet select national standards (n.b. recurrence of maltreatment). The ACF has highlighted numerous efforts to advise states and enhance the integrity (reliability and validity) of data received from each state so that more meaningful across state comparisons can be made. However, these new statewide data are not yet available for public inspection. A more critical appraisal of individual state data and reporting mechanisms is needed to corroborate whether there has been any meaningful reduction in the variance observed in reporting protocols during round one of the CFSR and elimination in concerns regarding the validity of data utilized for creating national standards.



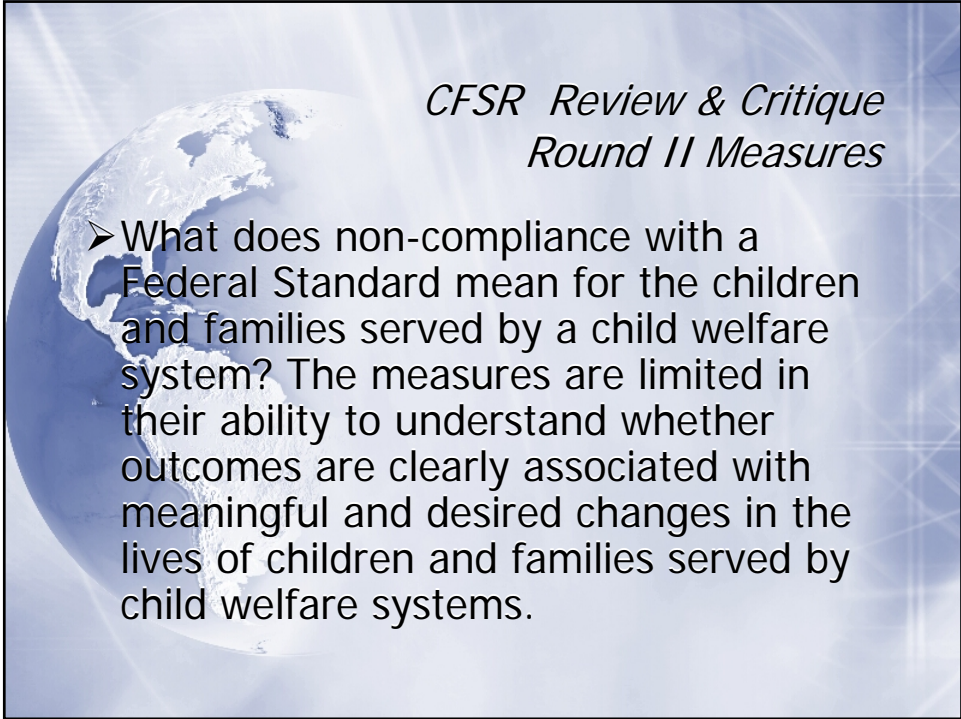
*CFSR Review & Critique  
Round II Measures*

- The overall composite of the types and number of cases served (and available resources to meet service demand) can vary considerably across states. There is still no meaningful accommodation for variations in the contexts that child welfare agencies function and whether select variables (e.g. case characteristics, community and neighbor contexts, social policy, etc.) beyond the control of agencies impact upon their ability to obtain desired outcomes. Some accommodation of these contextual variables needs to be made.




*CFSR Review & Critique  
Round II Measures*

- Although there were some isolated attempts to introduce longitudinal measures in the creation of national standards, the data sources for creating national standards and case reviews still do not utilize cohort or panel analyses. These types of analyses are generally accepted as a better gauge of the child welfare system performance as denoted earlier in this report



*CFSR Review & Critique  
Round II Measures*

- What does non-compliance with a Federal Standard mean for the children and families served by a child welfare system? The measures are limited in their ability to understand whether outcomes are clearly associated with meaningful and desired changes in the lives of children and families served by child welfare systems.



*CFSR Review & Critique  
Round II Measures*

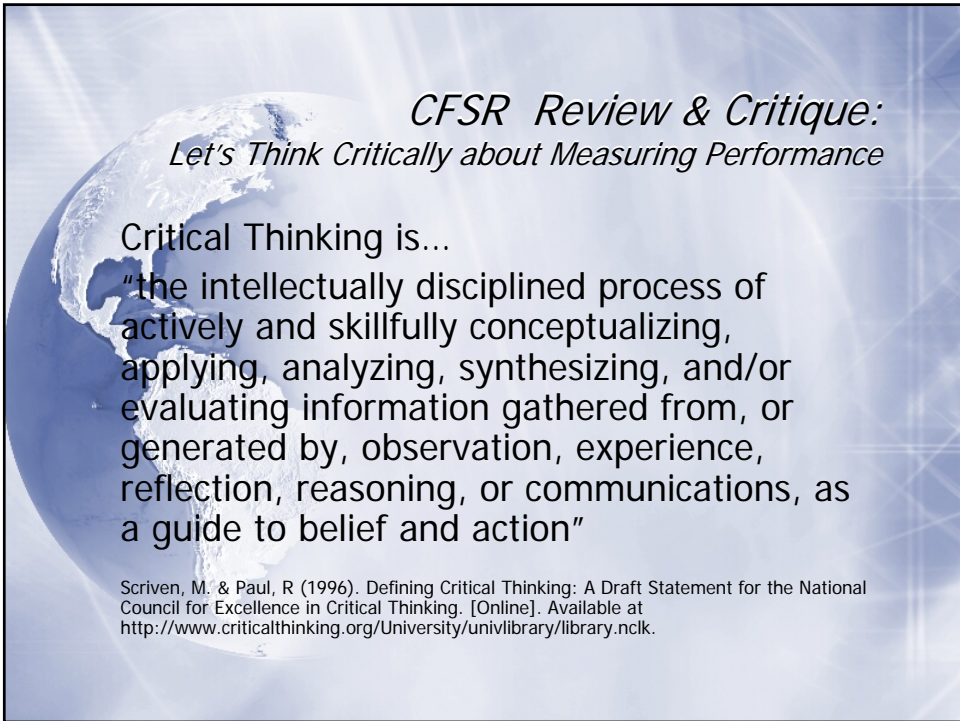
- ✧ See Supplemental Notes for details and overview of Round II measures of the CFSR.



