Children's Services Act

Performance Measures / Outcome Indicators Report FY2018

Office of
Children's Services
Empowering communities to serve youth

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Introduction

Virginia Code, §2.2-2648.D.17. requires that the State Executive Council for Children's Services shall:

> *Oversee the development and implementation of a uniform set of performance measures for evaluating the Children's Services Act program, including, but not limited to, the number of youths served in their homes, schools and communities. Performance measures shall be based on information: (i) collected in the client-specific database referenced in subdivision 16, (ii) from the mandatory uniform assessment instrument referenced in subdivision 11, and (iii) from available and appropriate client outcome data that is not prohibited from being shared under federal law and is routinely collected by the state child-serving agencies that serve on the Council. If provided client-specific information, state child serving agencies shall report available and appropriate outcome data in clause (iii) to the Office of Children's Services. Outcome data submitted to the Office of Children's Services shall be used solely for the administration of the Children's Services Act program. Applicable client outcome data shall include, but not be limited to: (a) permanency outcomes by the Virginia Department of Social Services, (b) recidivism outcomes by the Virginia Department of Juvenile Justice, and (c) educational outcomes by the Virginia Department of Education. All client-specific information shall remain confidential and only non-identifying aggregate outcome information shall be made available to the public.*

Under the direction of the State Executive Council for Children's Services (SEC), the Office of Children's Services (OCS) has developed a set of performance/outcome measures to be used to evaluate the Children's Services Act (CSA) program. For FY 2018, an additional indicator (Child Strengths) has been added to the six indicators that have been previously reported:

1) The percent of youth who had a decrease in their score on the School Domain of the Child and Adolescent Needs and Strengths (CANS), the mandatory CSA assessment instrument, from a baseline assessment to the most recent re-assessment;[1]

2) The percent of youth who had a decrease in their score on the Child Behavioral and Emotional Needs Domain of the CANS instrument from a baseline assessment to the most recent re-assessment;[1]

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[1] Beginning in FY 2017, mutually exclusive fiscal year entrance cohorts were constructed to measure the difference in CANS scores from baseline assessments to most recent re-assessments. This departure from FY2015 and FY2016 calculations of the three CANS indicators serves to better delineate fiscal year impacts.

3) The percent of youth who had a decrease in their score (indicating increased strengths) on the Child Strengths Domain of the CANS instrument from a baseline assessment to the most recent re-assessment;[1]

4) The percent of youth receiving Intensive Care Coordination (ICC) services compared to all youth placed in residential settings;

5) The percent of youth receiving only Community-Based Services (CBS) of all youth receiving CSA funded services;

6) The percent of children in foster care who are in family-based placements; and

7) The percent of children who exit from foster care to a permanent living arrangement.

In addition to individually reporting on the actual performance on each measure, a locality-based comparison score is generated. On each of the first five measures, each locality is scored on a scale of 1 through 4 based on the degree of variation from the state average. Localities more than one standard deviation above the state average receive a score of 4, those between the state average and one standard deviation above that average receive a score of 3, those between the state average and one standard deviation below that average receive a score of 2, and localities scoring greater than one standard deviation below the state average receive a score of 1 on that measure. For the last two measures, each locality is scored on a scale of 2 through 4 based on their proximity to targets established by the Virginia Department of Social Services. On these two indicators, localities score 4 when the target was met or exceeded, a score of 3 is assigned if the locality was below, but within five percent of the target, and a score of 2 is assigned if the performance was more than five percent below the target. For all seven measures, 4 is the highest score. An overall composite measure of all seven performance indicators has been constructed. The composite measure represents the average of all the comparison scores for which a valid result could be determined.

Percent of Youth with a Decrease in the School Domain of the
Child and Adolescent Needs and Strengths (CANS) Score

The CANS is the mandatory uniform assessment instrument for all children receiving CSA funded services. It is administered at the time of service initiation and at periodic intervals throughout the duration of services. The re-assessment interval will vary depending on the type of service being provided (typically, children receiving more intensive services are re-assessed more frequently) and local practice. The School Domain of the CANS assessment tool has been established as a key indicator and scores would be expected to <u>decrease</u> (as needs decrease) if interventions are having the desired impact.

