

Human Services Performance Management System

Human Services Performance Council
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Minnesota Department of **Human Services**

Legislative Report

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I. Executive Summary

Overview of Report

This report describes the work of the Human Services Performance Management system (Performance Management system), which monitors county performance and supports efforts toward continuous improvement in delivering essential human services to Minnesotans. Essential human services include an array of programs that provide protections and safety nets to low income and vulnerable populations within our state.

This report includes:

- An overview of the Performance Management system;
- Information on current county performance in providing essential human services;
- A description of technical assistance being provided to counties;
- Recommendations for legislative changes and improvements to the system;
- Comments from the Commissioner of the Minnesota Department of Human Services (DHS).

History and Purpose

The Performance Management system was established in accordance with Minnesota Statutes Chapter 402A in response to counties' desire to be proactive in improving service delivery and outcomes for human services program recipients. The system is composed of the Human Services Performance Management Council (the Council), the Performance Management team, and the DHS Commissioner. Each year the Council is required to report to the legislature on the work of the Performance Management System. Appendix E contains a list of current Council members.

The focus of the Performance Management system is performance improvement across all mandated essential human services in Minnesota. The system encourages collaboration between counties and DHS, and supports counties in their efforts to take a proactive approach to continuous improvement in service delivery. This system provides an opportunity to work toward the outcomes desired for all Minnesotans, breaking down silos and identifying systems that may have created barriers to improvement. This is a very different model for assessing county performance than used in the past. Because complex change does not happen overnight, the system has evolved with thoughtful input and collaboration from county and community partners, service providers, advocates, and DHS staff.

Outcomes, Measures and Performance

The Performance Management system has identified six desired outcomes for human services programs, and currently has ten measures for reporting county performance in reaching those outcomes. Each measure has a minimum performance threshold, i.e., a numeric level against which each county's performance is reported. Counties that fall below the threshold are required to develop a Performance

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Improvement Plan (PIP) that will help them reach or exceed the threshold. Below is a list of outcomes and the measures discussed in this report.

Outcome 1: Adults and children are safe and secure

- Measure: Percent of children with a maltreatment determination who do not experience a repeat maltreatment determination within six months
- Measure: Percent of vulnerable adults with a maltreatment determination with no subsequent determination within six months

Outcome 2: Children have stability in their living situation

- Measure: Percent of current child support paid
- Measure: Percent of children discharged from out-of-home placement to reunification who were reunified in less than 12 months

Outcome 3: Children have the opportunity to develop to their fullest potential

- Measure: Percent of children in family foster care that were placed in a relative home
- Measure: Percent of child support cases with paternity established

Outcome 4: People are economically secure

- Measure: Percent of expedited Supplemental Nutrition Assistance Program (SNAP) applications processed within one business day
- Measure: Percent of SNAP and cash assistance applications processed timely
- Measure: Percent of open child support cases with an order established
- Measure: Minnesota Family Investment Program(MFIP)/Diversionary Work Program (DWP) Self-Support Index

Outcome 5: Vulnerable adults experience a quality of life

Outcome 6: People have access to health care and receive effective services

Measures and thresholds for outcomes five and six are currently under development.

In 2015, counties received reports on their performance for the ten measures. While performance on the ten measures varies across the state, counties are overall doing very well on Performance Management system measures. The system also introduced PIPs for six of the ten measures. Although there was potential for more than 480 PIPs, only 20 were required. A chart summarizing overall performance is on page 11. Data tables for each measure are in the *Human Services Performance Management System – Data Supplement* (<https://edocs.dhs.state.mn.us/lfsrver/Public/DHS-7600A-ENG.>)

Individually, no one county was doing poorly on all or even a majority of measures in comparison to the minimum performance thresholds, and many counties were above the high performance standard. All counties had room for improvement in at least one area. Appendix A includes county performance maps and further information for each measure.

Technical Assistance

The Performance Management system team surveyed counties about their technical assistance needs and used the survey results to develop technical assistance narratives and offerings, including:

- *Performance Improvement Collaboratives:* This approach provides an opportunity for counties of similar size or demographic make-up to come together to address improvement around a particular measure.
- *Individualized Technical Assistance:* Under this approach, the team conducts a needs assessment, and develops targeted assistance when counties request help to solve a particular problem or address a unique need.
- *Improvement Strategies Briefs:* This approach involves identifying counties with successful performance or significant improvement, interviewing them, and sharing their strategies.
- *Data Access:* The Performance Management system partnered with various DHS business areas to launch a Web Intelligence (WebI) tool to provide counties with more dynamic access to data on cash and food assistance programs.

The Performance Management team will also be working with the DHS Office of Indian Policy and others to help counties that have a significant number of American Indian clients.

Challenges to Improved Performance

While overall county performance is very good, there remain challenges to improving county performance in providing services for Minnesotans from communities of color and American Indians, and in addressing disparate outcomes for those communities. The Council recommends legislative changes to the current language used to identify disparities. This will make it easier for counties to measure and address their responses to disparate outcomes in communities of color and American Indian communities.

Another challenge faced by the Performance Management system is not only the difficulty in getting timely and accurate data in order to assess counties' performance, but also in providing timely access directly to counties so that they can make the day-to-day decisions necessary for improving performance. In some cases, data is not available because antiquated information systems make it difficult if not impossible to collect it. In some instances, as in race and ethnicity data, some programs simply have not historically collected the data. In other instances, there is no uniformity in how certain data is collected. While the WebI tool has proven popular for use with one measure, additional resources are required to expand its use to other areas.

The Performance Management system team will continue to work with counties and DHS program staff to address procedural changes that may help with data collection. Ultimately, new/updated, integrated information systems will provide the best overall solutions to ongoing data challenges.

II. Legislation

This Legislative Report is mandated by Minnesota Statutes, section 402A.16, subdivision 2 (10):

MINN. STAT. 402A.16 (2013); Subd. 2. Duties.

The Human Services Performance Council shall:

(10) submit an annual report to the legislature and the commissioner, which includes a comprehensive report on the performance of individual counties or service delivery authorities as it relates to system measures; a list of counties or service delivery authorities that have been required to create performance improvement plans and the areas identified for improvement as part of the remedies process; a summary of performance improvement training and technical assistance activities offered to the county personnel by the department; recommendations on administrative rules or state statutes that could be repealed in order to improve service delivery; recommendations for system improvements, including updates to system outcomes, measures, and standards; and a response from the commissioner.

This report was prepared in response to a mandate under Minnesota Statutes, section 402A.16, subdivision 2(10). This report includes background information to familiarize the reader with the Human Services Performance Management system along with information on Performance Management system outcomes, measures, and thresholds. The report also shows the results of the county performance data requested by statute.

The Human Services Performance Management team at the Department of Human Services, on behalf of the Human Services Performance Council, submits the report.

III. History and Context

A. Overview

Minnesota's human services delivery system provides programs and services to meet the basic health, welfare, and safety needs of all Minnesotans, particularly the poor, children, people with disabilities, and the elderly. Counties, tribal governments, and lead agencies, deliver these services in partnership with the DHS.

The Performance Management system was established in accordance with Minnesota Statutes Chapter 402A in response to counties' desire to be proactive in improving service delivery and outcomes for human services program recipients. The system monitors county performance and supports efforts toward continuous improvement in delivering essential human services to Minnesotans. Essential human services include an array of programs that provide protections and safety nets to low income and vulnerable populations within our state. In 2013, the state legislature authorized the DHS commissioner to implement a Human Services Performance Management system for essential human services as described in Minnesota State Statute.

The system includes:

- The Council ,which is made up of representatives from the counties, DHS program experts, tribal governments and communities of color, and providers and advocates;
- The Performance Management team, composed of DHS professional staff who support the Council in its work; and
- The DHS Commissioner, who has overall responsibility for the Performance Management system.

The work of the Council is to advise the DHS commissioner on the implementation and operation of the human services performance management system. Each year the Council is required to report to the legislature on the work of the Performance Management System. Appendix E contains a list of current Council members.

The Performance Management team supports the work of the Council and assists the counties by providing technical assistance to help counties proactively engage in continuous improvement efforts, respond to challenges, and develop effective Performance Improvement Plans (PIPs) when they fail to meet minimum performance thresholds.

The DHS Commissioner reviews, approves, or waives PIPs, provides a response to the Council's legislative report, and is responsible for the imposition of more stringent remedies as required by Chapter 402A.

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The focus of the Performance Management system is improvement across all mandated essential human services in Minnesota. The system encourages collaboration between counties and DHS, and supports counties in their efforts to take a proactive approach to continuous improvement in service delivery. This system provides an opportunity to work toward the outcomes desired for all Minnesotans, breaking down silos and identifying systems that may have created barriers to improvement. This is a very different model for assessing county performance than used in the past. Because complex change does not happen overnight, the system has evolved with thoughtful input and collaboration from county and community partners, service providers, advocates, and DHS.

B. Outcomes and Measures

The following are current system outcomes and measures:

Outcome 1: Adults and children are safe and secure

- Measure: Percent of children with a maltreatment determination who do not experience a repeat maltreatment determination within six months
- Measure: Percent of vulnerable adults with a maltreatment determination with no subsequent determination within six months

Outcome 2: Children have stability in their living situation

- Measure: Percent of current child support paid
- Measure: Percent of children discharged from out-of-home placement to reunification who were reunified in less than 12 months

Outcome 3: Children have the opportunity to develop to their fullest potential

- Measure: Percent of children in family foster care that were placed in a relative home
- Measure: Percent of child support cases with paternity established

Outcome 4: People are economically secure

- Measure: Percent of expedited Supplemental Nutrition Assistance Program (SNAP) applications processed within one business day
- Measure: Percent of SNAP and cash assistance applications processed timely
- Measure: Percent of open child support cases with an order established
- Measure: MFIP/DWP Self-Support Index

Outcome 5: Vulnerable adults experience a quality of life

Outcome 6: People have access to health care and receive effective services

Measures do not currently exist for outcomes five and six. Although the Steering Committee on Performance and Outcome Reform initially recommended measures for these outcomes, the Council did not move forward with those recommendations because either data were not available or responsibility for service delivery had shifted from the counties to DHS.

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Performance Management system staff are currently working with various stakeholders to develop additional system measures. Following the addition of any new measure to the Performance Management system, counties will first receive individual reports with baseline performance data. Counties will not be subject to PIPs on those measures until the following year.

Each measure presented above has a *threshold*, a numeric level against which each county's performance is reported. Thresholds for all measures were developed with input from the Council, county staff, DHS programmatic experts, community members, and other stakeholders. Following the 2014 recommendations of the Council, the Legislature amended the language of the Performance Management system from the term "standard" to "threshold" because some system measures already have a state or federally mandated standard, which defines a desired level of high performance, and the similar terminology was creating confusion.

C. Remedies Process

The remedies process is described in legislation as the method for holding counties/SDAs accountable for performance while also providing them support for improvement. It includes:

- Performance Improvement Plans (PIPs)
- Technical assistance
- Possibility for fiscal penalties or transfer of responsibility to another county/SDA or to DHS

While Minnesota State Statute outlines much of the remedies process, the Performance Management team and the Council worked to make the process operational in 2015. This work included developing a uniform process for implementing PIPs, creating the tools and forms needed to manage the PIP process, and providing technical assistance to aid counties in developing PIPs and improving performance.

Counties that do not meet the threshold for a particular measure are required to develop a PIP indicating the steps they will take to improve performance on that measure. Counties/SDAs that experienced an extraordinary, unforeseen event that they believe prevented them from meeting a threshold had the opportunity to file a claim for extenuating circumstances. The essential nature of an extenuating circumstance is that it is sudden, unforeseeable and beyond the county/SDA's control.

Fiscal penalties and transfer of responsibility for services to another county or DHS can occur only after several years of repeated unsuccessful attempts at improvement.

IV. Minnesota Performance

In February, April, and July of 2015, the Performance Management team sent each county/Service Delivery Authority (SDA) a report that detailed outcomes and measures, and discussed each measure’s importance. The reports provided data specific to each county/SDA, including current and past performance as well as performance compared to other counties in the same Minnesota Association of County Social Service Administrators (MACSSA) region.

A. Thresholds

The following thresholds define when a PIP is required:

Measure	Threshold	Standard
Outcome 1: Adults and children are safe and secure		
Percent of children with a maltreatment determination who do not experience a repeat maltreatment determination within six months.....	94.7%	94.7%
Percent of vulnerable adults with a substantiated or inconclusive maltreatment allegation who do not experience a subsequent substantiated or inconclusive maltreatment allegation within six months.....	80%	95%
Outcome 2: Children have stability in their living situation		
Percent of current child support paid.....	Historical	80%
Percent of children discharged from out-of-home placement to reunification who were reunified with 12 months.....	75.2%	75.2%
Outcome 3: Children have the opportunity to develop to their fullest potential		
Percent of children in family foster care that were placed with relatives.....	20.9%	45.0%
Percent of open child support cases with paternity.....	90%	90%
Outcome 4: People are economically secure		
Percent of expedited Supplemental Nutrition Assistance Program (SNAP) applications processed within one business day.....	55%	83%
Percent of SNAP and cash assistance applications processed timely.....	75%	90%
Percent of open child support cases with an order established.....	80%	80%
Minnesota Family Investment Program/Diversionary Work Program Self-Support Index.....	Within Range of Expected Performance	Above Performance

Small Numbers

A number of counties have denominators too small for a meaningful assessment of performance. The Council convened a workgroup in November of 2014 to develop a methodology for assessing performance where numbers are small and can cause wide performance fluctuation. The workgroup consisted of representatives from the DHS divisions of Economic Assistance and Employment Supports, Adult Protection, and Child Safety and Permanency, and representatives from Grant, Clearwater, Traverse, Cook, and Beltrami Counties.