*CFSR Review & Critique*

Do CFSR outcomes and associated indicators have value? Yes.

However some concern/debate exists whether all indicators are meaningful or how statistics/thresholds associated with indicators are used as a gauge of system/agency performance.



*CFSR Review & Critique:  
Let's Think Critically about Measuring Performance*

Critical Thinking is...

"the intellectually disciplined process of actively and skillfully conceptualizing, applying, analyzing, synthesizing, and/or evaluating information gathered from, or generated by, observation, experience, reflection, reasoning, or communications, as a guide to belief and action"

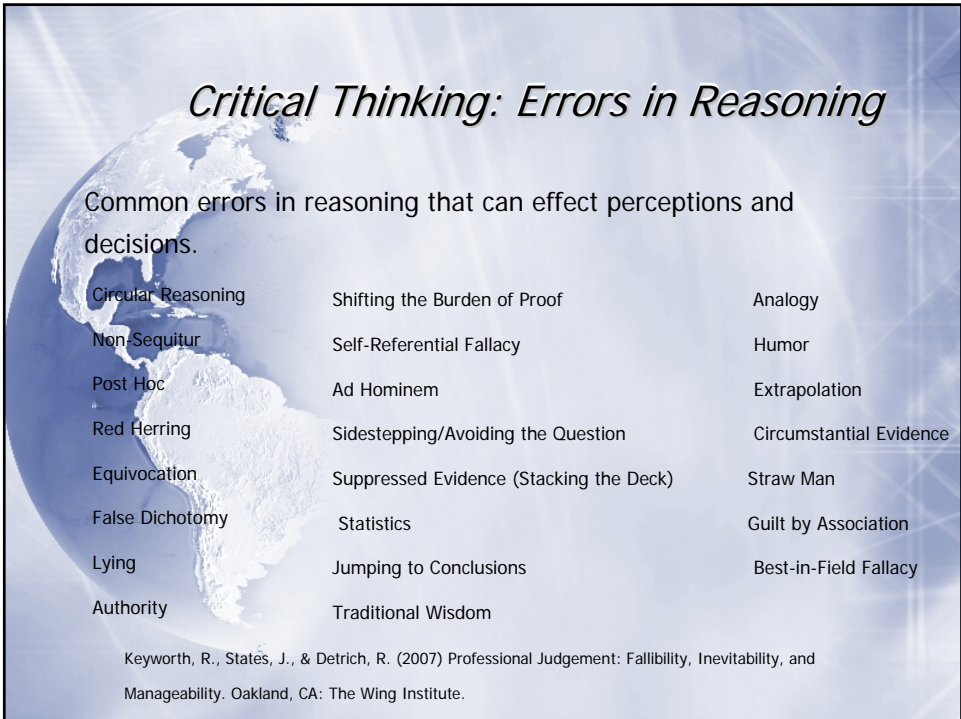
Scriven, M. & Paul, R (1996). Defining Critical Thinking: A Draft Statement for the National Council for Excellence in Critical Thinking. [Online]. Available at <http://www.criticalthinking.org/University/univlibrary/library.nclk>.



## *Critical Thinking Dispositions*

- Engagement
  - Looking for opportunities to use reasoning
  - Anticipating situations that require reasoning
  - Confident in reasoning ability
- Innovativeness
  - Intellectually curious
  - Wants to know the truth
- Cognitive maturity
  - Aware that real problems are complex
  - Open to other points of view
  - Aware of biases and predispositions

Rudd, R. (2001) *Critical Thinking Essentials*. Gainesville: University of Florida



## *Critical Thinking: Errors in Reasoning*

Common errors in reasoning that can effect perceptions and decisions.

Circular Reasoning	Shifting the Burden of Proof	Analogy
Non-Sequitur	Self-Referential Fallacy	Humor
Post Hoc	Ad Hominem	Extrapolation
Red Herring	Sidestepping/Avoiding the Question	Circumstantial Evidence
Equivocation	Suppressed Evidence (Stacking the Deck)	Straw Man
False Dichotomy	Statistics	Guilt by Association
Lying	Jumping to Conclusions	Best-in-Field Fallacy
Authority	Traditional Wisdom	

Keyworth, R., Statés, J., & Detrich, R. (2007) *Professional Judgement: Fallibility, Inevitability, and Manageability*. Oakland, CA: The Wing Institute.



