



**COLORADO**

**Office of Children,  
Youth & Families**

Division of Child Welfare

# **HB 1451 Collaborative Management Program**

**YEAR 6 (SFY 2014-15) STATEWIDE  
EVALUATION FINDINGS**

Colorado Department of Human Services  
Division of Child Welfare

**Executive Summary**

This report serves to fill a gap between Collaborative Management Program (CMP) Evaluation Reports done by various external evaluators. Since 2009, CMP Evaluation Reports (therein referred to as reports or report) were completed by OMNI Institute. In 2014, Colorado Department of Human Services (CDHS) completed an RFP process to identify a new evaluator. The RFP process failed to identify a new CMP evaluator as no vendors applied. Therefore, the Research, Analysis, and Data Unit (RAD) within the Division of Child Welfare (DCW) was brought in to work on the evaluation. The Year 7 report, and possibly subsequent reports, will be done by the CSU Social Work Research Center.

The DCW staff approached the current Year 6 report similarly to the Year 5 report that was completed by OMNI the prior five years. Thus, the current Year 6 report includes a review of seven process outcome measures. These process measures helped to establish that the CMP had identifiable program components such as collaboration and reduced duplication of services, which distinguished the CMP from other programs. Because there are no experimental or control groups for comparisons, no causal conclusions can be made. This evaluation is based on a correlational design for comparing outcomes across the state and the cause of performance outcomes is still unknown.

The outcomes evaluated in the current Year 6 report are identical to those included in the Year 5 report, i.e. five Child Welfare outcomes and two Juvenile Justice outcomes. Part One of the Results section summarizes SFY 2013-14 results on these seven outcomes. For the current report, the cohort group being evaluated is all the CMP participants with ISST Assessments in SFY 2013-14. Part Two of the Results section extends the data with two additional years—SFY 2011-12 and SFY 2012-13 for a more effective comparison, which had been reported in the Year 5 report. Part Two displays and discusses three-year data trends for all of the seven outcomes. The following table summarizes trends for all three years (SFY 2011-12, SFY 2012-13, SFY 2013-14):

<b>OUTCOME Indicators</b>	<b>SUMMARY OF THREE-YEAR TREND (SFY 2011-SFY 2014)</b>
Preventing client receipt of child welfare (CW) services.	Negative trend, indicating more clients receiving CW services in SFY 2013-14 than previous years
Preventing resumption of child welfare services.	Negative trend, indicating more clients resumed CW services in SFY 2013-14 than previous years
Minimizing the number of moves while in out-of-home placement.	No Change
Out-of-home discharges to a permanent home.	Positive trend, more clients discharged to a permanent home in SFY 2013-14 than previous years
Preventing child abuse and neglect.	No Change
Preventing new involvements in probation.	Improved slightly from SFY2012-13 to SFY2013-14; still more probation involvements than SFY 2011-12.
Successful termination of probation.	Negative trend, indicating more new offenses in SFY 2013-14 than previous years

While the outcome data is not universally positive, it is important to remember that the CMP addresses needs of clients who are involved with multiple agencies, which may be an indication of increased risk. It is also important to note that comparing CMP clients to those clients not of the highest risk would be an unfair comparison.

## The Collaborative Management Program

In 2004, the Colorado General Assembly passed House Bill 04-1451 (referred to as HB 1451) to establish the CMP to help improve outcomes for children, youth, and families involved with multiple agencies at the county level. Specifically, the General Assembly determined that the “development of a uniform system of collaborative management is necessary for agencies at the state and county levels to effectively and efficiently collaborate to share resources or to manage and integrate the treatment and services provided to children and families who benefit from multi-agency services.” The legislative intent of HB 1451 was to address the increasing number of families served by more than one agency or system (e.g., juvenile justice, child welfare, mental health, education), which has placed significant demands on agencies’ resources.