Decrease in CANS School Domain Score

Score	Range (% of valid cases)	Number of Localities	
1	Less than 41.2%	49	
2	Between 41.2% and 45.7%	10	
3	Between 45.7% and 50.2%	16	
4	Greater than 50.2%	48	

N = 123 localities; 3,792 youth; Mean = 45.7%; Standard Deviation = 4.5%[2]
<u>Note</u>: 7 of 130 localities were not rated due to not having any youth meeting the criteria for inclusion in the FY 2018 entrance cohort (a baseline and a subsequent re-assessment by 12/31/18).

The CANS School Domain score is the average score of the three items that constitute the domain[3], each ranked 0, 1, 2 or 3 with a lower score indicating the youth has less significant needs (or better functioning) in those areas. All children with a baseline (initial) assessment in FY 2018, and who did not have any assessments in previous fiscal years, have been assigned to the FY 2018 cohort. Only youth who have had at least one subsequent re-assessment (as of December 31, 2018) have been included in this report (as time elapses and additional youth in the FY 2018 cohort receive re-assessments, the number in the cohort will grow and the outcomes recalculated)[4]. The baseline assessment score was compared to the most recent assessment. For each locality, the percent of youth with a decreased average score on these items was calculated. The average time between assessments was 229 days. Statewide, this indicator showed that 45.7 percent of the FY 2018 cohort had a decrease (or improvement) in their CANS School Domain score. Sixty-four localities (52%) scored at or above the mean and 59 localities (48%) scored below the mean on this measure.

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[2] The standard deviation measures the average distance between the mean and the values in a set of data. A relatively low standard deviation indicates that most of the values are near the mean. A relatively high standard deviation reflects a data set of values that are more spread out.
[3] The items are: School Behavior, School Achievement and School Attendance.
[4] FY 2018 and updated data from prior year's cohorts at the local level is reported in the "State and Local CSA Performance Measures" application found on the CSA website.

In comparison, about 50 percent of the FY 2017 cohort had a decrease in their CANS School Domain score. However, the average time between assessments for the FY 2017 cohort is 411 days. Improvement on CANS scores are expected to increase as time passes. This should be taken into account when comparing differences between the current and prior years' cohorts.

**Percent of Youth with a Decrease in Child Behavioral/Emotional Needs Domain of the
Child and Adolescent Needs and Strengths (CANS) Score**

In addition to the School Domain, the Child Behavioral/Emotional Needs Domain of the CANS assessment tool has been established as a key indicator. In the same manner as the School Domain, scores in this domain would be expected to <u>decrease</u> (as needs decrease) if interventions are having the desired impact.

Decrease in CANS Child Behavioral/Emotional Needs Domain Score

Score	Range (% of valid cases)	Number of Localities	
1	Less than 40.8%	44	
2	Between 40.8% and 45.3%	17	
3	Between 45.3% and 49.8%	14	
4	Greater than 49.8%	48	

N = 123 localities; 3,796 youth; Mean = 45.3%; Standard Deviation = 4.5%
<u>Note</u>: 7 of 130 localities were not rated due to not having any youth meeting the criteria for inclusion in the FY 2018 cohort (a baseline and a subsequent re-assessment by 12/31/18).

The CANS Child Behavioral/Emotional Needs Domain score is the average score of the 10 items that constitute the domain [5] each ranked 0, 1, 2 or 3 with a lower score indicating the youth has less significant needs (or better functioning) in those areas. All children with a baseline (initial) assessment in FY 2018, and who did not have any assessments in previous fiscal years, have been assigned to the FY 2018 cohort. Only youth who have had at least one subsequent re-assessment (as of December 31, 2018) have been included in this report (as time elapses and additional youth in the FY 2018 cohort receive re-assessments, the number in the cohort will grow and the outcomes recalculated). The baseline assessment score was compared to the most recent assessment. For each locality, the percent of youth with a decrease in this difference was calculated. The average time between assessments was 229 days. Statewide, this indicator showed that 45.3 percent of the FY 2018 cohort had a decrease (or improvement) in their CANS Child Behavioral/Emotional Needs Domain score. Sixty-two localities (50%) scored at or above the mean and 61 localities (50%) scored below the mean on this measure.