## *Critical Thinking Values*

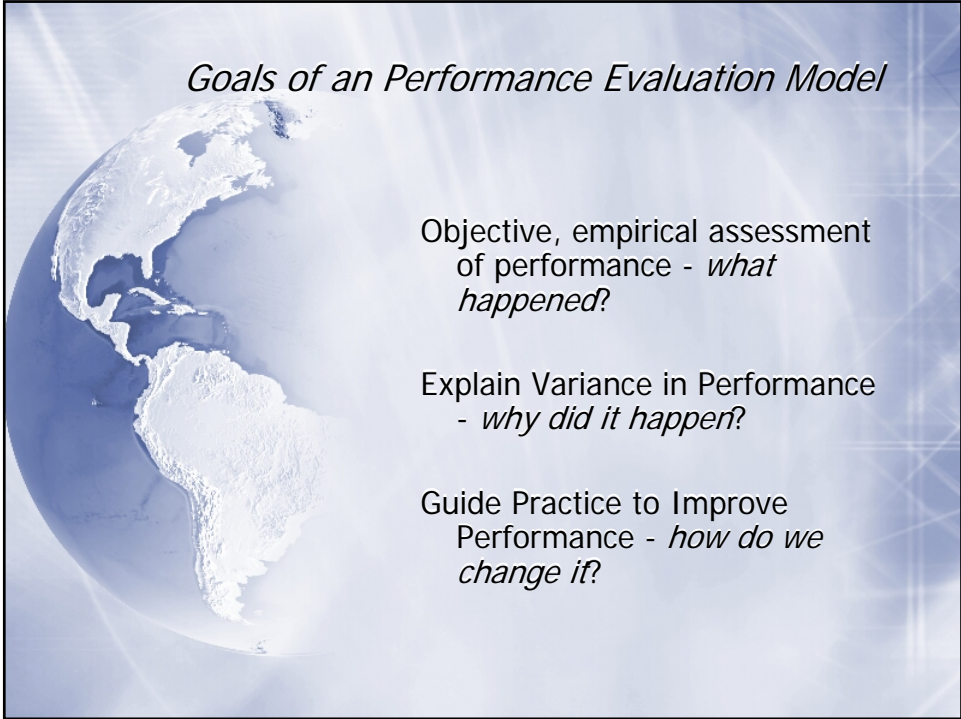
- ✧ Courage: Critically appraise claims regardless of negative reactions
- ✧ Curiosity: An interest in deep understanding and learning
- ✧ Intellectual empathy: Accurately understanding and presenting the views of others
- ✧ Humility: Awareness of the limits of knowledge including our own; lack of arrogance (e.g. promoting bogus claims of effectiveness)
- ✧ Integrity: Honoring the same standards of evidence to which we hold others
- ✧ Persistence: Willingness to struggle with confusion and unsettled questions

Based on R. Paul (1993). *Critical Thinking: What every person needs to survive in a Rapidly changing world* (3<sup>rd</sup> Ed.) Foundation for Critical Thinking. [www.criticalthinking.org](http://www.criticalthinking.org) as cited by Gambrell (2005). Evidence-based practice and policy in California: Choices ahead. Paper Presented at the Leadership Symposium on Evidence-based Practice in the Human Services, July 14, Sacramento, California



## *Critical Thinking: Stance on Information, Facts, and Data*

- Relevant evidence should be provided and utilized in analyses
- Evidence should be reliable and valid
- Evidence should be reported clearly
- All relevant data should be considered
- Adequate data should be utilized to address the purpose of inquiry



### *Goals of an Performance Evaluation Model*

Objective, empirical assessment of performance - *what happened?*

Explain Variance in Performance - *why did it happen?*

Guide Practice to Improve Performance - *how do we change it?*



### *CFSR Review & Critique: Considerations*

When measures of performance become associated with compliance standards, we need to distinguish between system outputs and true client outcomes.

We need to develop an informed understanding of the factors that explain variation in performance. Are these factors within or outside an agency's control?



*CFSR Review & Critique  
Alternative Measures*

Federal statutes do not preclude states from supplementing CFSR measures with more meaningful measures. There are no restrictions against state's implementing alternative evaluation criteria and using this knowledge to inform a Program Improvement Plan.



*CFSR Review & Critique  
Alternative Measures*

Efforts need to be engaged in to develop alternative or supplemental measures of each CFSR outcome indicator and national standard. These supplemental measures would use data from the population of cases served and rely heavily (for relevant measures) on the use of longitudinal models using cohort and panel analyses. These efforts would parallel (but not be limited to) the initiatives undertaken by California




*CFSR Review & Critique*  
*Alternative Measures: Child and Family Well-being*

Supplemental analyses that focus on more comprehensive child and family well-being indicators can aid in a more valid interpretation of the value and utility of federal measures.



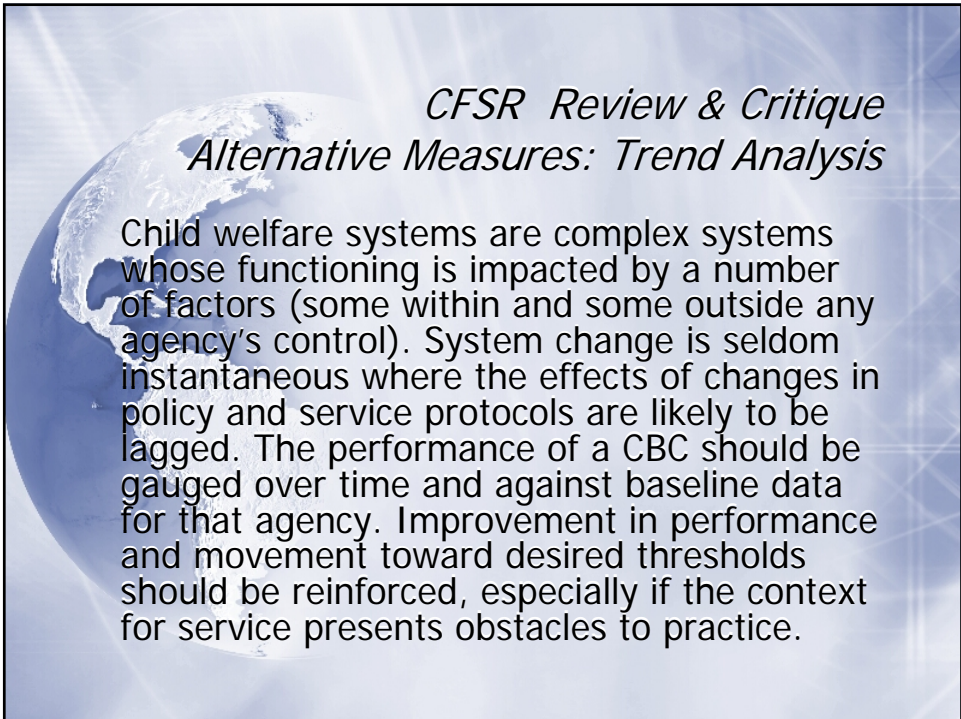
*CFSR Review & Critique*  
*Alternative Measures: Child and Family Well-being*

This effort requires a genuine commitment on the part of DCF, the CBCs, client advocates, and community stakeholders to work collaboratively to critically appraise (from a constructive standpoint) the current system and answer the question: "What do we want our child welfare system to do?" It is imperative that any adopted measures are meaningful indicators and that "meaningful" be defined in terms of real desired change in the lives of children and families in Florida.