The resulting CMP is designed to improve both the quality and cost-effectiveness of interventions for Colorado children, youth, and families involved with multiple governmental programs and community agencies stemming from contact with health, education, child welfare, and juvenile justice systems. The legislation calls for the development of local collaborative management structures and processes that bring together agencies and services for at-risk, high systems-use children, youth, and families. Partners in local CMP’s include County Departments of Human/Social Services, Local Judicial Districts, Local Health Departments, Local School Districts, Community Mental Health Centers and Behavioral Health Organizations, Judicial District Probation Department, Designated Managed Service Organization (MSO) for the Provision of Treatment Services for Alcohol and Drug Abuse, Community Domestic Abuse Program, the Division of Youth Corrections, and the Division of Child Welfare.

At the state level, the CMP has multiple state agency partners. The Department of Human Services, Division of Child Welfare Services is the lead administrative agency; other state partners include the Division of Youth Corrections, Office of Behavioral Health, Department of Public Health and Environment, Office of the State Court Administrator, Department of Public Safety, Division of Criminal Justice, Department of Education, and Department of Health Care Policy and Financing. According to C.R.S 24-1.9-103, the above agency representative shall meet at least annually with the governor, or his or her designee, to review the activities and progress of counties and agencies engaged in collaborative management of multi-agency services provided to children and families. The purpose of the meeting shall be to identify barriers encountered in collaborative management development or implementation or reinvestment of moneys and to discuss and effectuate solutions to these barriers to achieve greater efficiencies and better outcomes for the state, for local communities, and for persons who would benefit from multi-agency services.

The specific goals of HB 1451 are as follows:

1. Develop a more uniform system of collaborative management that includes the input, expertise, and active participation of parent advocacy or family advocacy organizations.
2. Reduce duplication and eliminate fragmentation of services provided to children or families who would benefit from integrated multi-agency services.
3. Increase the quality, appropriateness, and effectiveness of services delivered to children and/or families who would benefit from integrated multi-agency services.
4. Encourage cost sharing among service providers.
5. Cost-reduction for the services provided to children and families.

The broader goal of the CMP is to improve outcomes for multi-system involved children, youth, and families, or those at risk of multi-system involvement, through cross-system service planning and coordination. Research<sup>1</sup> has demonstrated that these collaborative practices yield important benefits including:

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<sup>1</sup> Chrislip, DD & Larson, CE (1994). Collaborative leadership: How citizens and civic leaders can make a difference. San Francisco, CA: Jossey-Bass Publishers.

- Increased probability of improvement in child, youth, and family outcomes;
- Maximization of available resources for the provision of services;
- Increased coordination within and among service delivery systems; and,
- Shared responsibility across systems and service providers.

Most importantly, the legislation reflects a long history of system reform in Colorado. Core elements include community collaboration, family involvement in service planning and delivery, and culturally competent services tailored to the unique needs of different populations. These elements are used to engage stakeholders outside of state and local government in consensus-oriented efforts to manage public resources and collectively solve problems. In part, community collaboration has become a hallmark of social services reform in Colorado due to research indicating its effectiveness in engaging diverse disciplines to address issues that have multiple causes and solutions.

County participation in the CMP has increased significantly since it was established, growing from 6 counties in its first year (SFY 2004-05) to 41 counties in the SFY 2013-14.

At the state-level, a CMP State Steering Committee composed of representatives from organizations that are mandatory CMP signatories, family advocacy organizations, and participating counties, provides on-going program oversight and works to advance the CMP systems reform goals. See Appendix A for a current county map of the Collaborative Management Program.

### **The CMP Evaluation**

In 2008, House Bill 08-1005 outlined specific reporting requirements for local CMPs and authorized an annual evaluation of the CMP. The legislation requires that local sites report on the following common elements:

- The number of children and families served through their individualized service and support teams and the outcomes of the services provided;
- Estimated costs and cost-shifting or cost-saving related to the CMP efforts; and,
- Information relevant to improving the delivery of services to persons who would benefit from multi-agency services

The CDHS completed a statewide evaluation and the Year 6 report that focused on building both local evaluation capacity and data collection infrastructure. This report reviewed process and outcome measures. The SFY 2014-15 evaluation was designed to answer the following key question: Does the CMP result in positive change in outcomes for multi-system children and youth?