The workgroup determined that being below the threshold on a single measure due to one or two people not having the desired outcome should not necessarily indicate that a county is performing poorly. The workgroup recommended assessing performance by looking at related measures, as described below:

If a county has no people in a measure, it is considered to be meeting the threshold. If a county has a denominator of 20 or less and:

- . Is meeting the threshold for a measure, the county is performing to expectations and no further assessment will take place.
- . Is not meeting the threshold for a measure, performance will be reviewed across a combination of measures. For 2015, we will group measures as follows.
 - o Meeting the threshold on two of the three Child Safety and Permanency measures;
 - o Meeting the threshold on both of the cash and food application timeliness measures; and
 - o Meeting the threshold on two of the three Child Support measures.

As new measures are added to the system, workgroups recommending the thresholds for the measure will also make recommendations on the assessment of performance where denominators are small.

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B. 2015 Performance Improvement Plans

While performance on the ten measures varies across the state, counties are overall doing well on the measures assessed through the Performance Management system. With the 2015 introduction of PIPs to the system for six of the ten measures in the system, there was potential for more than 480 PIPs, yet there are only 20.

Measure	Minimum Performance Threshold	High Performance Standard	Counties Requiring PIPs	Counties Above Threshold	Counties Above High Standard
Percent of Expedited SNAP Applications Processed within One Business Day	55%	83%	7 Counties	72 Counties	6 Counties
Percent of Cash Assistance and SNAP Applications Processed Timely	75%	90%	1 County	79 Counties	21 Counties
Percent of children with a maltreatment determination who do not experience a repeat maltreatment determination within six months	94.7%	94.7%	2 Counties	65 Counties	65 Counties
Percent of children discharged from out-of-home placement to reunification who were reunified with 12 months	75.2%	75.2%	4 Counties	70 Counties	70 Counties
Percent of children in family foster care that were placed with relatives	20.9%	45.0%	0 Counties	76 Counties	37 Counties
Minnesota Family Investment Program/Diversionary Work Program Self-Support Index	Range of Expected Performance	Above Range of Expected Performance	6 Counties Below Expected Range	57 Counties Within Expected Range	19 Counties Above Expected Range

No one county was doing poorly on all or a majority of measures compared to the minimum performance thresholds, and many counties were above the high performance standard. However, all counties had room for improvement in at least one area. Appendix A includes measure narratives and performance maps. The [Human Services Performance Management System – Data Supplement](#) contains data tables for each measure.

C. PIP Implementation

Data for measures are available at different times throughout the year depending on program area. In an effort to provide counties/SDAs with ample time to implement improvement strategies, data for each measure is shared as it becomes available and counties/SDAs will be notified immediately if a PIP is required. Below is an implementation schedule for PIPs.

July 2015 – Child welfare and Public Assistance measures

- Repeat determination of maltreatment
- Timely establishment of permanency
- Percent of children placed with relatives
- Self-Support Index
- Expedited SNAP application timeliness
- SNAP and Cash assistance application timeliness

January 2016 – Child support measures (baseline data was provided in February of 2015)

- Child support paid
- Child support orders established
- Paternity established

July 2016 – Adult protection measure (baseline data was provided in July of 2015)

- Repeat maltreatment

In 2014, the Performance Management system provided baseline performance data to counties. Though PIPs were not implemented until mid-2015, there has already been improvement in many areas.

The Performance Management team notified counties requiring PIPs for the child welfare and public assistance measures in July of 2015. Counties were notified via email and certified letter, and through a call to the county social services director.

The Performance Management team and the Human Services Performance Council each reviewed the extenuating circumstance claims and made recommendations to the commissioner to approve or deny the claims. Of the 23 original PIP notifications issued, there were eight claims filed for extenuating circumstances. Of the eight claims, three were approved and the county/SDA no longer had to develop a PIP.

Counties submitted PIPs for the child welfare and public assistance measures in late September, and the team worked with counties to finalize and approve all PIPs by mid-October. Technical assistance to counties began in September.

D. Performance Overview

Public Assistance (cash and SNAP)

Measure(s) in this area include:

- Percent of expedited Supplemental Nutrition Assistance Program (SNAP) applications processed within one business day
- Percent of SNAP and cash assistance applications processed timely

County performance has improved on both measures in this area. In 2013, 62.3 percent of expedited SNAP cases were processed within one business day, while in 2014, 64.0 percent of cases were processed within one business day. The average county/SDA increase was 2.2 percentage points, and there were 13 counties with increases of more than 10 percentage points. Compared to the threshold of 55 percent for this measure, seven counties needed to complete PIPs. Had the threshold been in place in 2013, there would have been 15 PIPs required.

There was also improvement statewide on the percent of SNAP and cash assistance applications processed timely. In 2013, 75.8 percent of applications were processed in a timely manner statewide, compared to 81.2 percent in 2014. The average increase was 4.5 percentage points, and there were eleven counties that improved more than 10 percentage points. Only one county fell below the 75.2 percent threshold in 2014; in comparison, there were fifteen counties below the threshold in 2013.

Child Safety and Permanency

Measure(s) in this area include:

- Percent of children with a maltreatment determination who do not experience a repeat maltreatment determination within six months
- Percent of children discharged from out-of-home placement to reunification who were reunified in less than 12 months
- Percent of children in family foster care that were placed in a relative home

Statewide average performance was down slightly on two and up on one of these measures. In 2014, 96.5 percent of children with a maltreatment determination did not experience a repeat within six months. This is down slightly from 97.0 percent in 2013. Assessed against the threshold of 94.7 percent, there were two counties falling below (by 1.7 and 1.2 percentage points), compared to six counties below the threshold in 2013.

In 2014, 86.3 percent of children statewide who were discharged from out-of-home-placement to reunification were reunified in less than 12 months. This is down slightly from 87.1 percent in 2013. There were four counties in 2014 who fell below the threshold of 75.2 percent. Performance on this measure varied widely statewide, from 45.4 percent to 100 percent, often impacted by small numbers, or

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the ability of families to make adequate progress toward reunification goals. The number of children under tribal jurisdiction can also impact this measure.

With a statewide average of 43.1 percent in 2014 of children in family foster care who were placed in a relative's home, there were no counties below the threshold of 20.9 percent. Performance on this measure has been improving over the past five years, up 12.9 percentage points from the statewide average of 30.2 percent in 2010.

The Performance Management system will be reviewing these measures in the coming year to determine if changes are warranted as a result of the recommendations from the Governor's Task Force on the Protection of Children.

Self-Support Index

Measure(s) in this area include:

- Minnesota Family Investment Program/Diversionsary Work Program Self-Support Index

On the Self-Support Index, there were six counties performing below their Expected Range of Performance. This is up slightly from baseline performance data provided in 2014. The vast majority of counties (57) fell into their Expected Range of Performance, and 19 counties were above.

Child Support – PIPs begin in 2016

Measure(s) in this area include:

- Percent of child support cases with paternity established
- Percent of open child support cases with an order established
- Percent of current child support paid

Reports were issued to counties in February 2015. Performance on the child support measures was generally high, with most counties earning the maximum federal bonus based on their performance. For example, all counties had paternity established for more than 90 percent (the federal standard) of their open Child Support cases, which is consistent with past performance. Nearly all counties (97.5 percent) were meeting the federal standard of 80% with a child support order established for their open child support cases.

Counties continue to struggle with the percent of child support paid where only 10 percent of counties are meeting the federal standard. Performance on this measure is often complicated by the size of the interstate caseload and the ability to collect support across state lines. Out-dated technology can also hamper collection efforts. While most counties are not meeting the federal standard, the vast majority (62) are within ten percentage points. Performance data provided in 2015 was baseline. Counties will be held accountable to performance thresholds in 2016.

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Adult Protection – PIPs begin in 2016

Measure(s) in this area include:

- Measure: Percent of vulnerable adults with a maltreatment determination with no subsequent determination within six months

This measure was added to the system in 2015, and the Performance Management team issued baseline performance to counties in July. The statewide average for this measure is 95.2 percent, just above the high performance standard. In 2014 there were no counties that fell below the minimum performance threshold of 80 percent. Performance on this measure can fluctuate quite a bit, as the number of vulnerable adults included in this measure is small.

Counties will not be held accountable to performance thresholds until 2016. Assessing performance against thresholds for this measure is complicated due to the small number of adult maltreatment reports. Work is ongoing to develop an appropriate process for assessing performance where numbers are small.

V. Technical Assistance

The Performance Management system offers counties and DHS the opportunity to collaborate on strategic and targeted technical assistance and support, promoting improvement in performance and outcomes.

A. Technical Assistance Survey and Planning

In late 2014, the Performance Management team began working with a key group of stakeholders to develop a survey to assess county technical assistance needs, and to set priorities for future development. Counties were surveyed in late January, with 86% of counties responding. Key findings pointed to barriers around lack of access to accurate, real-time data, and policies that impede performance, and indicated a strong interest in collaboration and sharing of best practices. A report of findings was published in April of 2015. Key survey findings are detailed in Appendix B.

The primary objective of the survey was to collect feedback from Minnesota counties about their technical assistance needs specific to the Performance Management system so that the Performance Management team could develop useful technical assistance, including:

- *Performance Improvement Collaboratives:* This approach provides an opportunity for counties of similar size or demographic make-up to come together to address improvement around a particular measure.
- *Individualized Technical Assistance:* Under this approach, the team conducts a needs assessment, and develops targeted assistance when counties request help in solving a particular problem or addressing a unique need. This may include:
 - Techniques, tools, and training on data-driven decision-making;
 - Training or implementation of Results-Based Accountability or other continuous improvement tools and strategies or other non-programmatic training;
 - Collection and distribution of best practices for peer-to-peer learning; or
 - Additional, detailed data analysis.
- *Improvement Strategies Briefs:* This approach involves analyzing data to identify counties with successful performance or significant improvement and interviewing them to discover strategies for improvement. The team will share these briefs with all counties.

B. Relationship-Building and Communications

The Performance Management team recognizes that key components of improvement efforts are building relationships and trust. In order to foster those relationships, the team has focused on transparency and frequent communication with counties and other partners. In addition to meeting monthly with the MACSSA Policy Committee, the team presented updates on the Performance Management system at the MACSSA Spring and Fall Conferences, the Minnesota Social Service

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Association (MSSA) Conference, the Governor's Task Force on the Protection of Children, the Cultural and Ethnic Communities Leadership Council and the Minnesota Inter-County Association (MICA.)

The team developed a CountyLink site for the system will introduce a regular newsletter in 2016. In addition to written communication and formal presentations, the team intends to begin more frequent, face-to-face meetings with counties across the state.

C. Technical Assistance Provided in 2015

Technical assistance began in of February of 2015, when DHS launched a Web Intelligence (WebI) tool. This reporting tool allows dynamic querying of Supplemental Nutrition Assistance Program (SNAP) and cash assistance timeliness data by counties. Using this tool, county financial assistance managers and supervisors are able to:

- Monitor performance on these measures on a monthly basis;
- Target performance by individual worker or team; and
- Analyze trends over time, by program type, or by worker/team.

Performance Management staff, working with DHS staff from the SNAP Management Evaluation Review Team, conducted 20 trainings in every region of the state, training more than 150 individuals. Training and on-going technical assistance is available from the SNAP Management Evaluation Review Team. DHS is in the process of creating other WebI universes, or data sets, that will provide daily loads of SNAP and cash assistance applications that are pending and how long they have been pending, as well as an eligibility universe that will allow for easier caseload management.

For counties with PIPs around the expedited SNAP measure, the team:

- Conducted statewide research on strategies used by successful counties on the expedited SNAP measure, reviewed data and worked with the SNAP program area at DHS to identify counties who made strong progress; Performance Management staff then interviewed those counties to understand their success. The resulting Improvement Strategies Brief was shared with all counties.
- Identified potential issues by researching Management Evaluations Reviews from 2013 to learn more about the steps needed to process expedited SNAP applications. The team used this information to guide a discussion with multiple counties to learn more about current processes and barriers and to help them develop action steps.
- Facilitated discussions between several counties with PIPs, providing an opportunity for them to learn from each other.

For counties with PIPs for the Self-Support Index, the Performance Management team is planning to pull together several counties who have fallen below the range of expected performance in order to

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facilitate a meeting between them and the main employment provider in the region. The team is also working closely with the MFIP program and research areas to roll out a web intelligence tool for the Self-Support Index and to coordinate training for interested counties.

In 2016, the Performance Management team will also be working with the Office of Indian Policy to develop a team from across DHS to suggest and lead activities to help counties with significant populations of American Indian clients.

The Performance Management team will continue to develop other technical assistance offerings, including briefs on improvement strategies. Work is also underway to develop improved technology and tools that provide counties with more timely access to data.

VI. Challenges

Racial and Ethnic Disparities

There remain challenges to measuring county performance in providing services for Minnesotans from communities of color and American Indians communities, and in addressing disparate outcomes for those communities. Failure to measure performance in providing services to these communities and to address disparities in outcomes has devastating impacts for our entire state. A quick review of demographic data may help to reveal the urgency of addressing this challenge.

While Minnesotans of color and American Indians make up just under 19% of the state's population, they are disproportionately represented in those who receive public benefits and services. For example, among communities of color, Black Minnesotans comprise only about 6% (approximately 274,000) of the total state population, but more than 65% of this community (approximately 204,000 people) received food or economic assistance in 2014. Comparatively, just 8.5% of white Minnesotans were recipients of food or economic assistance. Further, the population of Minnesotans of color and American Indians is expected to grow by more than 50% in the next 20 years to more than 1,600,000 people. Most of that change will occur in the Twin Cities metro area, where the population of color is projected to increase to more than a fourth of the population. With the anticipation of such dramatic changes in the state's demographic makeup, the need to accurately measure county performance in addressing disparate outcomes becomes even more critical.