Similarly, about 51 percent of the FY 2017 cohort had a decrease in their CANS Child Behavioral/ Emotional Needs Domain score. The average time between assessments for the FY 2017 cohort was 411 days

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[5] The items are: Psychosis, Impulsivity/Hyperactivity, Depression, Anxiety, Oppositional, Conduct, Adjustment to Trauma, Anger Control, Substance Use and Eating Disturbance.

Percent of Youth with a Decrease in Child Strengths Domain of the
Child and Adolescent Needs and Strengths (CANS) Score

In addition to the School Domain and the Child Behavioral/Emotional Needs Domain of the CANS assessment tool, the Child Strengths Domain has been added to this year's outcomes report. Children with notable strengths tend to function better even if significant needs are present. In a similar manner as the School and Child Behavioral/Emotional Needs Domains, scores in this domain would be expected to <u>decrease</u> (as strengths increase) if interventions are having the desired impact.

Decrease in CANS Child Strengths Domain Score

Score	Range (% of valid cases)	Number of Localities	
1	Less than 50.0%	59	
2	Between 50.0% and 54.4%	6	
3	Between 54.5% and 59.0%	15	
4	Greater than 59.0%	43	

N = 123 localities; 3,796 youth; Mean = 54.5%; Standard Deviation = 4.5%
<u>Note</u>: 7 of 130 localities were not rated due to not having any youth meeting the criteria for inclusion in the FY 2018 cohort (a baseline and a subsequent re-assessment by 12/31/18).

The CANS Child Strengths Domain score is the average score of the 11 items that constitute the domain [6] each ranked 0, 1, 2 or 3 with a lower score indicating the youth has greater strengths (or better functioning) in those areas. All children with a baseline (initial) assessment in FY 2018, and who did not have any assessments in previous fiscal years, have been assigned to the FY 2018 cohort. Only youth who have had at least one subsequent re-assessment (as of December 31, 2018) have been included in this report (as time elapses and additional youth in the FY 2018 cohort receive re-assessments, the number in the cohort will grow and the outcomes recalculated). The baseline assessment score was compared to the most recent assessment. For each locality, the percent of youth with a decrease in this difference was calculated. The average time between assessments was 229 days. Statewide, this indicator showed that 54.5 percent of the FY 2018 cohort had a decrease (or improvement) in their CANS Child Strengths Domain score. Fifty-eight localities (47%) scored at or above the mean and 65 localities (53%) scored below the mean on this measure. Similarly, about 59 percent of the FY 2017 cohort had a decrease in their CANS Child Strengths Domain score. The average time between assessments for the FY 2017 cohort was 411 days.

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[6] The items are: Family, Interpersonal, Optimism, Educational, Vocational, Talents/Interests, Spiritual/Religious, Community Life, Relationship Permanence, Child Involvement with Care, and Natural Supports.

Percent of Youth Receiving Intensive Care Coordination Services Against All Youth Placed in Residential Settings

Intensive Care Coordination (ICC) is an evidence-informed service (also known as High Fidelity Wraparound) defined by the SEC as appropriate for children at risk of entering, or are placed in residential care. The intent of ICC is to prevent the need for residential placement, shorten the length of residential placements, strengthen discharge planning and community reintegration, and improve results for children at high-risk for negative outcomes. In 2014, the SEC identified a target for this indicator at 75 percent.

Utilization of ICC

Score	Range (% of valid cases)	Number of Localities	
1	Less than 35.8%	48	
2	Between 35.8% and 41.2%	1	
3	Between 41.2% and 46.6%	3	
4	Greater than 46.6%	32	

N = 84 localities; Mean = 41.2%; Standard Deviation = 5.4%
Note: 46 of 130 localities were not rated due to low sample size. See footnote 5 below.

This performance measure weighs a locality's utilization of ICC services relative to the number of youth placed in a residential care setting during the year. Statewide, the average was 41.2 percent in FY 2018, up from less than 35 percent in FY 2017. Thirty-five localities met or exceeded the state average, while 49 localities were below the state average.[7] A majority of localities 48 (57%) received a score of one on this measure, indicating performance more than one standard deviation below the state average. Twenty-four of the 84 localities (29%) met or exceeded the 75 percent target. This is about seven percent higher than FY 2017 (22%), when 20 of 91 localities met or exceeded the target.

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[7] Localities with no youth receiving ICC and six or fewer youth place in residential care were excluded from the calculations and not ranked to avoid misrepresentation due to low sample size.