### **About This Report**

The statewide evaluation included:

- Client-level service data from the Efforts to Outcomes™ (ETO) database through which CMPs collect data about children and youth served through Individualized Service and Support Teams (ISSTs) implemented by local communities (data available for 3,303 youth for SFY 2011-12, 3,333 youth in SFY 2012-13, and 4,795 youth in SFY 2013-14) and
- Client-level outcome data matched to Trails and ICON/Eclipse (e.g., juvenile probation) systems (6,636 total youth from SFY 2011-12 and SFY 2012-13)

## Introduction

This is a report of Year 6 of the CMP operation for SFY 2014-15. The report focuses on the CMP clients who had Individualized Service and Support Team (ISST) Assessments in SFY 2013-14. The Year 5 report included ISST Assessments measures for the CMP clients for SFY 2011-12 and SFY 2012-13. DCW followed up with these clients using the previously used seven outcome measures, five related to child welfare and two related to juvenile justice. Evaluation activities concerning SFY 2013-14 data have been conducted by DCW staff of the CDHS, following the end of a contract with OMNI Institute.

DCW staff concluded that it would be helpful to conduct evaluation activities with the SFY 2013-14 data, though the scope of the evaluation would be less than in prior years. DCW staff started the evaluation activity in February 2015. Due to significant technical barriers (e.g., batch uploads to ETO data system), DCW staff had to focus only on outcome measures (instead of both process and outcome measures) as the key elements for this report.

While the annual reporting process in CMP was conducted, which provided some process data; not all process data were available. This represents a serious limitation of the current report. Without indication that the program process in the CMP, i.e. without specific measures of collaboration, evaluators cannot credibly claim that differences observed are due to collaboration.

As DCW staff's SFY 2014-15 evaluation activity was being conducted, a further bid process resulted in an award for SFY 2015-16 evaluation activity to the Social Work Research Center at Colorado State University.

## Method

Research Design: The Year 6 report uses client data and other data from ETO, the official database for the Collaborative Management Program. Clients are referred to as "participants" in ETO. The current report summarizes program results for the Year 6 report. The time frame for data in the current report differs from that used in the Year 5 report. The time frame for the current report is two years, composed of one participant cohort year and one year for outcome data. (The Year 5 report had included two participant cohort years and one year for outcome data.)

The participant cohorts are defined by the date of the earliest ISST Assessment for each participant. For the current report, the cohort group being evaluated is all the CMP participants with ISST Assessments in SFY 2013-14

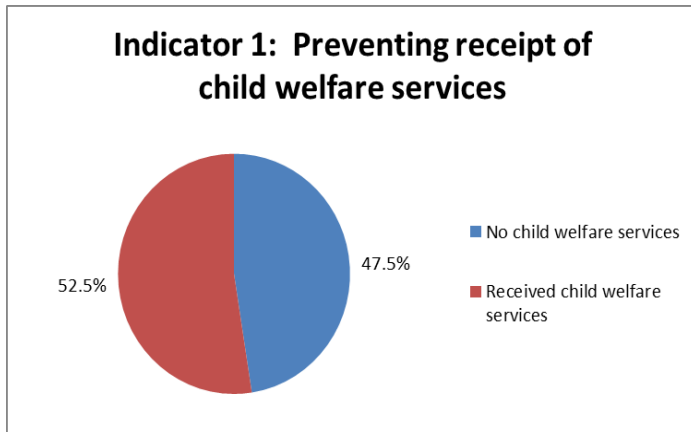
## Results - Part One

The focus of this report is on the same seven indicators that were used in the Year 5 report. Five of these Indicators relate to participant activity in Child Welfare; two relate to participant activity in Juvenile Justice. Indicators 1 and 2 are re-labeled in this report to indicate more precisely what they represent. In the Year 5 CMP report, these indicators were defined in the context of child welfare involvement. "Involvement" in child welfare refers to clients who are included in child welfare cases. By itself, a child welfare involvement does not communicate whether the client received services.

Review of the data and files from the statewide automated case management system, referred to as Trails, led to the discovery that Indicators 1 and 2 data are more properly defined in the context of child welfare services. This is true of all the CMP evaluation data reported since SFY 2011-12. Case involvement data was never used for Indicators 1 and 2, while service data was used.