As currently written, the Performance Management system legislation does not adequately address racial and ethnic disparities; the methodology that it prescribes for measuring counties' performance in this area is simply too limiting. In fact, it currently results in no counties having requirements to improve their performance in addressing disparities.

Minnesota Statute 402A.18, Subd. 3(2) states that a PIP is required when:

The county or service delivery authority does not meet the minimum performance standard for one or more racial or ethnic subgroup for which there is a statistically valid population size for three or more measures, even if the county or service delivery authority met the standard for the overall population.

Under the methodology current in statute, there were no PIPs for racial and ethnic disparities. This does not accurately reflect the overarching disparities that exist within the human services system for American Indians and other racial or ethnic subgroups in Minnesota. In addition, even when performance is above the threshold overall for a racial or ethnic group, current legislation does not allow the system to address significant disparities that may still exist between outcomes for those communities and the majority community.

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The Council recommends editing the statutory language to require that disparities be addressed while not dictating the methodology used. This will provide the Performance Management system with the flexibility needed to not only address disparities where they exist today, but also as they change over time. Providing an effective mechanism for addressing disparities will result in improved outcomes for all Minnesotans, not just those of color. The Performance Management team will be reconvening the disparities workgroup that met in late 2014 to define exactly how the system will assess disparities.

Outdated Technology Systems

Another challenge to statewide improvement in human services outcomes is the lack of adequate technology. Current data systems are decades old, and often don't have the capability necessary for extracting or analyzing data in order to target improvement efforts.

There is often difficulty in getting timely and accurate data in order to assess counties' performance, or data is not available because antiquated information systems make it difficult or impossible to collect. In some instances, as in race and ethnicity data, some programs have not historically collected the data; and in other, there is no uniformity in how data is collected. There is limited ability to get real-time data to counties so that they can make day-to-day decisions to improve performance. Ultimately, new and integrated electronic information systems will be necessary to develop a more cohesive approach to performance improvement.

VII. Report Recommendations

A. Response to 2014 Report Recommendations

The Council made several recommendations in its 2014 Report to the Legislature. Below is a summary of the activities taken in 2015 to address them.

- Amended the legislative language to change the term “standard” to “threshold.” (passed during the 2015 Legislative Session);
- Introduced a new measure on vulnerable adult maltreatment;
- Developed a structure for providing technical assistance and training to counties;

The team convened a workgroup consisting of representatives from DHS, counties, American Indian communities, and communities of color to discuss the development of measures to address disparities in outcomes in those communities. The workgroup suggested that the legislative language, as written, would not adequately meet the intent, and proposed further investigation, culminating in recommendations from the Council that are included in this legislative report.

The 2014 Report also made a recommendation to adopt a measure around mental health. This proved challenging due to current data collection practices and multiple information systems that do not share data. Performance management staff are working with business area staff to inventory available data.

B. 2015 Report Recommendations

The Council is pleased with the development of the system. Council recommendations for 2016 include:

- Pursue legislative changes to remove the prescriptive language around the assessment of disparities in order to develop a more useful methodology;
- Reconvene the disparities workgroup to establish the methodology for defining disparities and assessing performance;
- Review existing child protection measures in light of changes resulting from the Governor’s Task for on Child Protection;
- Continue work toward adopting new measures in the areas of mental health, health care, and long-term care;
- Continue to support ongoing efforts to simplify eligibility rules;
- Provide input into information technology systems modernization efforts;
- Establish a regular process for reviewing system outcomes, measures, and thresholds as part of a long-term strategic plan; and
- Continue outreach efforts by visiting at least 20 counties per year.



Minnesota Department of **Human Services**

Co-Chairs Toni Carter and Charles Johnson
Human Services Performance Council
C/O Minnesota Department of Human Services
P.O. Box 64997
St. Paul, MN 55164-0997

Dear Co-Chairs, Council Members and Human Services Performance Management Team:

Thank you for the opportunity to read and review this report. I appreciate the time, effort and commitment you have demonstrated in the on-going development of the Human Services Performance Management System, which measures and supports counties' efforts to improve outcomes for Minnesota's human services program recipients.

I agree with all of the recommendations of this report and in particular with the recommendation to pursue legislative changes that will allow counties to more effectively address disparities in outcomes for people of color and American Indians.

I am impressed by the work you have accomplished and by your commitment to continuous improvement. Through on-going partnership and outreach, technical assistance, and thoughtful implementation of measures, thresholds, and remedies, you have supported counties in their efforts to improve their delivery of human services programs. I am also gratified that you have engaged representatives from the communities we serve and other stakeholders to help develop the means by which counties' performance will be measured.

As the system matures, I will be supportive of seeing it grow and strengthen through additional resources to help build upon your successes. These resources could include plans for providing additional technical assistance to counties, resources to help improve or replace outdated data systems to assure accurate and timely information concerning county performance, and resources to expand communications with counties, stakeholders, and the communities we serve.

In the meantime, all of your efforts will assure that our human services delivery system is truly person-centered and guided by measureable outcomes. Thank you again for your excellent work.

Sincerely,

Lucinda E. Jesson
Commissioner

IX. Appendix A – Performance Maps by Outcome and Measure

Appendix A provides information on system measures, grouped by system outcome. The following is included for each measure:

- Measure definition
- Why the measure is important
- Factors influencing the measure
- The performance threshold for the measure
- How the state of Minnesota is doing
- Map depicting county performance across the state

On the maps, counties with denominators less than 20 have been marked with an asterisk (*) before and after the county name. These data should be interpreted carefully as those counties had very small numbers, which resulted in widely varying percentages. Data for counties is grouped by quintiles.

Appendix A is organized as follows:

<p>Outcome 1: Adults and children are safe and secure</p> <ul style="list-style-type: none"> • Percent of children with a maltreatment determination who do not experience a repeat maltreatment determination within six months • Percent of vulnerable adults with a maltreatment determination with no subsequent determination within six months 	Page 25
<p>Outcome 2: Children have stability in their living situation</p> <ul style="list-style-type: none"> • Percent of current child support paid • Percent of children discharged from out-of-home placement to reunification who were reunified in less than 12 months 	Page 31
<p>Outcome 3: Children have the opportunity to develop to their fullest potential</p> <ul style="list-style-type: none"> • Percent of children in family foster care that were placed in a relative home • Percent of child support cases with paternity established 	Page 37
<p>Outcome 4: People are economically secure</p> <ul style="list-style-type: none"> • Percent of SNAP applications processed within one business day • Percent of SNAP and cash assistance applications processed timely • Percent of open child support cases with an order established • MFIP/DWP Self-Support Index 	Page 43

Data Supplement

Tables in the [Human Services Performance Management System – Data Supplement](#) provide the most recent three years of data for all measures with the most recent year’s denominator.

2015 Performance Improvement Plans

Performance Improvement Plans were implemented for six of the ten measures in the system in 2015. While performance on the ten measures varies across the state, counties are overall doing well on the measures assessed through the Performance Management system. With the 2015 introduction of PIPs to the system, there was potential for more than 480 PIPs, yet there were only 20.

Measure	Minimum Performance Threshold	Counties	2014 Performance	2014 Denominator
Percent of Expedited SNAP Applications Processed within One Business Day	55%	Carver	47.4%	276
		Chippewa	54.1%	96
		Dakota	45.0%	2,562
		Mille Lacs	53.0%	245
		Otter Tail	50.8%	405
		Sibley	53.4%	86
		Washington	42.6%	901
Percent of Cash Assistance and SNAP Applications Processed Timely	75%	Washington	68.0%	2,281
Percent of children with a maltreatment determination who do not experience a repeat maltreatment determination within six months	94.7%	Clay	93.0%	43
		Douglas	93.5%	31
Percent of children discharged from out-of-home placement to reunification who were reunified with 12 months	75.2%	Beltrami	57.0%	121
		Hubbard	72.4%	29
		Pennington	45.4%	22
		Pine	59.3%	24
Percent of children in family foster care that were placed with relatives	20.9%	-	-	-
Minnesota Family Investment Program/Diversionary Work Program Self-Support Index	Within Range of Expected Performance	Big Stone	70.55	26
		Hennepin	61.2%	10,486
		Itasca	71.8%	347
		Morrison	71.1%	152
		Olmsted	77.8%	983
		Wadena	70.3%	125

OUTCOME 1: ADULTS AND CHILDREN ARE SAFE AND SECURE

Measure 1A: Percent of children with a maltreatment determination who do not experience a repeat maltreatment determination within six months

What is this measure?

This measure is the percentage of all children who were victims of determined maltreatment during the last six months of the prior calendar year who did not have another determined report within six months.

Why is this measure important?

County social services should increase the likelihood that children are safe from abuse and neglect. When a maltreatment determination is made, there is a heightened responsibility of the county to mitigate the threat of future harm to children. A repeat maltreatment determination indicates that the risk for the child has not been fully mitigated.

What affects performance on this measure?

Factors that affect success include:

- Service factors that influence this measure are the availability of the service array within the community; funding sources for services; support for the agency service plan by public partners, partnerships with schools, law enforcement, courts and county attorneys; the culture of the agency; and clear support and guidance from the Department of Human Services (DHS).
- Staff factors that influence this measure are the maturity, experience, and training of staff; the availability of experienced supervisors with sufficient time/workloads to mentor staff; adequate staffing capacity; turnover; and sufficient cultural competency for diverse populations.
- Participant factors that influence this measure are poverty; chemical use; economic stability; cultural perception of minimally adequate parenting as compared to ideal parenting; and the availability of safety net support for the parents from family, friends, and the community.
- Environmental or external factors that influence this measure are community understanding of cultural differences in child rearing, the diversity of new immigrant populations, existing cultural biases, and the availability of transportation and available housing.

What is the threshold for this measure?

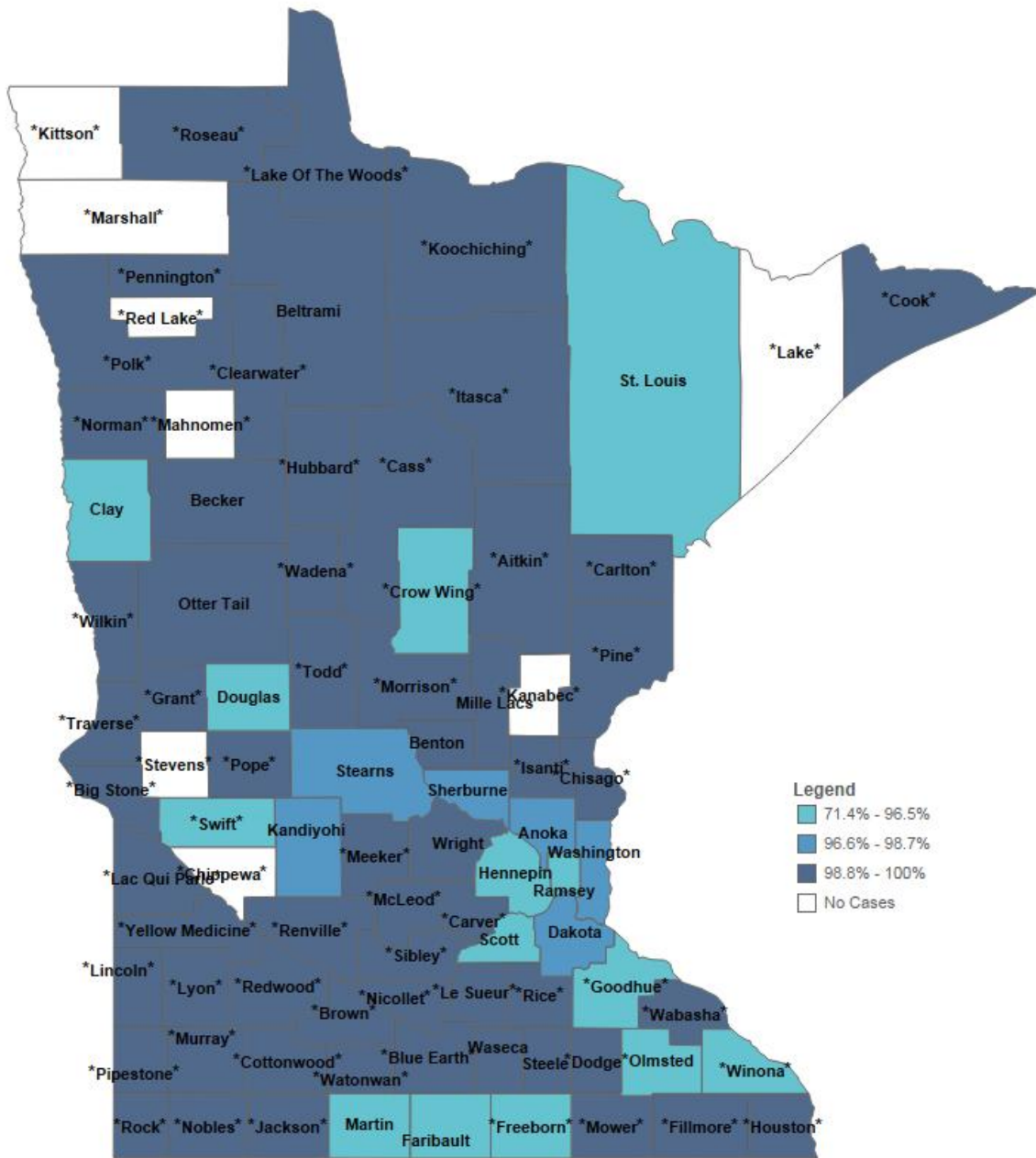
The threshold for this measure is 94.7 percent, which is identical to the high performance standard. Separate thresholds were not developed for this measure due to ongoing changes resulting from the Governor's Task Force on the Protection of Children. In addition, federal reporting measures will be changing in the coming months. Both the measures and associated thresholds will be reviewed in 2016.