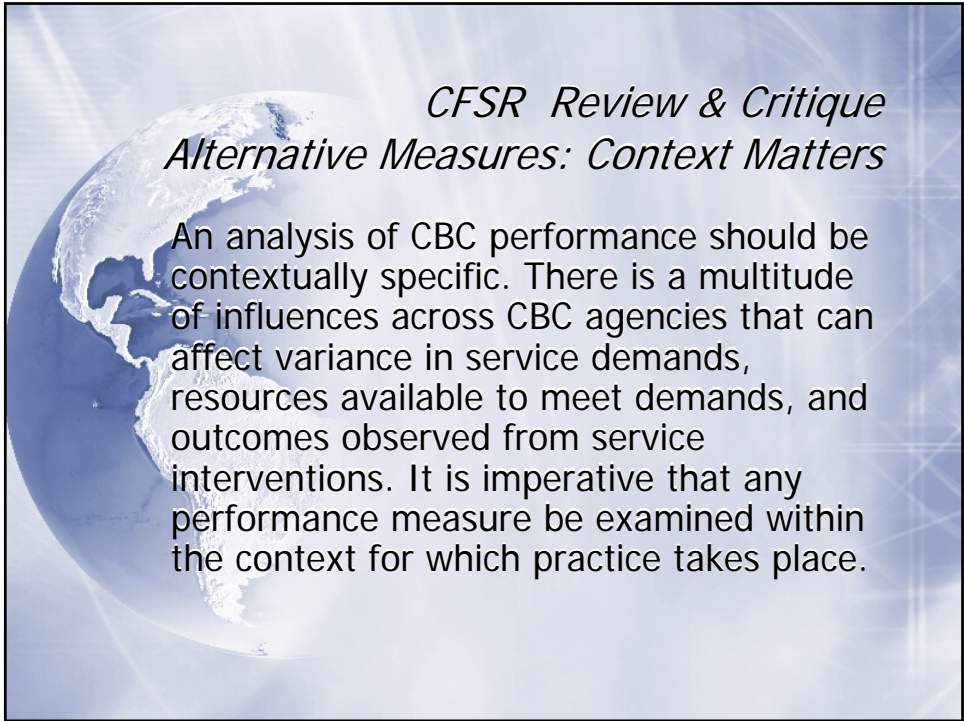
*CFSR Review & Critique  
Alternative Measures: Trend Analysis*

An analysis of CBC performance should be historical. Once agreed upon performance measures are selected, the utilization of trend analyses is necessary to examine if performance is improving over time. Here, it is important (if data permits) to contrast change prior to and following the move to the Community-Based Care model in Florida.



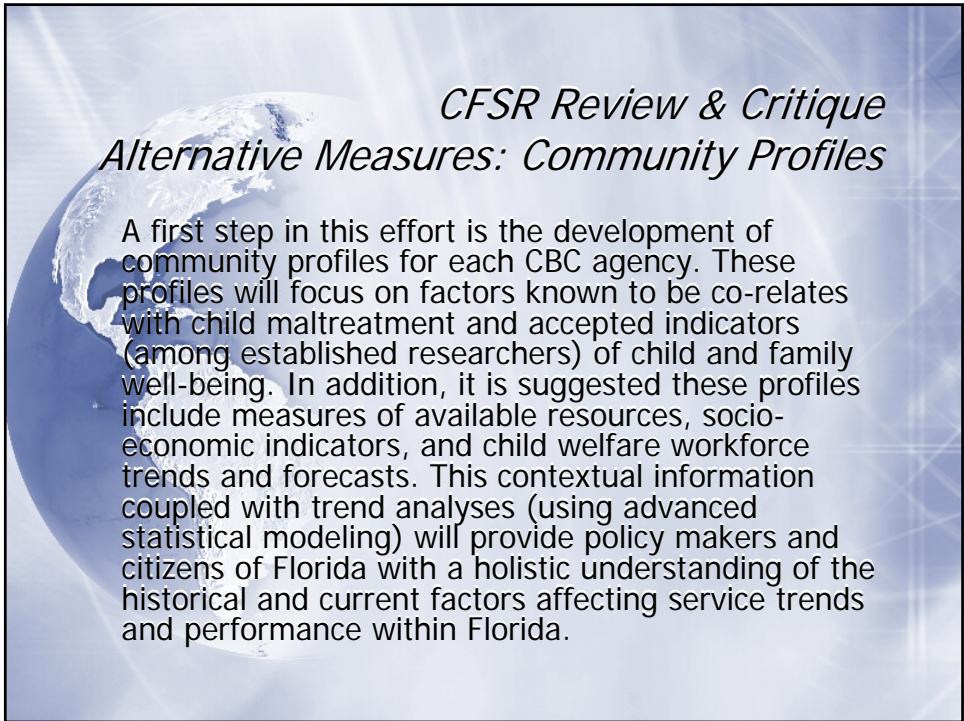
*CFSR Review & Critique  
Alternative Measures: Trend Analysis*

Child welfare systems are complex systems whose functioning is impacted by a number of factors (some within and some outside any agency's control). System change is seldom instantaneous where the effects of changes in policy and service protocols are likely to be lagged. The performance of a CBC should be gauged over time and against baseline data for that agency. Improvement in performance and movement toward desired thresholds should be reinforced, especially if the context for service presents obstacles to practice.



*CFSR Review & Critique  
Alternative Measures: Context Matters*

An analysis of CBC performance should be contextually specific. There is a multitude of influences across CBC agencies that can affect variance in service demands, resources available to meet demands, and outcomes observed from service interventions. It is imperative that any performance measure be examined within the context for which practice takes place.