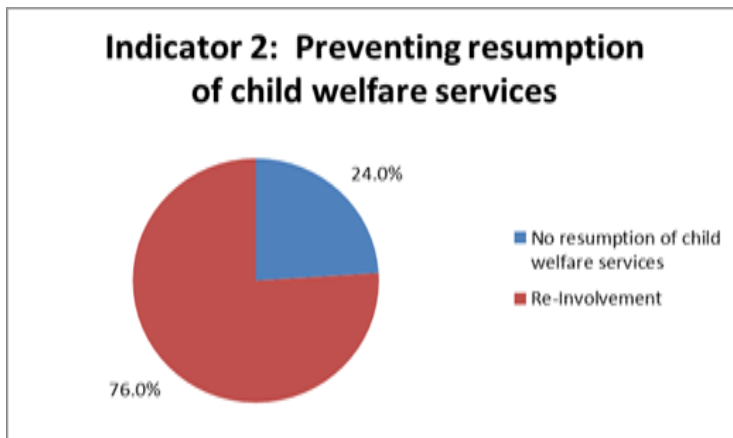
**Indicator 1: Preventing client receipt of child welfare services.**

There were 3,285 clients in SFY 2013-14 for whom this Indicator was relevant. Of these, 47.5% (1,562) of SFY 2013-14 clients were successfully averted from receipt of child welfare services in the year after their initial ISST meeting.



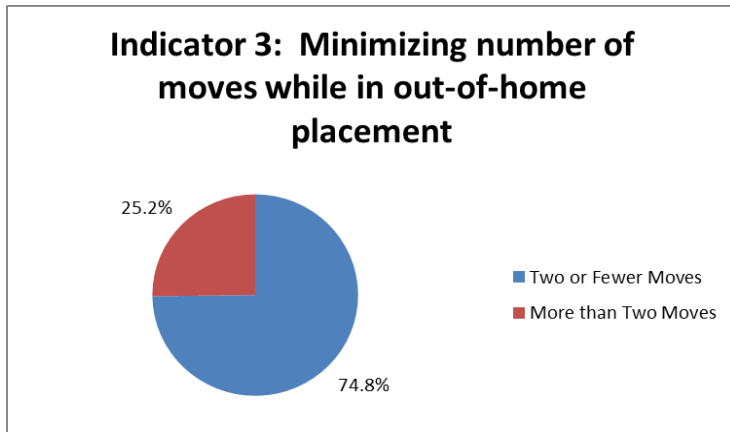
**Indicator 2: Preventing resumption of child welfare services.**

There were 433 clients in SFY 2013-14 with a prior history of services in Child Welfare, and considered at risk for resumption of services. Of these, 104 (24.0%) clients were prevented from resumption of services in the year following ISST services.



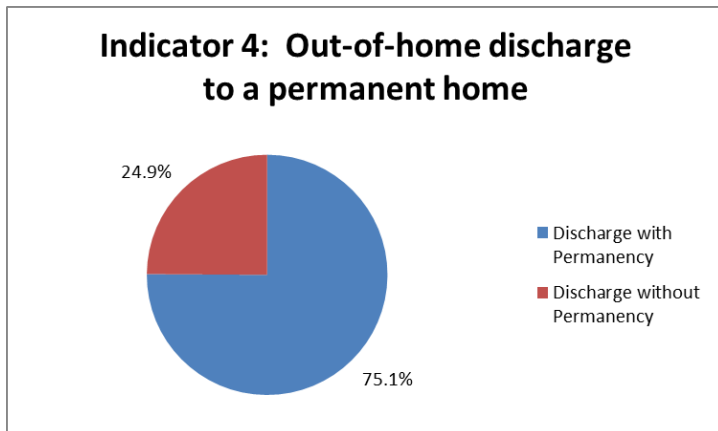
**Indicator 3: Minimizing the number of moves while in out-of-home placement.**

In SFY 2013-14, 540 CMP clients were in out-of-home placement and at-risk for placement moves. Results showed that 74.8% (404) of SFY 2014 clients experienced two or fewer moves in the year after their initial ISST meeting.