How is Minnesota doing?

Statewide in 2014, 96.5 percent of children were not the subject of a repeat determination within six months. This is down slightly from 97.0 percent in 2013. Assessed against the threshold of 94.7 percent, there were two counties falling below (by 1.7 and 1.2 percentage points.) Comparatively, there were six counties below the threshold in 2013. About 74 percent of counties had no children with subsequent maltreatment determinations within six months of the first each year, up from 70 percent in 2013, indicating excellent performance overall.

Figure 1A shows statewide performance on this measure. Counties with denominators less than 20 have been indicated on the map with an asterisk (*) before and after the county name, and denominators have been removed from the table. These data should be interpreted carefully as many counties had very small numbers of children with maltreatment determinations, resulting in widely varying percentages.

Percent of Children with a Maltreatment Determination Who Do Not Experience a Repeat Maltreatment Determination within Six Months



* = Number of cases less than 20
 County data grouped by quintiles
 Source: Dept of Human Services data CY2014

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Measure 1B: Percent of vulnerable adults with a maltreatment determination with no subsequent determination within six months

What is this measure?

The percent of vulnerable adults where a maltreatment allegation is found to be substantiated or inconclusive where there is not a substantiated or inconclusive allegation (and protective services were provided) of the same maltreatment type within six months and the county is the lead agency.

Why is this measure important?

County social services have the responsibility to safeguard the welfare and prevent further maltreatment of vulnerable adults who are the subject of reports of suspected maltreatment under the state's vulnerable adult reporting statute.

What affects performance on this measure?

Factors that affect success include:

- Service factors that influence this measure are the number of maltreatment reports received service options and trained providers in the community, the type of allegation, funding for services, eligibility criteria of other programs and services, and oversight of service providers.
- Staff factors that influence this measure include staff training and knowledge, burnout, the level of supervision available, staff having multiple responsibilities and roles within the organization, interpretation of policies, individual beliefs, and the number of staff available.
- Participant factors that influence this measure include the safety of their living environment; cultural perceptions of safety, aging, and abuse; self-determination and right to refuse services; complex situations where both the perpetrator and victim have service needs; traumatic brain injury and dementia; ability to pay for services not covered by Medical Assistance; mental illness; lack of social support; physical isolation; and the needs of undocumented vulnerable adults.
- Environmental or external factors that influence this measure include the increasing size of the elderly population, community support and awareness of abuse; the role of law enforcement and the courts, how care facilities view safety and risk, service provider payment policies, relationship with county attorney's office, and the impact of the Olmstead Act on service provision.

What is the threshold for this measure?

In April 2015, Performance Management staff convened an Adult Protection Thresholds Workgroup (Workgroup) to recommend a threshold and high performance standard for this measure as well as a process for assessing counties with 20 or fewer people in the measure. The Workgroup consisted of representatives from DHS Adult Protection staff and management, seven county representatives, and advocates and service providers from other state agencies and the community. The group made a recommendation of a threshold of 80 percent and a high performance standard of 95 percent. The Council approved these recommendations in September. Work is still being done on the process for

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assessing counties with 20 or fewer allegations in the measure, which is the case for the majority of counties.

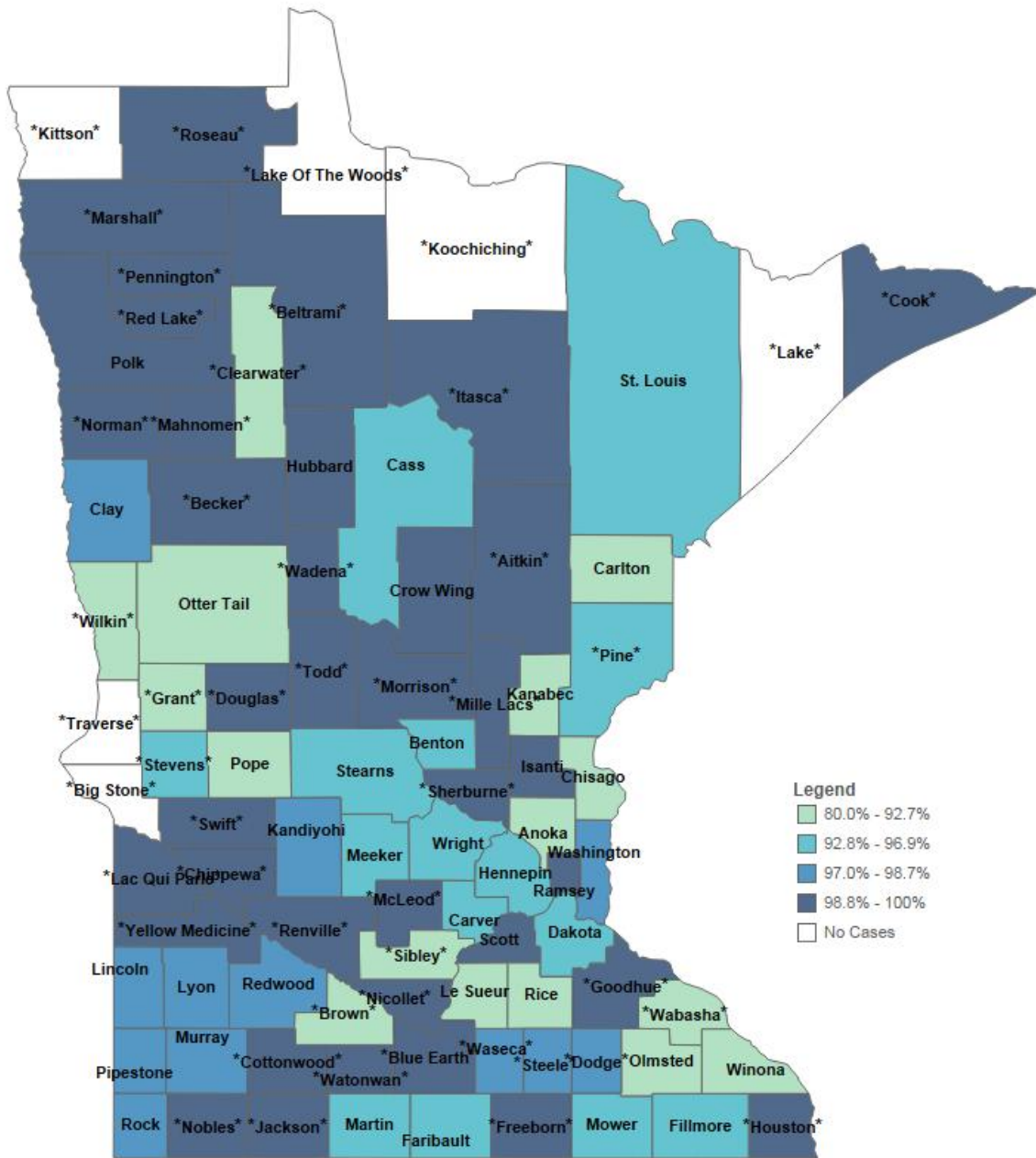
How is Minnesota doing?

The statewide average for this measure is 95.2 percent, just above the high performance standard. In 2014, there were no counties that fell below the minimum performance threshold of 80 percent. The number of vulnerable adults included in this measure can be quite small, with nearly 50 counties having denominators less than 20.

This report provides counties with baseline data for that measure compared to the preliminary threshold, but counties will not be held accountable through the PIP process until June 2016.

Figure 1B shows statewide performance on this measure. Counties with denominators less than 20 have been indicated on the map with an asterisk (*) before and after the county name, and denominators have been removed from the table. These data should be interpreted carefully as those counties had very small numbers, which can result in widely varying percentages from year to year.

Percent of Vulnerable Adult Maltreatment Allegations with No Subsequent Allegations within Six Months



* = Number of cases less than 20
 County data grouped by quintiles
 Source: Dept of Human Services data CY2014

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OUTCOME 2: CHILDREN HAVE STABILITY IN THEIR LIVING SITUATION

Measure 2A: Percent of current child support paid

What is this measure?

This measure is the total amount of support distributed as current during the federal fiscal year as a percent of total amount of current support due during that fiscal year. The numerator and denominator are dollar amounts, rather than children, families, or people.

Why is this measure important?

Children need both parents contributing to their financial security; child support is one means of accomplishing that. Counties, through their role in the child support program, help ensure that parents contribute to their children's economic support through securing enforceable orders, monitoring payments, providing enforcement activities, and modifying orders when necessary.

What affects performance on this measure?

- Service factors that may influence this measure include the size of the interstate caseload and ability to collect support across state boundaries, relationships with other counties and tribes, court processes, coordination with other county services, and technology that is sometimes out-of-date. For example, technology limitations do not allow non-custodial parents to pay by credit card.
- Staff factors that may influence this measure include caseload size, legacy planning and training of new staff as staff retires, and challenges attracting and retaining new staff.
- Participant factors that may influence this measure include parent initiative or interest in pursuing a modification of their order, non-cooperation by non-custodial parents, visitation schedules, employment rate, self-employment, and homelessness.
- Environmental or external factors that may influence this measure include the local economy, resources of the county attorney, the availability of community resources to help parents find and keep employment and address issues leading to unemployment, and the increased state minimum wage.

What is the threshold for this measure?

In September of 2014, Performance Management staff convened a Child Support Thresholds Workgroup to recommend a threshold and high performance standard for this. The Workgroup consisted of four DHS representatives, nine county child support representatives, four community-based advocates, and two members of the Council.

The group had a discussion on the merits of using a historical threshold, which derives a threshold for each county based on past performance, and Adjusted Performance Measure (APM), which uses statistical regression analyses to predict what a county's performance should be based on participant and community factors. Workgroup participants noted that while some factors affecting performance are

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clearly within county control, success on some of the measures is driven by external factors, such as the economy and wages, which affect the non-custodial parent's ability to pay child support. The external environment and participant demographics vary by county and counties with a poor economy, a high rate of non-marital births, or high rates of parental incarceration have more performance challenges to overcome.

The workgroup recommended that a historical threshold be used for current support paid. The Council recommended using the historically-based threshold for two years while exploring ways to create an APM for the current support paid measure to replace the historical threshold. The development of an APM is resource and time intensive. Therefore, the decision was made to use the historical measure while researching what would be necessary to develop an APM.

Of the Performance Management system measures, Child Support is unique in its interaction with federal standards. Federal standards are a bonus funding formula where states reach a maximum bonus for performance at or above:

- 90 percent for percent of paternities established;
- 80 percent for percent of open child support cases with orders established; and
- 80 percent of percent of current support paid.

The bonus is paid to each state, and Minnesota passes the state's bonus onto counties based upon each county's performance level. Therefore, even with a lower bound threshold, counties continue to have monetary incentive to increase performance, although it may be very small for some counties. Counties with performance above the federal funding standard are considered to have met the minimum performance threshold.

How is Minnesota doing?

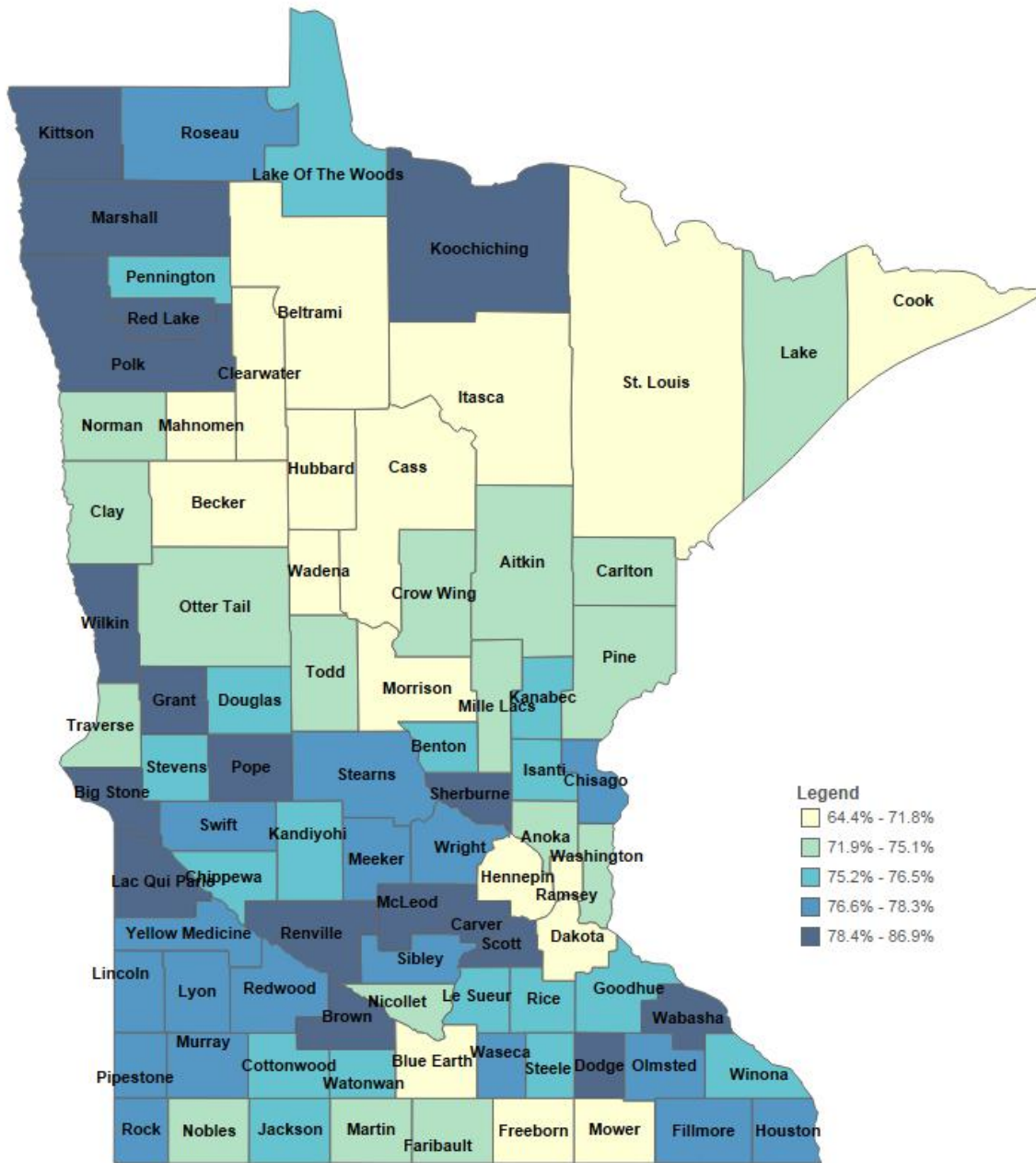
Overall, in Federal Fiscal Year (FFY) 2014, 72.46 percent of current child support was paid. Performance varied from 64.43 percent of support paid to 86.87 percent.