*CFSR Review & Critique  
Alternative Measures: Community Profiles*

A first step in this effort is the development of community profiles for each CBC agency. These profiles will focus on factors known to be co-relates with child maltreatment and accepted indicators (among established researchers) of child and family well-being. In addition, it is suggested these profiles include measures of available resources, socio-economic indicators, and child welfare workforce trends and forecasts. This contextual information coupled with trend analyses (using advanced statistical modeling) will provide policy makers and citizens of Florida with a holistic understanding of the historical and current factors affecting service trends and performance within Florida.



*Alternative Considerations:  
System of Care Values*

The CFSR measures should not be the only measures by which Florida gauges its response to maltreated children and their families. It is incumbent upon Florida to supplement the CFSR measures in a manner where accountability is defined in terms of improving the lives of children and families (given available resources) not simply obtaining service outputs and compliance measure thresholds.



*Alternative Considerations:  
System of Care Values*

- ✧ Focus on Outcomes Not Outputs
- ✧ Focus on Quality Not Compliance, Although Specific Compliance Issues Are Non-Negotiable
- ✧ Quality Outcomes Have a Meaningful and Desired Impact Upon the Lives of Children and Families
- ✧ Reinforcement Strategies Promote Good Practice



## *Alternative Considerations: System of Care Values*

- ✧ Empirically-Based Evaluations that are Intellectually & Scientifically Rigorous (that embrace evidence-based practice standards)
- ✧ Models Developed Within a Spirit of Collaboration between Government, Agency, and Community Stakeholders.
- ✧ Standards Achievable Within Existing Resources (feasible and sustainable).
- ✧ Build a Quality System of Care with a Quality Workforce

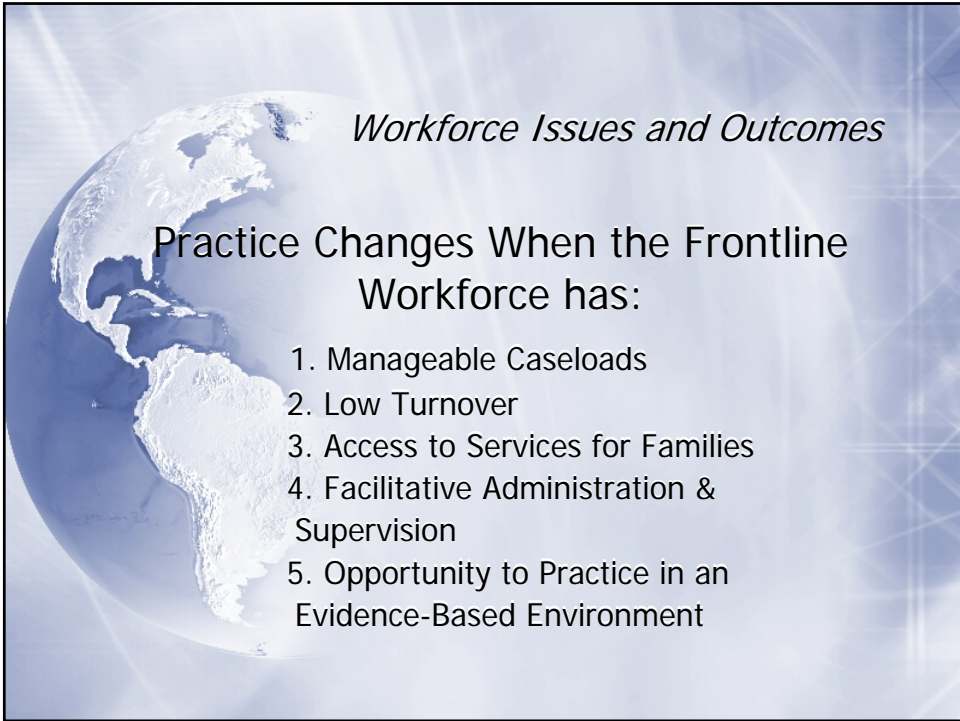


## *Agency Performance and Child Welfare Outcomes*

Agency Performance and Child Welfare Outcomes are Impacted by and Associated with a Number of Factors. These include:

Case Characteristics  
Casework Characteristics/Factors  
Community Factors  
Administrative/Work Environment  
Workforce Factors

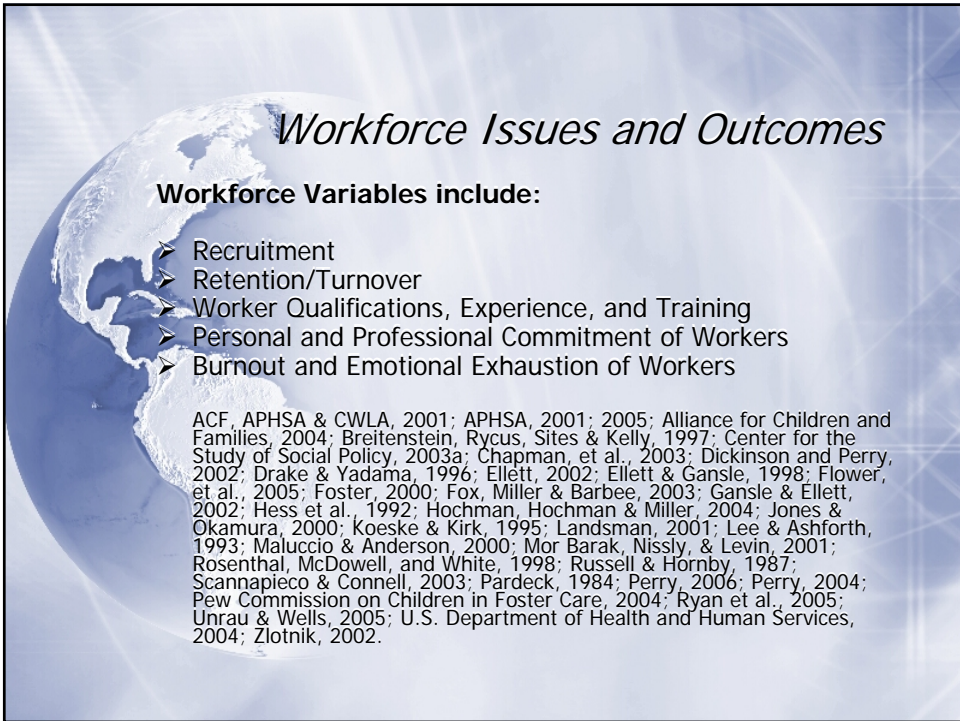
Some factors are within an agency's control and others are not.