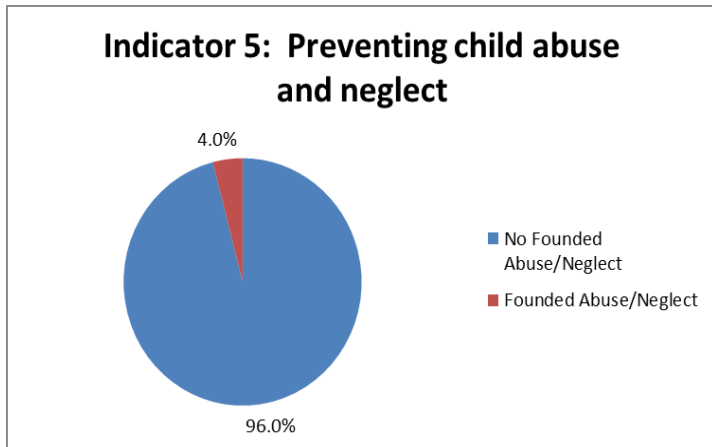
**Indicator 4: Out-of-home discharges to a permanent home.**

There were 470 CMP clients in SFY 2013-14 for whom this target goal was relevant. Results showed that 75.1% (353) of these clients who had this permanency goal in out-of-home placement were reunified or placed in a permanent home.



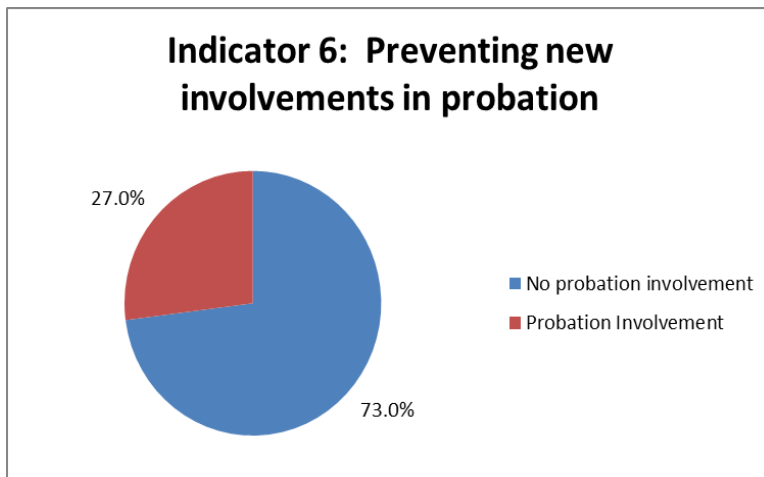
**Indicator 5: Preventing child abuse and neglect.**

For SFY 2013-14, 2,633 CMP clients for whom this target goal was relevant, 2,527 (96.0%) of ISST-served children and youth did not have substantiated reports of neglect or abuse in the year after their initial ISST meeting.



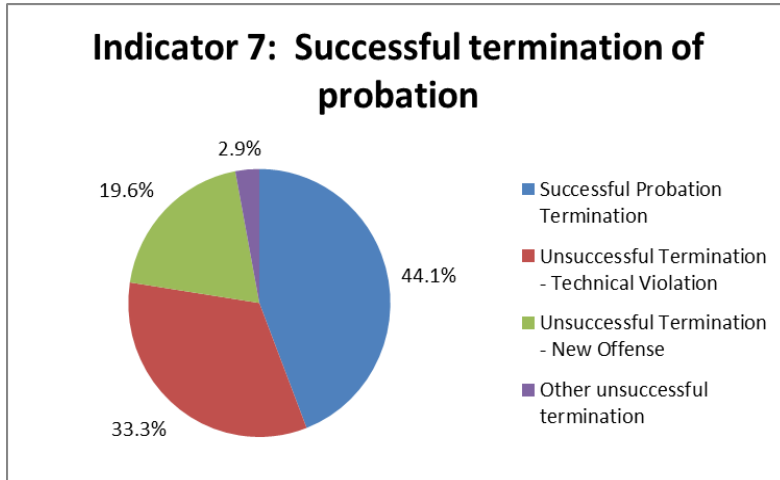
**Indicator 6: Preventing new involvements in probation.**

For 943 clients in SFY 2013-14 who were considered at risk of involvement in probation, 688 (73.0%) were successfully averted from involvement with probation in the year following their ISST meeting.