Counties were provided with baseline data in 2015, and will be held accountable to minimum performance thresholds in February 2016.

Figure 2A shows statewide performance on this measure.

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Percent of Open Child Support Cases Paid



* = Number of cases less than 20
 County data grouped by quintiles
 Source: Dept of Human Services data CY2014

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Measure 2B: Percent of children discharged from out-of-home placement to reunification who were reunified in less than 12 months

What is this measure?

This measure looks at the number of children exiting an out-of-home placement to reunification or living with relatives with a length of stay of at least eight days that entered that placement within the last 12 months, which means that they were reunified within 12 months.

Why is this measure important?

For children removed from their birth family, the timely establishment of permanency is an important indicator of county efforts to ensure children have permanent families. Return to their family is one indicator of permanency and continuity.

What affects performance on this measure?

Factors that affect success include:

- Service factors that may influence this measure are: the availability of the service array within the community; funding sources for services; support for the agency service plan by public partners, partnerships with schools, law enforcement, courts, and county attorneys; the culture of the agency; clear support and guidance from DHS; and the willingness of courts and county attorneys to engage in planning for families rather than waiting for perfection.
- Staff factors that may influence this measure are the maturity, experience, and training of staff; the availability of experienced supervisors with sufficient time/workloads to mentor staff; adequate staffing capacity; turnover; and sufficient cultural competency for diverse populations.
- Participant factors that may influence this measure are: a family history of maltreatment; poverty; chemical use; economic stability; cultural perceptions of minimally adequate parenting as compared to ideal parenting; safety net support for the parents from family, friends, and the community; the availability of affordable housing options; and accessible transportation.
- Environmental or external factors that may influence this measure are economic conditions that support low-income families, “blame and punish” societal attitude toward parents who have failed, and the economy.

What is the threshold for this measure?

The threshold for this measure is 75.2 percent, which is identical to the high performance/federal standard. Separate thresholds were not developed for this measure due to ongoing changes resulting from the Governor’s Task Force on the Protection of Children. In addition, federal reporting measures are currently changing. Both the measures and associated thresholds will be reviewed in 2016.

How is Minnesota doing?

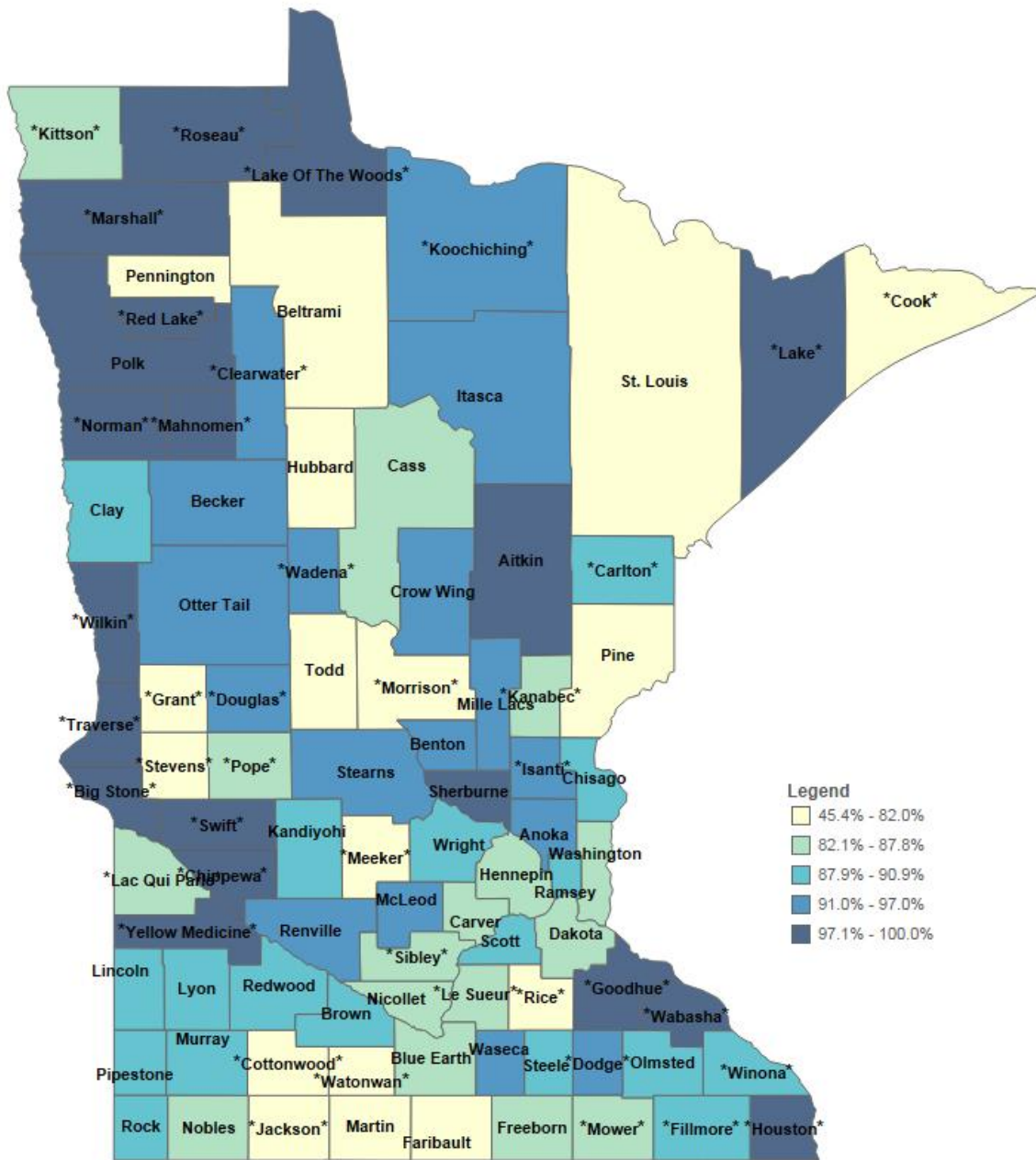
In 2014, the majority of counties were above the high performance standard of 75.2 percent, while four counties fell below the threshold and were required to develop PIPs. Overall, about 86 percent of children are reunified within 12 months.

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Small numbers of children in out-of-home placement make for widely varying percentages. Minnesota has done well on this measure, out-performing other states, but there are concerns that high performance on this measure has resulted in higher rates of return to protective services. Future Performance Management system measures need to consider this and provide balance between the need for returning children to families in a timely manner and the time needed to ensure safety.

Figure 2B shows statewide performance on this measure. Counties with denominators less than 20 have been indicated on the map with an asterisk (*) before and after the county name, and denominators have been removed from the table. These data should be interpreted carefully as those counties had very small numbers, which can result in widely varying percentages from year to year.

Percent of Children Discharged From Out-of-Home Placement to Reunification Who Were Reunified in less than 12 Months



* = Number of cases less than 20
 County data grouped by quintiles
 Source: Dept of Human Services data CY 2014

Minnesota Department of Human Services
 Human Services Performance Management

OUTCOME 3: CHILDREN HAVE THE OPPORTUNITY TO DEVELOP TO THEIR FULLEST POTENTIAL

Measure 3A: Percent of children in family foster care that were placed in a relative home

What is this measure?

This measure compares the total number of children in foster care and pre-adoptive settings to the number that were placed with relatives. Counties with less than 10 children in the denominator were not included.

Why is this measure important?

Relationships with relatives are a source of continuity for children whose lives have been disrupted by abuse or neglect. An indicator of social service emphasis on establishing and supporting important relationships in children's lives is through placement with relatives. This may not always be possible or desirable and to reflect that the current statewide goal for this measure is 45 percent of children.

What affects performance on this measure?

Factors that affect success include:

- Service factors that may influence this measure are the cultural appreciation of the importance of relatives as compared to professional parenting; systems to help identify and find family members; economic support for relative caretakers; accommodations in licensing standards for relatives; the culture of the agency; clear support and guidance from DHS; and the conflict between relative placement and the stability of remaining in the same neighborhood and school.
- Staff factors that may influence this measure are the maturity, experience, and training of staff; the availability of experienced supervisors with sufficient time/workloads to mentor staff; adequate staffing capacity; turnover; and the ability of staff to engage relatives in the government process.
- Participant factors that may influence this measure are a family history of maltreatment; disqualifying factors; hostile family relationships; distrust of the system; poverty; chemical use; economic stability; and the availability of safety net support for the parents from family, friends, and the community.
- Environmental or external factors that may influence this measure are timeliness of locating relatives; cultural norms that blame parents; community understanding of cultural differences in child rearing; the diversity of new immigrant populations; existing cultural biases; and the availability of transportation and available housing.

What is the threshold for this measure?

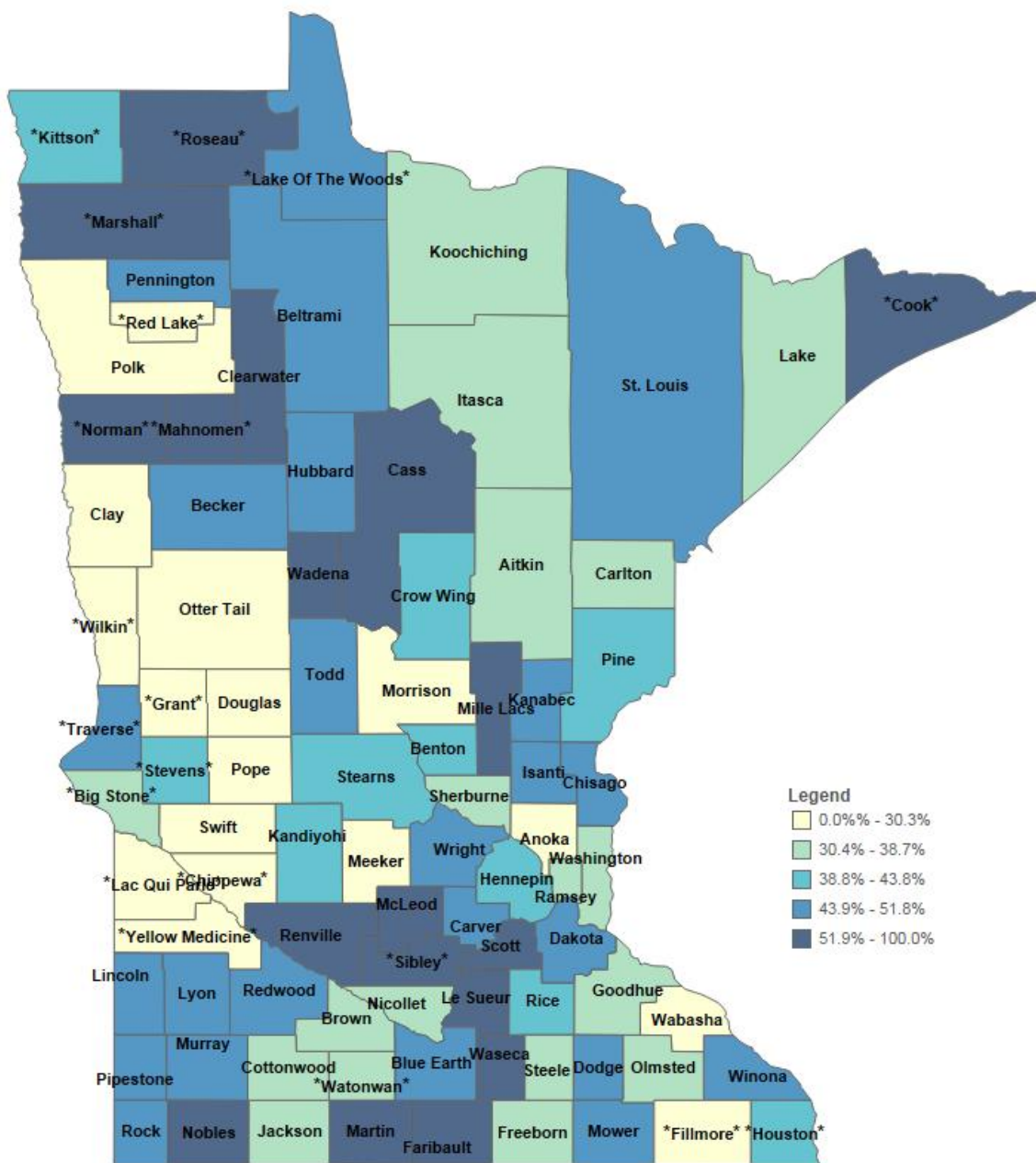
The threshold for this measure is 20.9%, set at one standard deviation below the 2013 average in recognition of the challenges counties face when determining the best placement for children. The high performance standard is 43.5%, which is a state standard.

How is Minnesota doing?

In 2014, 35 counties were at or above the state standard, in comparison to just 16 counties in 2012. Statewide 43.1 percent of children were placed with relatives, up 3.6 percentage points over last year. There were no counties below the minimum performance threshold in 2014.