*Workforce Issues and Outcomes*

**Practice Changes When the Frontline Workforce has:**

1. Manageable Caseloads
2. Low Turnover
3. Access to Services for Families
4. Facilitative Administration & Supervision
5. Opportunity to Practice in an Evidence-Based Environment



*Workforce Issues and Outcomes*

**Workforce Variables include:**

- Recruitment
- Retention/Turnover
- Worker Qualifications, Experience, and Training
- Personal and Professional Commitment of Workers
- Burnout and Emotional Exhaustion of Workers

ACF, APHSA & CWLA, 2001; APHSA, 2001; 2005; Alliance for Children and Families, 2004; Breitenstein, Rycus, Sites & Kelly, 1997; Center for the Study of Social Policy, 2003a; Chapman, et al., 2003; Dickinson and Perry, 2002; Drake & Yadama, 1996; Ellett, 2002; Ellett & Gansle, 1998; Flower, et al., 2005; Foster, 2000; Fox, Miller & Barbee, 2003; Gansle & Ellett, 2002; Hess et al., 1992; Hochman, Hochman & Miller, 2004; Jones & Okamura, 2000; Koeske & Kirk, 1995; Landsman, 2001; Lee & Ashforth, 1993; Maluccio & Anderson, 2000; Mor Barak, Nissly, & Levin, 2001; Rosenthal, McDowell, and White, 1998; Russell & Hornby, 1987; Scannapieco & Connell, 2003; Pardeck, 1984; Perry, 2006; Perry, 2004; Pew Commission on Children in Foster Care, 2004; Ryan et al., 2005; Unrau & Wells, 2005; U.S. Department of Health and Human Services, 2004; Zlotnik, 2002.

## *Causes of Turnover & Practices to Improve Recruitment & Retention*

### CAUSES

- ✘ Staff Shortages
- ✘ High Caseloads
- ✘ Inability to focus on cases
- ✘ Inadequate supervision
- ✘ Inadequate training
- ✘ Frequent changes in practice by state
- ✘ Low Pay
- ✘ Risk of Violence

### PRACTICES TO PREVENT

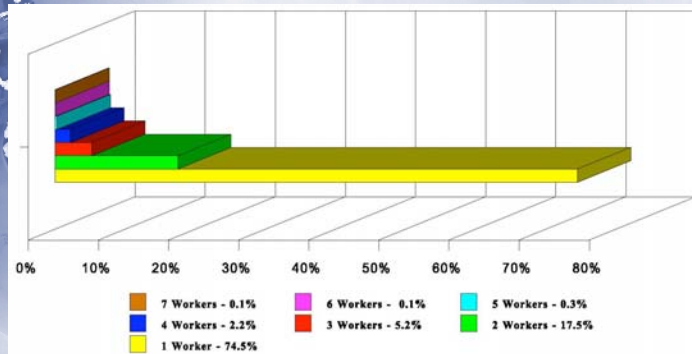
- ✘ Increase Client Contact time
- ✘ Eliminate Administrative paperwork
- ✘ Competency-Based Interviews
- ✘ Recruitment Bonuses/Increase Pay
- ✘ Good Team Based Support
- ✘ Competent Supervisor
- ✘ University Training Partnerships
- ✘ Accreditation
- ✘ Leadership and Mentoring Programs

Source: Excerpts from US General Accounting Report (2003)

## *Workforce Issues and Outcomes*

### **✘ Fewer Changes in Caseworkers Increases the Chances of Permanency for Children**

Children Entering and Exiting Care to Permanency from January 1, 2003 through September 2004 (N=679)



Flower, C., McDonald, J., & Sumski, M. (2005). Review of turnover in Milwaukee County private agency child welfare ongoing case management staff. Milwaukee: The Bureau of Milwaukee Child Welfare. Retrieved from <http://www.uky.edu/SocialWork/cswe/documents/turnoverstudy.pdf>.

## Work Environment and Outcomes

### Administrative/Work Environment factors include:

- Organizational Climate
- Organizational Culture
- Organizational Structure/Conditions
- Burdensome Paperwork
- Supervisory Support
- Professional Compensation, Growth and Advancement Opportunities

Alwon & Reitz, 2000; Bednar, 2003; Child Welfare Training Institute, 1997; Conway, Shaver, Bennett, & Aldrich, 2002; Dickinson & Perry, 2002; Eisenberger et al., 1986; Ellett et al., 2003; Fleischer, 1985; Glisson, 2007; Glisson, Dukes & Green, 2006; Glisson & Green, 2006; Glisson & Durick, 1988; Mailick, 1991; National Council on Crime and Delinquency, 2006; Oktay, 1992; Perry and Ellett, in press; Rhoades & Eisenberger, 2002; Rycraft, 1994; Smith, 2005; Weiner, 1991; Westbrook et al., 2006.

## Workforce Issues and Outcomes

### Minimum Annual Salaries Paid to Workers and Supervisors

County	Workers	Supervisors
<b>Cluster 1 – Highest Functioning</b>		
A	\$58,500	\$70,252
E	\$55,464	\$63,764
J	\$56,050	\$76,154
<b>Cluster 2 – Moderate Functioning</b>		
B	\$45,851	\$54,478
C	\$41,379	\$51,501
D	\$40,752	\$48,318
F	\$40,651	\$52,896
G	\$33,704	\$48,490
I	\$41,469	\$51,348
K	\$44,274	\$51,360
<b>Cluster 3 – Lowest Functioning</b>		
H	\$36,227	\$41,090
L	\$28,262	\$36,062

National Council on Crime and Delinquency (2006). *Relationship between staff turnover, Child Welfare System functioning and recurrent child abuse*. Houston: Cornerstones for Kids.