**Indicator 7: Successful termination of probation.**

In SFY 2013-14, among 204 CMP clients who entered ISST services recently on probation and where termination was a target goal, 90 (44.1%) successfully terminated after their initial ISST meeting. Of the 114 clients who had unsuccessful probation terminations, 40 (19.6%) had pre-release recidivism, 68 (33.3%) had probation revoked for technical violations, and 6 (2.9%) had other unsuccessful terminations.



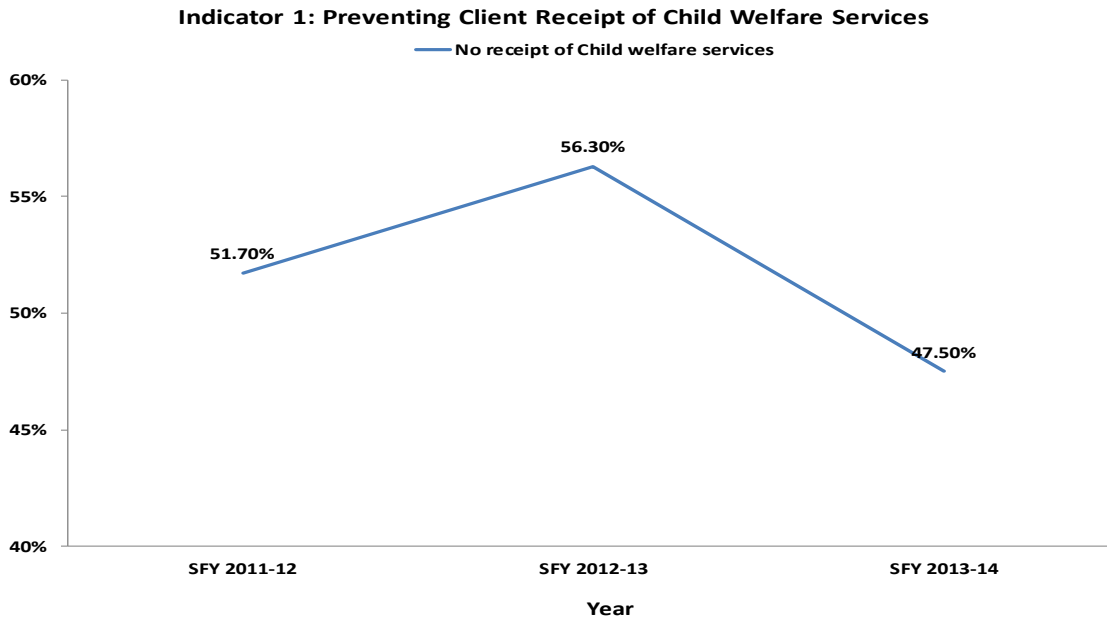
**Results - Part Two**

For the five indicators related to child welfare, it is not immediately clear how to interpret the data. There was no experimental design in this study, so there is no control group. Further, there is no readily available comparison group for a quasi-experiment. Comparing the data to outcomes in the child welfare population may be unwise, because the CMP clients are served by multiple agencies, and are considered to be at higher risk than typical child welfare clients. Similar comments might be made about the Juvenile Justice indicators; there are no apparent comparison measures for them.

How, then, can the data be interpreted? Data trends for the years with available CMP data are presented. This allows DCW staff to see the trends in the CMP outcomes over time, potentially over many years, instead of examining only one or two years of data in each report. Adding SFY 2011-12 and SFY 2012-13 data from the Year 5 CMP report to the current evaluation data, DCW staff constructed three-year trends for each of the indicators.

**Indicator 1: Preventing client receipt of child welfare services.**

For SFY 2013-14, the CMP clients for whom this target goal was relevant performed better from SFY 2011-12 to SFY 2012-13, then performed worse from SFY 2012-13 to SFY 2013-14. A chi square test indicated that differences in data across the three years were statistically significant (p= .000). The worsening of the indicator here reflect some data integrity issues. The current year total CMP clients may include duplicated counts (please see the table and footnote below), which could explain the decrease in the number.