Figure 3A shows statewide performance on this measure. Counties with denominators less than 20 have been indicated on the map with an asterisk (*) before and after the county name, and denominators have been removed from the table. These data should be interpreted carefully as those counties had very small numbers, which can result in widely varying percentages from year to year. Counties achieving the current statewide goal are indicated in bold.

Percent of Children in Family Foster Care that were Placed in a Relative Home



* = Number of cases less than 20
 County data grouped by quintiles
 Source: Dept of Human Services data CY 2014

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Measure 3B: Percent of open child support cases with paternity established

What is this measure?

This measure divides the number of children in open child support cases that were not born in marriage in the previous federal fiscal year by the number of children in open child support cases that had paternities established in the report year. The paternities established by child support workers during the federal fiscal year may not necessarily be for the same children born of non-marital births in the previous year. This is why percentages often exceed 100 percent.

Why is this measure important?

Establishing parentage gives a child born outside of marriage a legal father and the same legal rights as a child born to married parents. Parentage must be established before an order for support can be established. Within the child support program, counties are responsible for connecting parents and their children by locating parents and establishing paternity. The counties initiate court actions to adjudicate parentage. Paternity is important not only for collection of child support, but also for other legal matters like inheritance and survivor benefits.

What factors affect performance on this measure?

Minnesota overall and all counties perform very well on this measure. Factors that affect success include:

- Service factors that may influence this measure are staff availability, the hours a county office is open, the location of the agency in relation to people needing services, and the age of technology and computer systems.
- Staff factors that may influence this measure are staff training levels, staff-to-client ratios, and business continuity planning as older, more experienced workers retire.
- Participant factors that may influence this measure are demographics, trust or mistrust of government, housing stability, and immigration status.
- Environmental factors that may influence this measure are cooperation between law enforcement, counties, courts, and hospitals; working across state and American Indian reservation borders; and clients' ability to obtain transportation.

What is the threshold for this measure?

In September of 2014, Performance Management staff convened a Child Support Thresholds Workgroup to recommend a threshold and high performance standard for this measure. The Workgroup consisted of four DHS representatives, nine county child support representatives, four community-based advocates, and two members of the Council. The workgroup recommended using the existing federal standard of 90 percent as the minimum performance threshold. This was approved by the Council.

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Of the Performance Management system measures, Child Support is unique in its interaction with federal standards. Federal standards are a bonus funding formula where states reach a maximum bonus for performance at or above:

- 90 percent for percent of paternities established;
- 80 percent for percent of open child support cases with orders established; and
- 80 percent of percent of current support paid.

The bonus is paid to each state, and Minnesota passes the state's bonus onto counties based upon each county's performance level. Therefore, even with a lower bound threshold, counties continue to have monetary incentive to increase performance, although it may be very small for some counties.

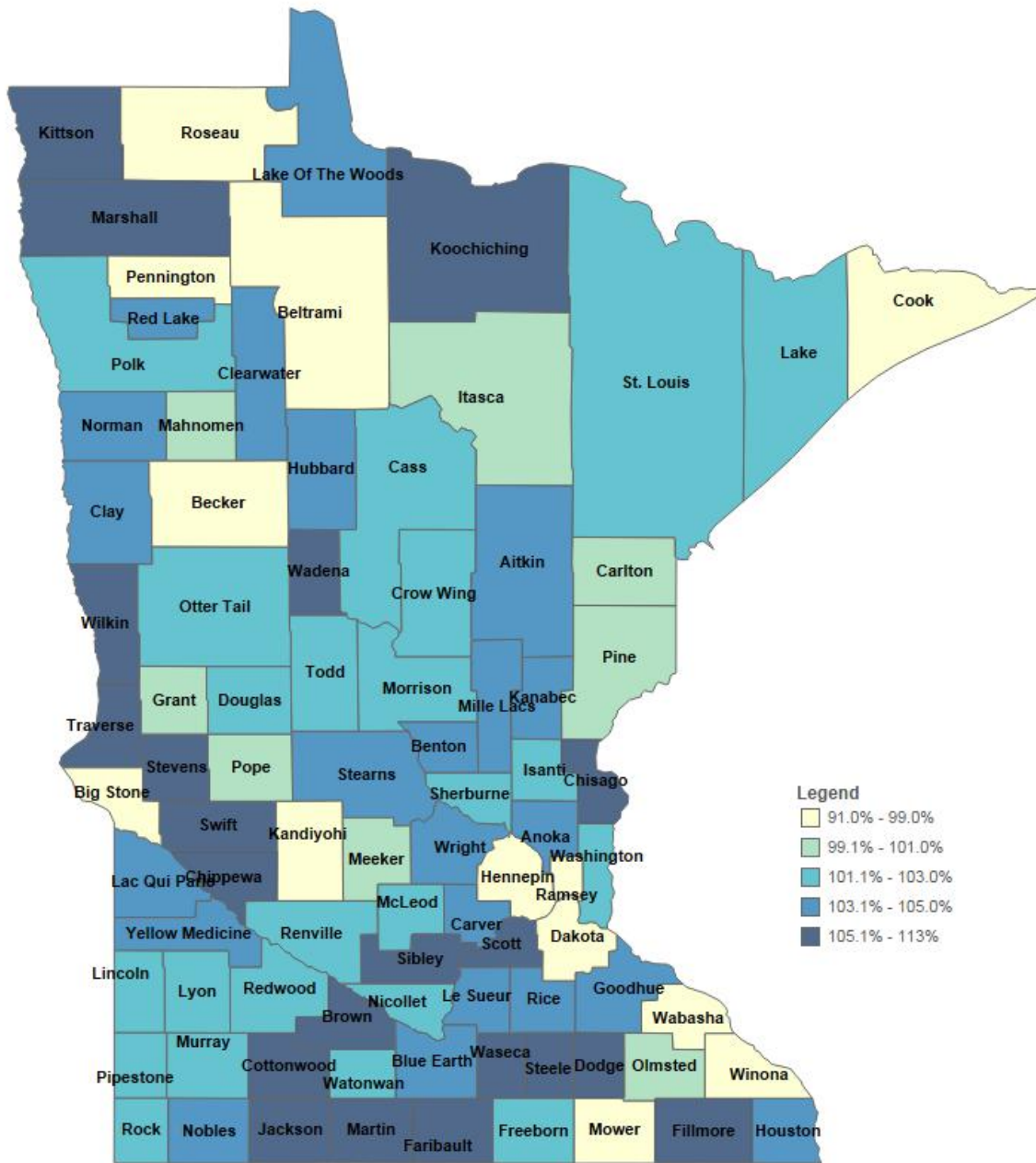
How is Minnesota doing?

All counties in the state are at or above the 90 percent federal standard for receiving maximum federal bonus money. The average statewide performance on this measure has been at or above 100 since 2010 and just below that in 2008 and 2009.

Counties were provided with baseline data in 2015, and will be held accountable to minimum performance thresholds in February 2016.

Figure 3B shows statewide performance on this measure.

Percent of Child Support Cases with Paternity Established



* = Number of cases less than 20
 County data grouped by quintiles
 Source: Dept of Human Services data CY2014

OUTCOME 4: PEOPLE ARE ECONOMICALLY SECURE

Measure 4A: Percent of expedited Supplemental Nutrition Assistance Program (SNAP) applications processed within one business day

What is this measure?

This measure looks at the difference between the application date and the date the first benefit payment is issued for expedited SNAP applications. It compares total expedited SNAP applications in a month to those made within one business day. Applications made on a Friday or the day before a state recognized holiday are considered timely if payment was issued on the first working day following the weekend or holiday. It does not include denied applications.

Why is this measure important?

SNAP applicants are given expedited service when they have little to no other resources available to pay for food and, therefore, need basic safety net programs to meet a crisis. Efficient and timely processing of these applications help ensure that people's basic need for food is met.

What affects performance on this measure?

Factors that affect success include:

- Service factors that may influence this measure include program complexity and changing policy, a complicated application, challenges associated with online ApplyMN applications, an increase in phone interviews resulting in waits for documentation to arrive via the mail, and MNsure application backlog.
- Staff factors that may influence this measure include staff training levels, staff-to-participant ratios, staff knowledge of policies, high turnover, and competition for resources between programs.
- Participant factors that may influence this measure include participant completion of the mandatory interview, the number of migrant and seasonal farm workers making applications, delays due to incomplete applications, availability of advocates to assist with completing applications, and difficulty obtaining required documentation.
- Environmental or external factors that may influence this measure include balancing error reduction with timeliness, emphasis on fraud that results in conflicts with access and timeliness of service, increased applications during economic downturns, availability of community resources such as food shelves, and natural disasters that result in increased applications.

What is the threshold for this measure?

The minimum performance threshold for this measure is 55 percent and the high performance standard is 83percent.

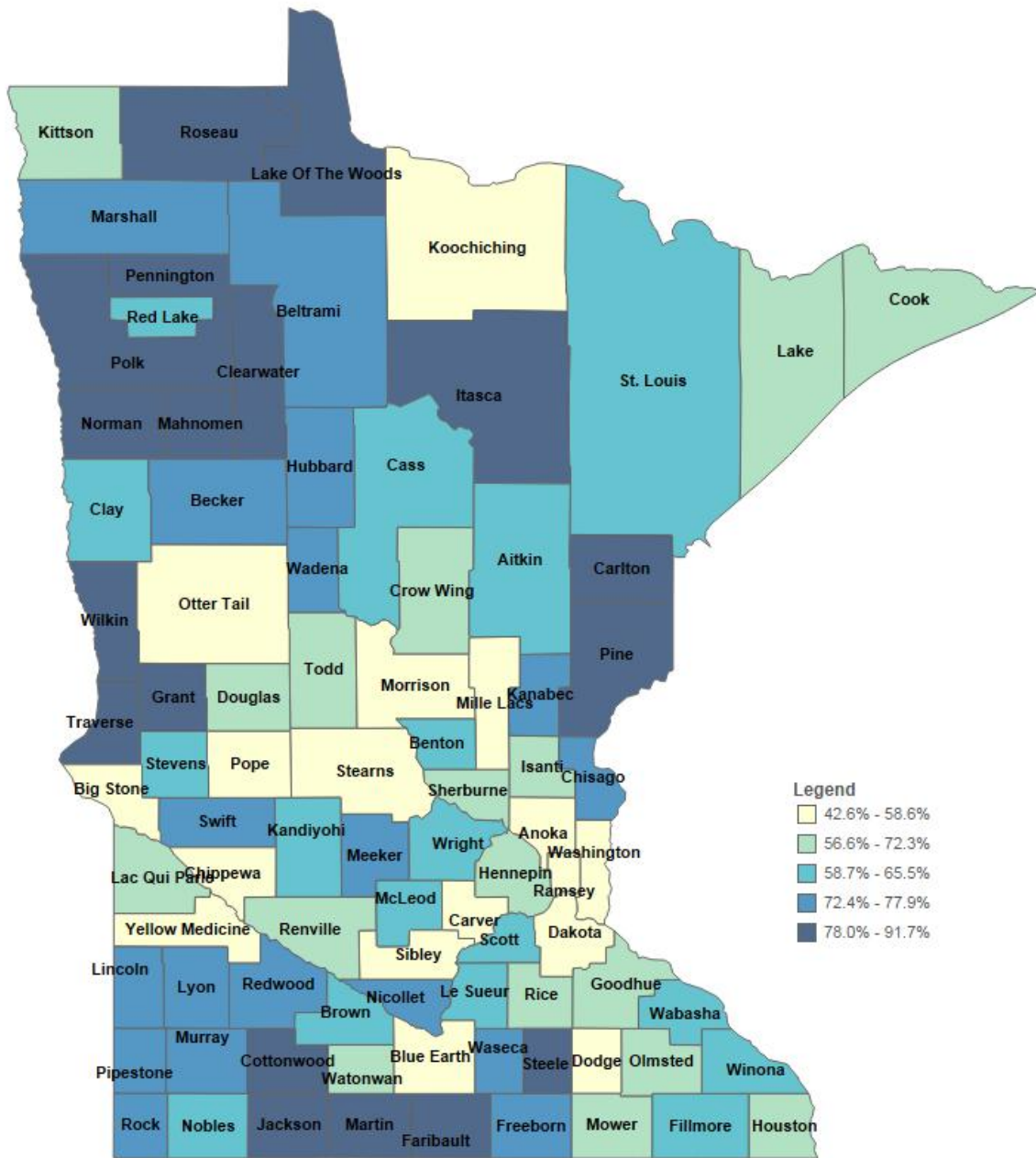
How is Minnesota doing?

State law changed in July 2011 from requiring processing of expedited SNAP applications in 24 hours to five business days. Prior to that, county performance was increasing despite historically high caseloads and numbers of applications. The county average increased each year from 2008 to 2010 -from 68.5 percent in 2008, to 72.6 percent in 2010.

After state law changed, counties began working toward the five business day requirement and performance on processing within 24 hours decreased. However, the majority of expedited SNAP applications are still processed within one business day. In 2014, 64.0 percent of all Expedited SNAP applications statewide were processed within one business day, up from 62.3 percent in 2013. This shows a continued commitment to one business day processing. Seven counties fell below the minimum performance threshold, compared to the 14 that

Figure 4A shows statewide performance on this measure.

Percent of Expedited Supplemental Nutrition Assistance Program (SNAP) Applications Processed within One Business Day



Legend
 42.6% - 58.6%
 56.6% - 72.3%
 58.7% - 65.5%
 72.4% - 77.9%
 78.0% - 91.7%

* = Number of cases less than 20
 County data grouped by quintiles
 Source: Dept of Human Services data CY 2014

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Measure 4B: Percent of SNAP and cash assistance applications processed timely

What is this measure?