Percent of Youth Receiving Only Community Based Services of
All Youth Receiving CSA Funded Services

The CSA has long-supported the principle of serving youth in their homes and home communities as a centerpiece of the system of care approach. This indicator assesses the extent to which this is realized. Youth who, in FY 2018, received <u>only</u> community based services through CSA (no residential or congregate care) are counted from the entire population served. The SEC has had a target of 50 percent for this indicator, and in FY 2018 this target was achieved for the fourth straight year with 53 percent of all CSA youth receiving only community based services (50.4% in FY 2015, 50.5% in FY 2016 and 51.9% in FY2017).

Community Based Services

Score	Range (% of valid cases)	Number of Localities	
1	Less than 48.7%	50	
2	Between 48.7% and 53.0%	14	
3	Between 53.0% and 57.4%	12	
4	Greater than 57.4%	54	

N = 130 localities; Mean = 53.0%; Standard Deviation = 4.4%

This performance measure considers the proportion of those receiving only Community Based Services to all youth served through the CSA. Fifty-four localities (42%) scored greater than one standard deviation above the state average and 50 localities (38%) scored lower than one standard deviation below the average. The remaining 26 localities (20%) were within one standard deviation. A total of 76 of the 130 localities (58%) equaled or surpassed the established target of 50 percent. This indicator increased overall for the Commonwealth from FY 2017 to FY 2018 (51.9% to 53.0%), with more localities surpassing the target (74 in FY 2017 versus 76 in FY 2018).

Outcomes Related to Foster Care[8]

A majority of children served through the CSA (55 percent) in FY 2018 were referred due to involvement in Virginia's child welfare system through local departments of social services. The state Department of Social Services (VDSS) has established multiple indicators for children in the foster care system. The CSA has adopted two of these indicators in its performance measurement model.

Percent of Children in Foster Care in Family-Based Placements

Best practices in child welfare suggest that children who are removed from their homes due to abuse, neglect or other reasons are best served in family-based foster care settings. These are family and family-like settings with limited number of children as opposed to group homes or other larger congregate care settings. The VDSS has established a target that 85 percent of the children in foster care are placed in a family-based placement.

Children in Foster Care in Family-Based Placements

Score	Range (% of valid cases)	Number of Localities	
2	Less than 80.0%	59	
3	Between 80.0% and 84.9%	7	
4	Greater than or equal to 85.0%	62	

N = 128; Mean = 80.9%; Target = 85.0%

Statewide performance on this indicator was about 81 percent, or four percent below the VDSS established target, at the end of FY 2018. This is about the same performance as in FY 2017. Localities received a score of 4 when the target was met or exceeded, a score of 3 if performance was below, but within five percent of the target, and a score of 2 if performance was more than five percent below the target. About 54 percent of localities (62) either met or exceeded, or were within five percent of the target (7). This compares favorably to FY 2017, when about 52 percent of localities (48 out of 127) either met, exceeded, or were within five percent of the target (18). Fifty-nine localities (46%) were more than five percent below the target. There were 61 localities (48%) in FY 2017 that were more than five percent below the target.

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[8] The Virginia Department of Social Services (VDSS) is comprised of 120 local agencies, with some covering multiple jurisdictions. The VDSS reports foster care outcomes at the agency level. In this report, each locality within a multiple jurisdiction agency was assigned the overall DSS jurisdictions' percentage.

Percent of Children Who Exit from Foster Care to a Permanent Living Arrangement

Children who "exit" or "age out" of the foster care system without establishing a permanent family connection (typically through adoption, reunification with their biological family or placement with a relative) are known to have considerably poorer life outcomes. Achieving permanency is a critical indicator of performance for the child welfare system. The VDSS has established a target that 86 percent of the children in foster care "exit" to a permanent living arrangement before "aging out".