## *Workforce Issues and Outcomes*

- ✧ Do we have a stable workforce in Florida?
- ✧ Do we have a large enough workforce to meet current and anticipated demand for services?
- ✧ Can we recruit a quality workforce?
- ✧ Do we listen to our workforce in terms of:
  - training and supervisory needs
  - resource and practice needs
  - what outcomes matter for practice



## *Workforce Issues and Outcomes*

- ✧ **The size and quality of the child welfare workforce is an important resource and salient ingredient for a stable child welfare system. Equally important is the availability of adequate funds that can be utilized in a cost-effective manner for maximizing service outcomes.**



## *Workforce Issues and Outcomes*

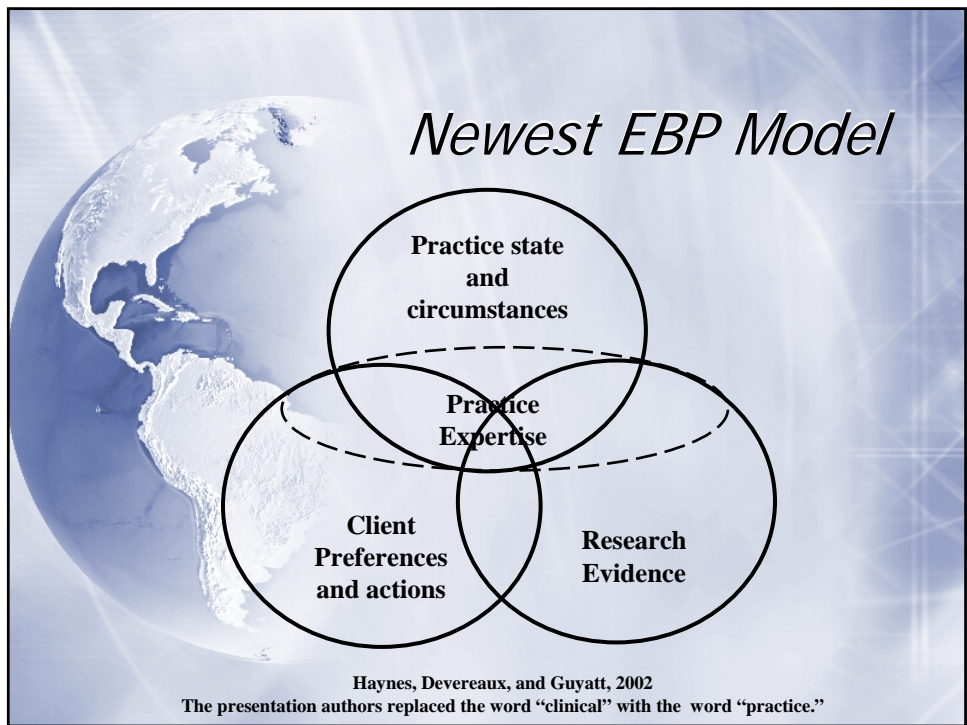
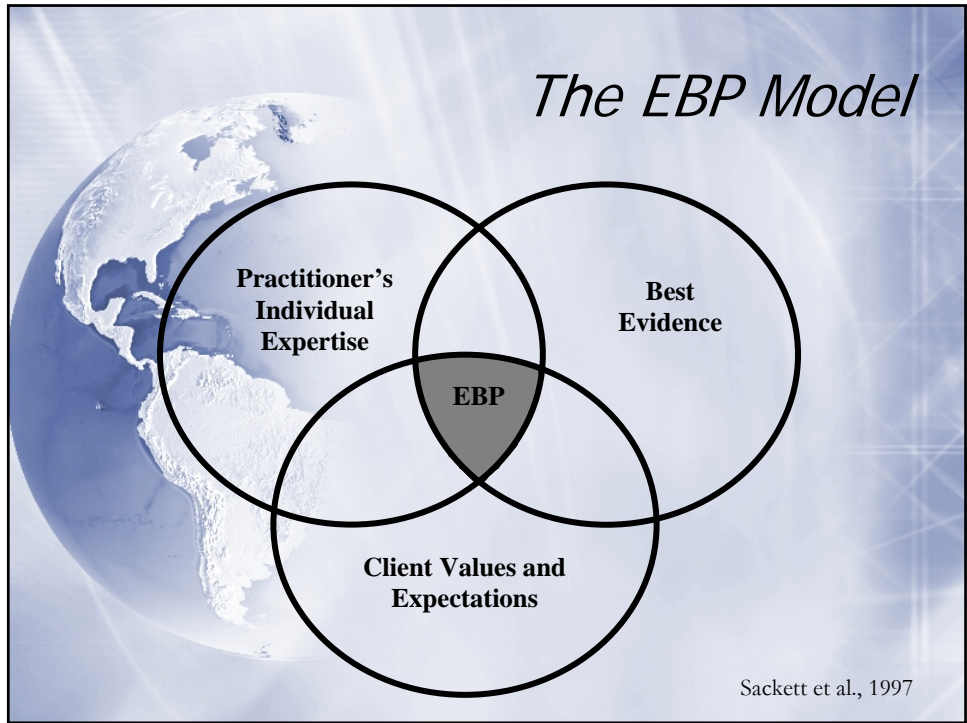
- ✧ What can be done to advance practice and let caseworkers work with cases?
- ✧ Child Welfare Work is complex and demanding; maximizing contact between competent workers and clients will hopefully improve outcomes.
- ✧ Child welfare workers in Florida can be called upon each day to engage in any number of 115 separate essential tasks in order to fulfill job expectations. All of these tasks require a professional knowledge and skill set (Perry and Murphy (in press); Perry and Houlious (2006)).