This measure looks at the difference between the application date and the date of the first issuance made for each program approved on the application. The included programs are expedited SNAP, regular SNAP, Minnesota Family Investment Program, Diversionary Work Program, Refugee Cash Assistance, Minnesota Supplemental Aid, General Assistance, and Group Residential Housing. Applications made the day before a weekend or state-recognized holiday take into account the non-working days. Denials are not included.

Why is this important?

Cash and food assistance are ways to help people meet their basic needs. Timely processing of applications is one measure of how well counties are able to help people meet their basic needs.

What affects performance on this measure?

Factors that influence performance on this measure include:

- Service factors that influence this measure include the complexity of eligibility requirements, streamlining of eligibility requirements across all cash programs, county processes such as case banking, an aging database, ability to share information between programs like employment services and Child Support, having a universal release of information, and location of offices and number of offices.
- Staff factors that influence this measure include staff training, the number of staff, agency culture, staffing structure, availability of translators, and staff to participant ratios.
- Participant factors that influence this measure include literacy levels, availability to participate in an interview, access to a telephone, housing stability, ability to provide documentation, access to transportation, and complicated reporting requirements.
- Environmental or external factors that influence this measure include the local economy and increased applications during economic downturns.

What is the threshold for this measure?

The threshold for this measure is 75 percent with a high performance standard of 90 percent. The threshold is at the 10th percentile of performance in 2011. The high performance standard is one standard deviation above the county average in 2010, a year with historically high caseloads and performance.

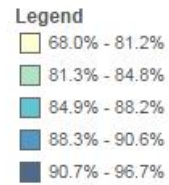
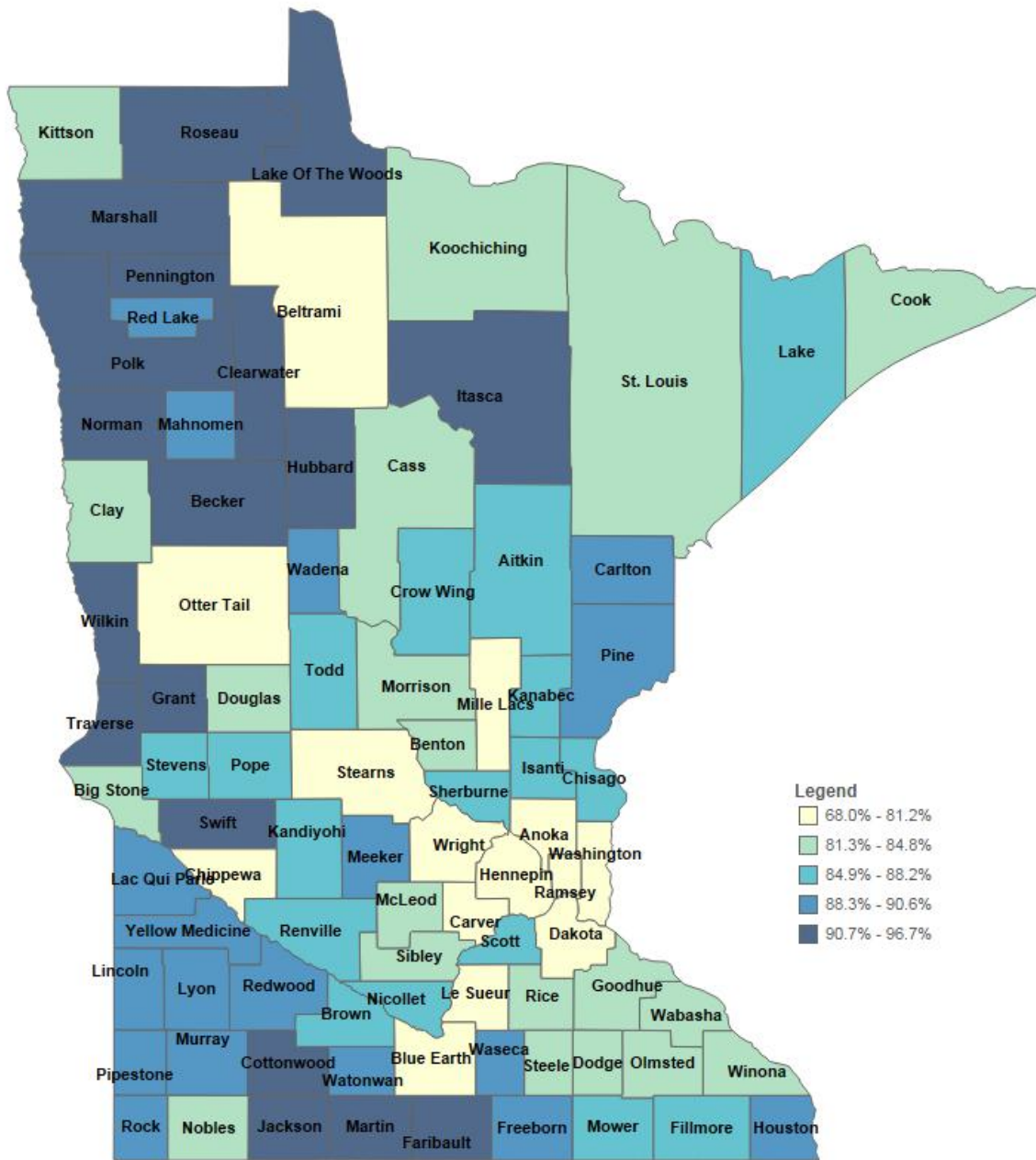
How is Minnesota doing?

Statewide in 2014, 81.2 percent of cash and SNAP applications were processed timely, up from 75.8 in 2013 and 75.9 percent in 2012. Only one county fell below the performance threshold, and 21 counties were above the high performance standard. Performance varied from 68.0 percent to 96.7 percent.

Figure 4B shows statewide performance on this measure.

Human Services Performance Management System

Percent of SNAP and Cash Assistance Applications Processed Timely



* = Number of cases less than 20
 County data grouped by quintiles
 Source: Dept of Human Services data FFY 2014

Minnesota Department of Human Services
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Measure 4C: Percent of open child support cases with an order established

What is this measure?

This measure is the number of cases open at the end of the FFY with support orders established divided by the number of total cases open at the end of the FFY.

Why is this important?

Through their role in the child support program, counties help ensure that parents contribute to their children's economic support through securing enforceable orders, monitoring payments, providing enforcement activities, and modifying orders when necessary. This is a measure of counties' work toward ensuring children receive financial support from both parents.

What affects performance on this measure?

Factors that may influence this measure include:

- Service factors: relationship with the county attorney; ability to schedule court hearings timely; information sharing between courts, tribal nations, and Child Support; and relationships with other states that affect the ability to collect support across state boundaries.
- Staff factors: the number of staff dedicated to Child Support, training and education; and legacy planning and hiring of new staff as staff retire.
- Participant factors: family size; the separation or divorce rate and whether children are born in marriage; custody arrangements; and incarceration of non-custodial parents.
- Environmental or external factors influencing this measure may include local economy and ability of non-custodial parents to find employment, employer response time to paperwork, parents that work for cash, and level of trust in the government to provide service.

What is the threshold for this measure?

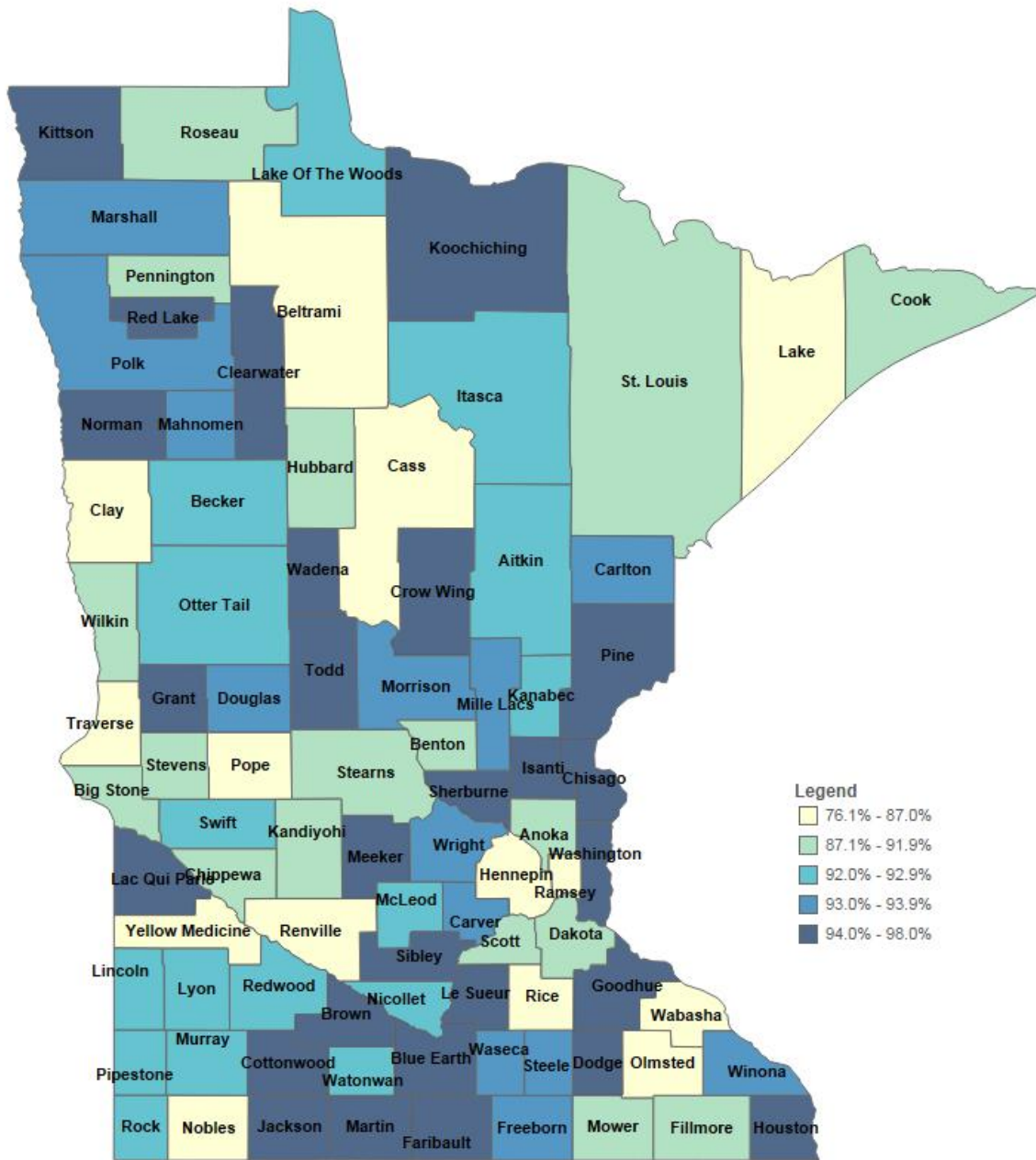
The minimum performance threshold for this measure is equal to the federal standard of 80 percent, the point at which counties receive maximum federal bonus money. Because this measure is calculated on a Federal Fiscal Year (FFY) basis, counties were provided with baseline performance data in January 2015. Counties with performance below the threshold when FFY 2015 data is released in January 2016 will be required to complete a PIP.

How is Minnesota doing?

Minnesota has had strong performance on this measure, with nearly all counties meeting the 80 percent federal standard. In FFY 2014, all but two counties met the 80 percent federal goal. Statewide performance over the past three years has averaged from 86 to 88 percent. As shown in Figure 8, there was little variation across counties in performance on this measure. Performance in FFY 2014 varied from 76 percent to 98 percent.

Figure 4C shows statewide performance on this measure.

Percent of Open Child Support Cases with an Order Established



* = Number of cases less than 20
County data grouped by quintiles
Source: Dept of Human Services data CY2014

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Measure 4D: MFIP/DWP Self-Support Index

What is this measure?

The MFIP/DWP Self-Support Index (S-SI) is the percent of adults eligible for MFIP or DWP that are off cash assistance or are on and working at least 30 hours per week three years after a baseline quarter. The Range of Expected Performance (REP) is a target range individual to each county that controls for variables beyond the control of the county, including caseload characteristics and economic variables.

Why is this measure important?

Providing support that allows families the opportunity to attain and maintain employment is an essential role of county government. Counties contribute to and support employment through providing employment services and coordinating other resources such as housing, childcare, and health care that support a person's ability to get and keep a job.

What affects performance on this measure?

Factors that may influence this measure include:

- Service factors: quality of the employment plan; communication between county financial workers and employment service agencies; lack of an interface between DHS administrative and the Department of Employment and Economic Development's (DEED) administrative databases; availability and convenience of work supports such as child care assistance and transportation; work activity requirements of the federal Work Participation Rate (WPR) performance measure; recruitment of employers and relationships with employers; and complexity of program rules for both participants and staff.
- Staff factors: staff education, training, and experience; caseload size; understanding of program policies; turnover; and time needed for program documentation.
- Participant factors: the number and age of children in the household; the caregiver's physical, mental, and chemical health; disability status; housing mobility and homelessness; the number of adults in the household; immigration status; incarceration of an absent parent; motivation; education and skill levels; access to transportation; beliefs about child care and work; cultural background, preferences, and beliefs; and English-language proficiency.
- Environmental or external factors: the economic environment, including unemployment rate and child poverty level; population density; number and type of employers in a region; prevailing wages; availability of affordable childcare; and attitudes of employers regarding hiring people receiving cash assistance.

Note that while all these factors and others could influence performance and therefore affect the S-SI, the REP predicts the S-SI using only participant and environmental factors that are recorded in state administrative data. This means that service and staff factors are the factors that can change performance levels of a servicing agency.

What is the threshold for this measure?