Children Who Exit from Foster Care to a Permanent Living Arrangement

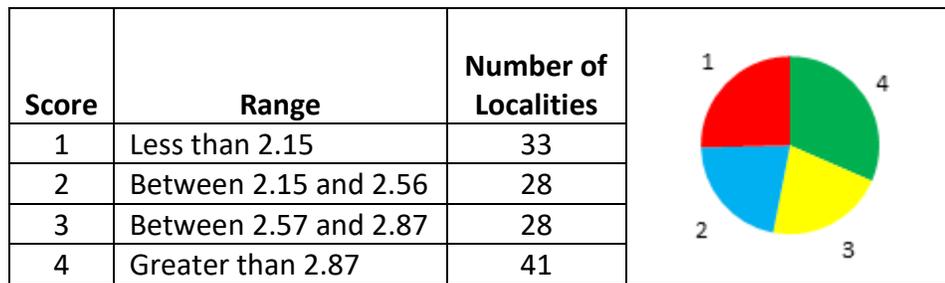| Score	Range (% of valid cases)	Number of Localities	
2	Less than 81.0%	69	
3	Between 81.0% and 85.9%	16	
4	Greater than or equal to 86.0%	32	
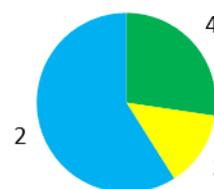
N = 117; Mean = 77.1% Target = 86.0%

For FY 2018, the percent who exited to permanency statewide was 77.1 percent or nine percent below the target. In comparison, about 82 percent exited to a permanent living situation in FY 2017. The majority of jurisdictions (69 or 59%) were more than five percent below this target. About 27 percent (32) of localities met or exceeded the target. In FY 2017, 51 of 112 localities (46%) were more than five percent below the target and 39 percent (44) met or exceeded the target.

Composite Performance Measure

A composite measure for each locality was derived to provide a summary of a locality's scores on as many of the seven performance indicators as possible. The composite performance measure score is calculated using the average of the seven[9] individual outcome indicators. Localities are assigned a composite score based on the average of their seven outcome measure scores: 1 is the lowest 25 percent of scores; 2 is the between 25 percent and the midpoint (50%), 3 is between the midpoint and 75 percent and 4 is the highest group between 75 and 100 percent. Sixty-one localities received composite performance scores of either one (33) or two (28) and 69 localities received a score of either three (28) or four (41).

Composite Locality Scores

Score	Range	Number of Localities	
1	Less than 2.15	33	
2	Between 2.15 and 2.56	28	
3	Between 2.57 and 2.87	28	
4	Greater than 2.87	41	

Differences in Performance Measures Based on Population Density, Geography and Income

The effects of differences in population density, geographic region[10] and income for the seven performance measures and composite score are shown in Appendix 1. Localities classified as small or medium population density (less than about 374 people per square mile), from the Central region, or with "large" per capita incomes (greater than $30,572) had the highest composite scores. Conversely, localities with large population density (greater than 374 people), from the Western region, or "small" per capita incomes (less than $24,325) had the lowest composite score.

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[9] In cases where a locality did not receive a score for all outcome measures, the average was taken of only those outcome measures for which they do have scores.
[10] Geographic regions were aligned with the five VDSS defined regions.

Conclusion

Measuring the performance of the Children's Services Act is a critical aspect in determining if CSA is achieving its stated goals and objectives. This report provides an update and additions to reporting completed in FY 2015-17. These performance benchmarks are treated with statistical analysis with the intent to provide information to CSA stakeholders and the State Executive Council about areas where there is a high level of performance, as well as areas where needs for improvement can be identified.

In addition to the state level data summarized in this report, the Office of Children's Services has developed a web-based application allowing individual localities to view their performance on the seven measures and compare their outcomes to both the state average as well as other localities.[11] That application is available on the CSA website at www.csa.virginia.gov (see the Statistics and Publication > Reports and Publications menu). It is hoped that local CSA programs will utilize this application to identify and build upon areas of strength, as well as developing strategies to improve performance where appropriate.

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[11] See Appendix 2 of this report for the FY 2016 – FY 2018 statewide results displayed through the web-based application.