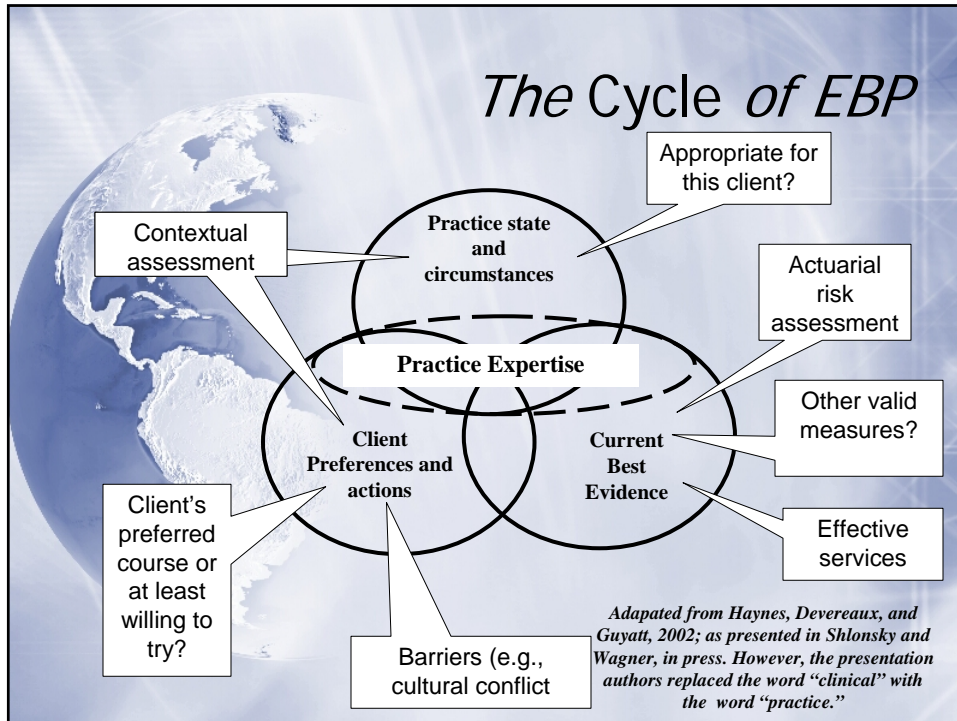


## *The Process of Evidence-based Practice:*

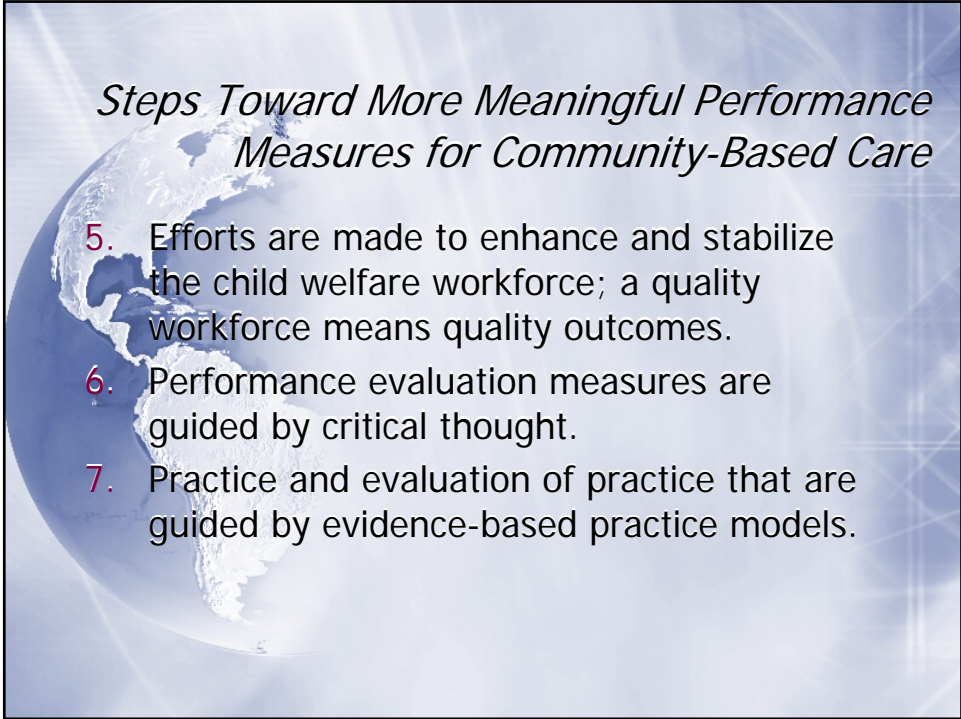
1. Convert information needs related to practice decisions into answerable questions
2. Track down, with maximum efficiency, the best evidence with which to answer them
3. Critically appraise that evidence for its validity, impact (size of effect) and applicability (usefulness in practice)
4. Apply the results of this appraisal to practice/policy decisions. This involves deciding whether evidence found (if any) applies to the decision at hand (e.g., is a client similar to those studied, is there access to services described) and considering client values and preferences in making decisions as well as other application concerns
5. Evaluate our effectiveness and efficiency in carrying out steps 1-4 and seek ways to improve them in the future (Sackett et al., 2000, pp.3-4).

Gambrill, E. (2005). Evidence-based practice and policy in California: Choices ahead. Paper Presented at the Leadership Symposium on Evidence-based Practice in the Human Services, July 14, Sacramento, California.





- ## Steps Toward More Meaningful Performance Measures for Community-Based Care
1. Develop supplemental/enhanced measures of CBC performance
  2. Focus on meaningful outcomes that serve as indicators of child and family well-being
  3. Utilize trend analyses and ensure that agency performance is contrasted baseline data.
  4. Performance is gauged within the context (and communities) for which services are delivered.



*Steps Toward More Meaningful Performance Measures for Community-Based Care*

5. Efforts are made to enhance and stabilize the child welfare workforce; a quality workforce means quality outcomes.
6. Performance evaluation measures are guided by critical thought.
7. Practice and evaluation of practice that are guided by evidence-based practice models.