There is no set threshold for this measure. Instead, each county has a Range of Expected Performance individual to each county that controls for variables beyond the control of the county, including caseload characteristics and economic variables.

How is Minnesota doing?

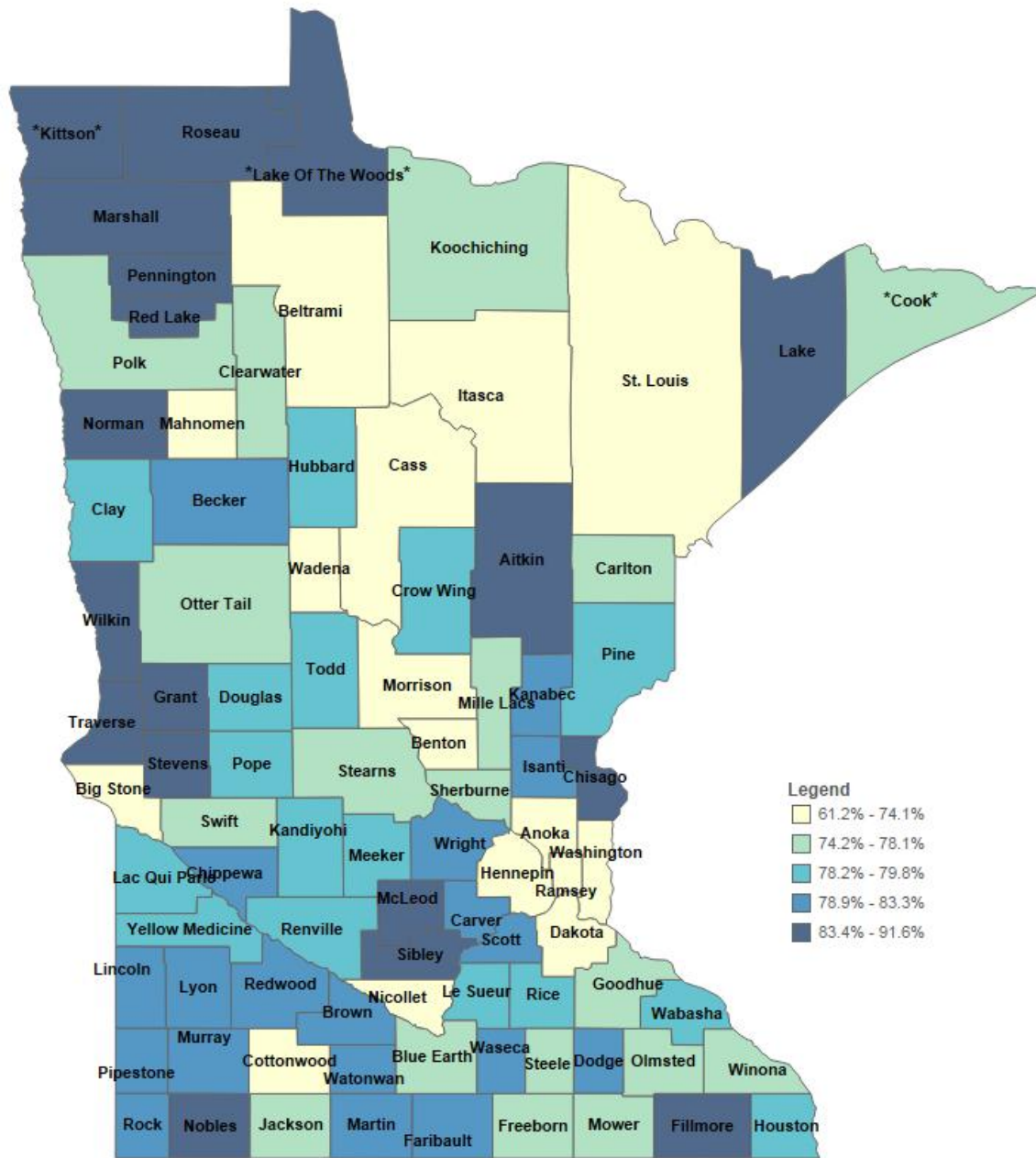
Statewide for the annualized 2014/2015 S-SI, 68.8 percent of MFIP/DWP participants were off the program and/or working at least 30 hours a week.

Performance on the S-SI has been improving over the past five years. Compared with the ten counties that fell below their Range of Expected performance for 2010/2011, there were seven counties below their range of expected performance during the most recent performance cycle. None of the counties needing to complete at PIP were more than 4.2 percentage points below their expected range of performance.

Figure 4D maps statewide performance on this measure. Counties with denominators less than 20 have been indicated on the map with an asterisk (*) before and after the county name. These data should be interpreted carefully as those counties had very small numbers, which can result in widely varying percentages from year to year.

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MFIP/DWP Self-Support Index



* = Number of cases less than 20
 County data grouped by quintiles
 Source: Dept of Human Services data April 2013 - March 2014

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X. Appendix B – Technical Assistance Survey Results

Technical Assistance Survey

In late 2014, the Performance Management team began working with a key group of stakeholders to develop a survey to assess county technical assistance needs, and to set priorities for future development. Counties were surveyed in late January. There were 71 respondents to the survey (an 86% response rate) and a report was published in April 2015. Key findings were:

- Survey responses were compared based on county agency size. Significant differences were found by county agency size in the barriers, exposure to performance improvement strategies, and interests around technical assistance. Note: *small county agencies* = 50 or less human services staff members (n=27), *medium county agencies* = between 51 and 100 human services staff members (n=18) and *large county agencies* = 101+ human services staff members (n=26).
- County agency directors are very aware of the Performance Management system and legislation but other levels of staff within county agencies are less aware, especially line staff (i.e. social workers, caseworkers). Small county agencies were more likely to report that their line staff, supervisors and managers were aware than large county agencies. Small and medium county agencies were also more likely to have shared the April 2014 report with county commissioners.
- County agencies were most likely to identify barriers to the performance of their county agency's human services in the areas of the lack of access to accurate, real-time data, DHS policies or procedures or MN State laws, and lack of access to program-specific training.
- County agencies continue to have a very strong interest in future opportunities around collaboration and relationship building. County agencies are particularly interested in learning about the best practices of other county agencies and connecting with other counties that have solved a specific issue.
- Within county agencies, leadership tended to have more familiarity around various performance improvement strategies (i.e. Continuous Improvement (CI), Results Based Accountability (RBA), Lean) than line staff. Both leadership and line staff were least familiar with RBA. Small county agencies were less likely to have leadership and line staff familiar with these strategies.
- County agencies have had the most exposure to training around Lean and the least exposure to training around RBA. Small county agencies have had the least exposure to training on the various performance measurement strategies. Medium county agencies have had the most exposure to training on RBA whereas large county agencies have had the most exposure to training around Lean, CI tools and data driven decision-making.
- County agencies are most interested in future training on data driven decision-making and RBA. Small county agencies tend to be more interested in Lean than medium and large county agencies. Large county agencies tend to be more interested in data driven decision-making.

Human Services Performance Management System

- When it comes to interest in receiving technical assistance from the Performance Measurement system team to address a specific barrier or challenge in their county agency, county agencies are most interested in direct consultation from the Performance Measurement system team with their county agency, CI tools or processes and RBA. County agencies were more divided around their interest in training on Lean, with small county agencies having the greatest interest in this area.

The primary objective of the survey was to collect feedback from Minnesota counties about their technical assistance needs specific to the Performance Management system. The results are being used by the Performance Management team to develop and plan for technical assistance. The team is currently developing plans for the following types of technical assistance:

- *Performance Improvement Collaboratives:* This approach will provide an opportunity for counties of similar size or demographic make-up to come together to address improvement around a particular measure. The groups would be ongoing and be facilitated using an RBA-style methodology.
- *Individualized Technical Assistance:* This approach will be used when counties request assistance to solve a particular problem or address a unique need. Under this approach, the team would conduct a needs assessment, and develop targeted assistance, which may include:
 - *Data-driven decision-making techniques, tools, and training:* The performance management team is researching, collecting, and organizing various data-driven decision-making strategies and techniques that can be used by counties to improve performance around a particular measure. There will be potential for counties to work with the team or participate in collaborative efforts with other counties to implement these strategies. Tools and training will be made available to counties.
 - *RBA, CI, or other improvement tools and strategies:* The Performance Management staff will be available to counties to facilitate continuous improvement efforts. Staff will use specific tools and resources to engage counties in these efforts.
 - *Non-programmatic training:* The team will provide learning opportunities on data-driving decision-making and other improvement methodologies like RBA or CI.
 - *Best Practice collection:* the team will research, collect, share best practices across counties, and provide ways for counties to easily access this information for peer-to-peer learning.
 - *Detailed data:* The team will work with DHS business areas to provide detailed performance and program data to help plan improvement efforts and manage the impact of those efforts.

XI. Appendix C – Steering Committee on Performance and Outcome Reforms

The 2009 Legislature passed the State-County Results, Accountability and Service Delivery Reform Act (Act) (Minnesota Statutes Chapter 402A), which established the Steering Committee on Performance and Outcome Reforms (steering committee). The steering committee’s purpose was to define a list of essential human services (mandated by federal or state government), to establish minimum outcome thresholds for those services, and to develop a uniform data collection and review process.

The steering committee presented recommendations to the legislature in December 2012, which were authorized by the legislature during the 2013 session. Minnesota Statutes, Section 402A.14 establishes “a performance management system for essential human services...that includes initial performance measures and thresholds consistent with the recommendations of the steering committee.”

The steering committee defined “essential human services” as those mandated by federal or state law. These essential services are:

- Child welfare, including protection, truancy, minor parent, guardianship, and adoption;
- Children’s mental health;
- Children’s disability services;
- Public economic assistance;
- Child support;
- Chemical dependency;
- Adult disability services;
- Adult mental health;
- Adult services such as long-term care; and
- Adult protection. (MN Statute 402A.10 Subd. 4a)

The human services delivery system includes the following entities:

- County human services and other service delivery authorities;
- The Minnesota Department of Human Services;
- Tribal governments;
- The Human Services Performance Council;
- Human services community partners;
- Agencies that deliver human services; and
- Individuals and families who access and receive human services.

XII. Appendix D –Vision, Mission, Values, and Strategies Statements

The Human Services Performance Council and the Performance Management team developed the vision, mission, and values statements below to define the Performance Management system’s purpose, direction, and drivers of success.

Vision

The vision of the Performance Management system is to create an equitable human services system, which ensures effective services and positive outcomes for Minnesota residents through accountability, continuous improvement, cultural responsiveness, and partnership.

Mission

The mission of the Performance Management system is to improve outcomes for people through creativity, flexibility, accountability, collaboration, and performance management.

Values

The values of the Performance Management system are:

Collaboration

- DHS, counties, service delivery authorities, and community partners are working together to improve the lives of people served.

Continuous improvement

- Performance is continuously improved, and success is gauged by results for people served.

Reliance on data

- Reliable and tested data, measures, and thresholds are developed and used.

Sustainability

- Improvement methods are sustainable, effective, efficient, and continuous.

Flexibility

- Flexibility and creativity are used to adapt to the changing needs of those served.

Transparency

- Transparency and accountability are central to the design, implementation, and monitoring of essential services being delivered.

Inclusiveness

- People of all backgrounds are included in the process, and cultural responsiveness is embedded in the work.

Equity

- Equity across populations will be a deliberate and intentional focus so that people will have access to services that are effective for them as individuals.

Strategies

There are four primary components of the Performance Management system, which support a larger performance framework. These components are: 1) outcomes and measures; 2) thresholds; 3) technical assistance and training; and 4) the remedies process.

To implement system activities within these components, the Council and Performance Management team are employing the following strategies:

Oversee performance framework

- Develop, analyze, and update shared outcomes, measures, and thresholds for counties.

Measure performance

- Use data to measure, evaluate, and communicate county performance.

Improve performance

- Identify and implement technical assistance needed to support county performance improvement efforts.

Assure performance thresholds are met

- Monitor county progress in meeting performance goals and thresholds.

Remain committed to cultural responsiveness

- Maintain an inclusive process, which is considerate of diverse perspectives and is respectful of cultural conditions in all aspects of the work.

XIII. Appendix E – Human Services Performance Council

The Human Services Performance Council (Council) was authorized by the 2013 Legislature as part of the establishment of a performance management system for human services. The work of the Council is to advise the DHS commissioner on the implementation and operation of the human services performance management system, including county performance management and departmental procedures, and to provide annual reviews and reports to the Minnesota Legislature related to human services performance management. (Minnesota Statutes, Section 402A.15).

The commissioner appoints council members representing DHS, service providers/advocates, and tribal governments/communities of color; the Association of Minnesota Counties (AMC) and the Minnesota Association of County Social Service Administrators (MACSSA) each appoint their representative members. Appointments are for a minimum of two years.

Current Council membership is as follows:

Representing advocates/services providers:

- Arnie Anderson, executive director, Minnesota Community Action Partnership
- Julie Manworren, president & ceo, Living Well Disability Services
- Jeri Schettler, executive director, Client Community Services, Inc.

Representing AMC:

- Toni Carter, county commissioner, Ramsey County
- Rob Ecklund, county commissioner, Koochiching County
- Linda Higgins, county commissioner, Hennepin County

Representing DHS:

- Charles Johnson, deputy commissioner for policy and operations
- Kate Lerner, director of country relations
- Robert Meyer, performance management director, Continuing Care Administration

Representing MACSSA:

- Linda Bixby, economic support division manager, Washington County
- Tom Henderson, family services director, Brown County
- Stacy Hennen, social services director, Grant County

Representing tribal governments/communities of color:

- Alfred Babington-Johnson, ceo, Stairstep Foundation
- Ben Bement, director of human services, White Earth Tribal Council
- Dr. Arnoldo Curiel, vice president, racial equity & public policy, YWCA Minneapolis