Appendix 1

Performance Measure by Population Density, Regions and Per Capita Income

	CANS School	CANS Behavior	CANS Strengths	ICC	CBS	Foster Care Family-Based	Foster Care Permanency	Composite Score
Population Density (2018)[1]								
Small (Less than 63.2 people/sq. mile)	43.59%	48.92%	56.24%	26.56%	49.69%	77.57%	82.78%	2.67
Medium (Between 63.2 and 374.1 people/sq. mile)	47.09%	45.89%	54.45%	40.66%	53.12%	80.89%	75.83%	2.64
Large (Greater than 374.1 people/sq. mile)	46.81%	43.66%	53.70%	30.87%	51.45%	81.83%	76.61%	2.47
Regions[2]								
Central	45.60%	46.63%	55.01%	35.05%	51.35%	79.74%	78.46%	2.80
Eastern	45.77%	45.57%	54.60%	34.06%	52.09%	80.55%	76.93%	2.61
Northern	46.42%	45.21%	54.34%	39.47%	52.76%	81.05%	76.42%	2.46
Piedmont	45.63%	46.20%	54.85%	32.47%	51.15%	79.96%	79.06%	2.72
Western	45.13%	47.14%	55.29%	31.84%	50.95%	79.25%	79.62%	2.30
Per Capita Income (2017)[3]								
Small (Less than $24,325)	45.32%	46.54%	55.04%	31.70%	50.89%	79.64%	79.62%	2.40
Medium (Between $24,325 and $30,572)	45.71%	46.39%	54.91%	33.74%	51.38%	79.91%	78.24%	2.55
Large (Greater than $30,572)	46.11%	45.51%	54.51%	37.34%	52.63%	80.77%	76.66%	2.72

[1] The county population density was calculated by dividing population by square miles of land. The area and estimated population data are from the US Census Bureau. The counties were grouped in to small, medium and large based on the lower, middle and upper thirds of the county density data.

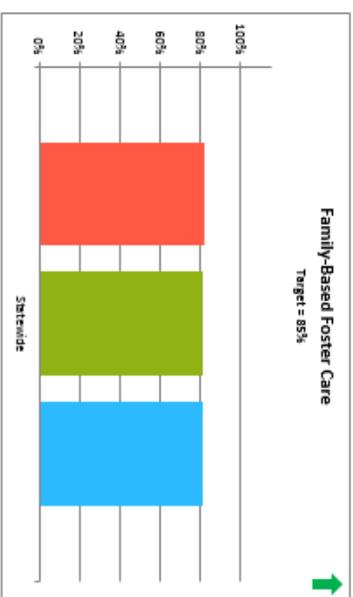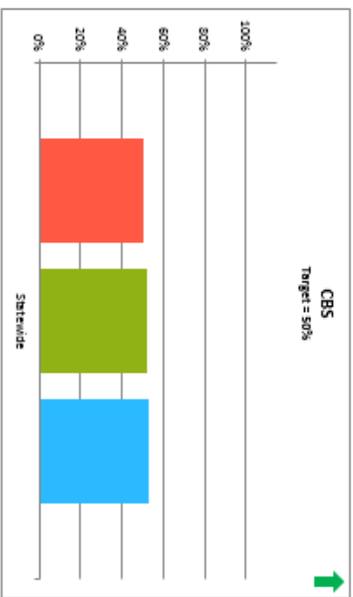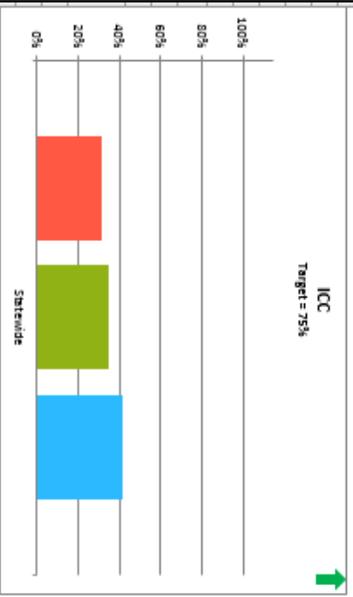[2] The regions were defined as those utilized by the Virginia Department of Social Services.
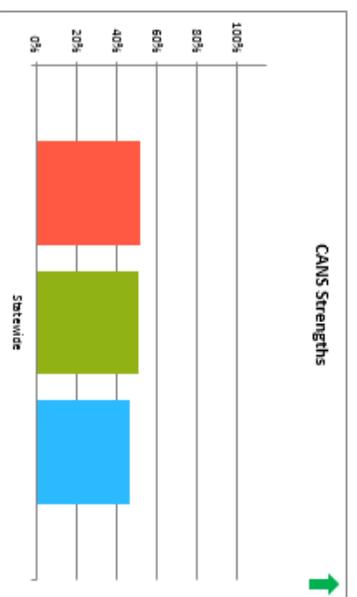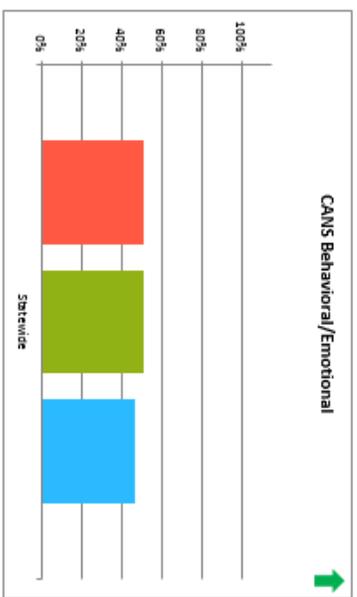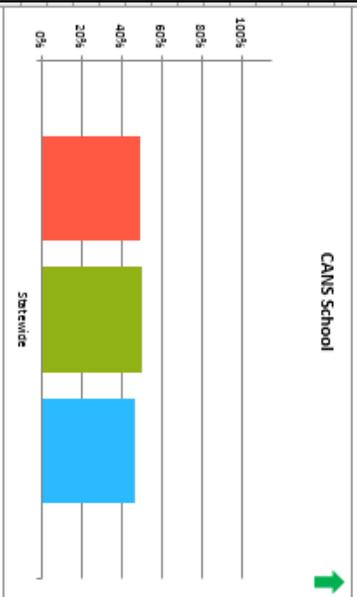
[3] Per capita income data is estimated by the US Census Bureau via the American Community Survey. The average margin of error for counties in Virginia is 6.4%. To estimate the two combined geographic areas of Fairfax County/Fairfax City/Falls Church and Greensville/Emporia, the individual counties' per capita income was multiplied by 2017 county population estimates to obtain total county income. For the two combined geographic areas, the sum of individual total county incomes was divided by the sum of the individual county populations. The counties were grouped in to small, medium and large based on the lower, middle and upper thirds of the county per capita income.

Appendix 2

CSA Performance Measures - FY2016-2018

	Percent of Youth with a Decrease in CANS Child School Domain [1]			Percent of Youth with a Decrease in CANS Child Behavior/Emotional Needs Domain [1]			Percent of Youth with a Decrease in CANS Child Strengths Domain [1]			Percent of Youth Receiving ICC Against Those in Residential [2] (Target=75%)			Percent of Youth Receiving CBS Out of All CSA Youth (Target=50%)			Percent of Foster Care Children in Family-based Placements (Target=85%)			Percent of Children Who Exit from Foster Care to a Permanent Living Arrangement (Target = 86%)			Composite Performance Measure [3]		
	2016	2017	2018	2016	2017	2018	2016	2017	2018	2016	2017	2018	2016	2017	2018	2016	2017	2018	2016	2017	2018	2016	2017	2018
Locality																								
Statewide	49.4%	50.3%	46.7%	51.5%	50.9%	46.6%	58.2%	59.3%	54.8%	31.0%	34.9%	41.2%	50.5%	51.9%	53.0%	82.0%	81.0%	80.9%	77.3%	82.4%	77.1%	2.62	2.66	2.59

Locality Performance Measures with Rankings

CANS School — Statewide

CANS Behavioral/Emotional — Statewide

CANS Strengths — Statewide

ICC — Target = 75% — Statewide

CBS — Target = 50% — Statewide

Family-Based Foster Care — Target = 85% — Statewide

Permanency — Target = 86% — Statewide

Composite Performance Measure — Statewide

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[1] Decreases in CANS scores are generally indicative of improved functioning. CANS performance measures are updated periodically with the youth's latest scores. Scores are expected to decrease as time passes and more services are provided. The average number of days between the youth's initial and latest scores is 549 days for FY 2015, 491 days for FY 2016 and 275 days for FY 2017. As such, CANS scores are not directly comparable across fiscal years.

[2] For the percent of youth receiving ICC, the average is taken for non-zero values only.

[3] For each of the five outcome measures, localities are assigned a score relative to their proximity to either the statewide average or targets set by the Commonwealth. The composite outcome measure score is calculated using the average of the six outcome measure scores, with 4 being the highest possible score.