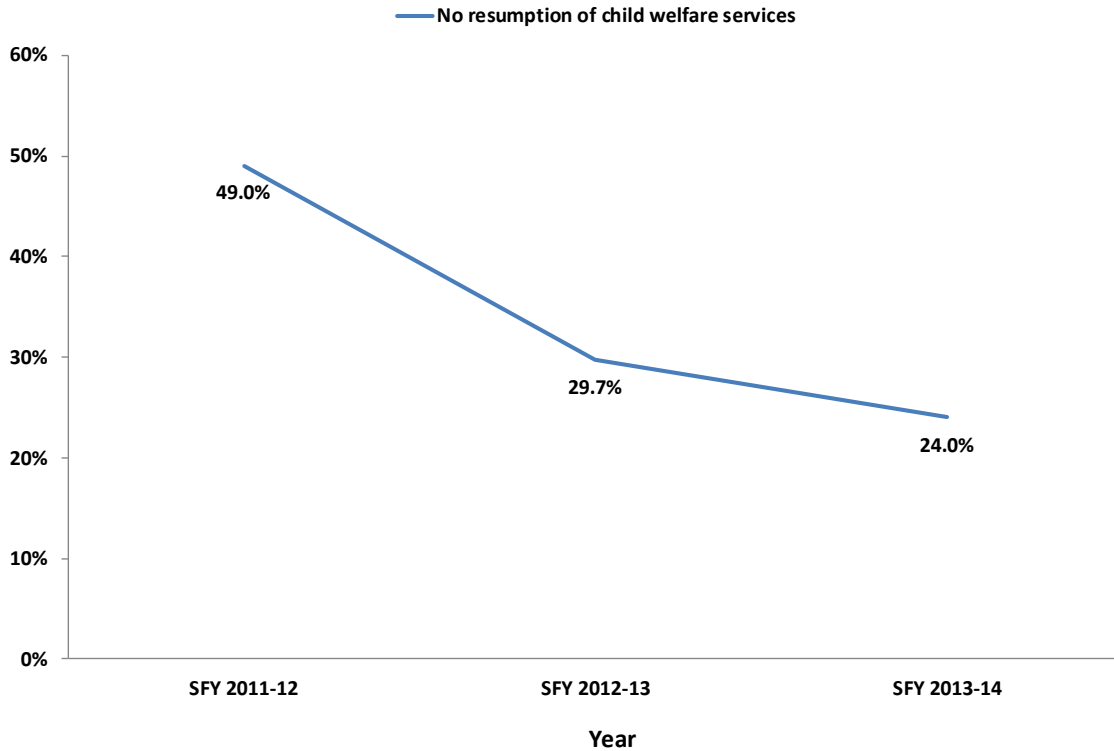
Indicator 1	SFY 2011-12	SFY 2012-13	SFY 2013-14
<b>No receipt of child welfare services</b>	51.7% (N= 801)	56.3% (N= 988)	47.5% (N= 1,562)
<b>Received child welfare services</b>	48.3% (N= 747)	43.7% (N= 766)	52.5% (N= 1,723)
<b>Total</b>	100.0% (N= 1,548)	100.0% (N= 1,754)	100.0% (N= 3,285) <sup>2</sup>

<sup>2</sup> The doubling of the numbers reflected some data quality issues here. For example, there were some procedure changes in how to identify the CMP clients in Trails. There was a CMP button implemented to identify CMP clients around 2013 in Trails which were not working in practice and it was later deleted.

**Indicator 2: Preventing resumption of child welfare services.**

For this indicator there was worsening of the CMP client performance across the three years (SFY 2012 through SFY 2014). A chi square test indicated that differences in data across the three years were statistically significant (p= .000). While many CMP clients with this target goal had negative outcomes in this time period, some of the case involvements occurring may be in Program Area 3, which is preventive in nature. Similar to indicator 1, there are data integrity issues as we believe that the current year count includes duplicated numbers which could explain the decrease in the number.

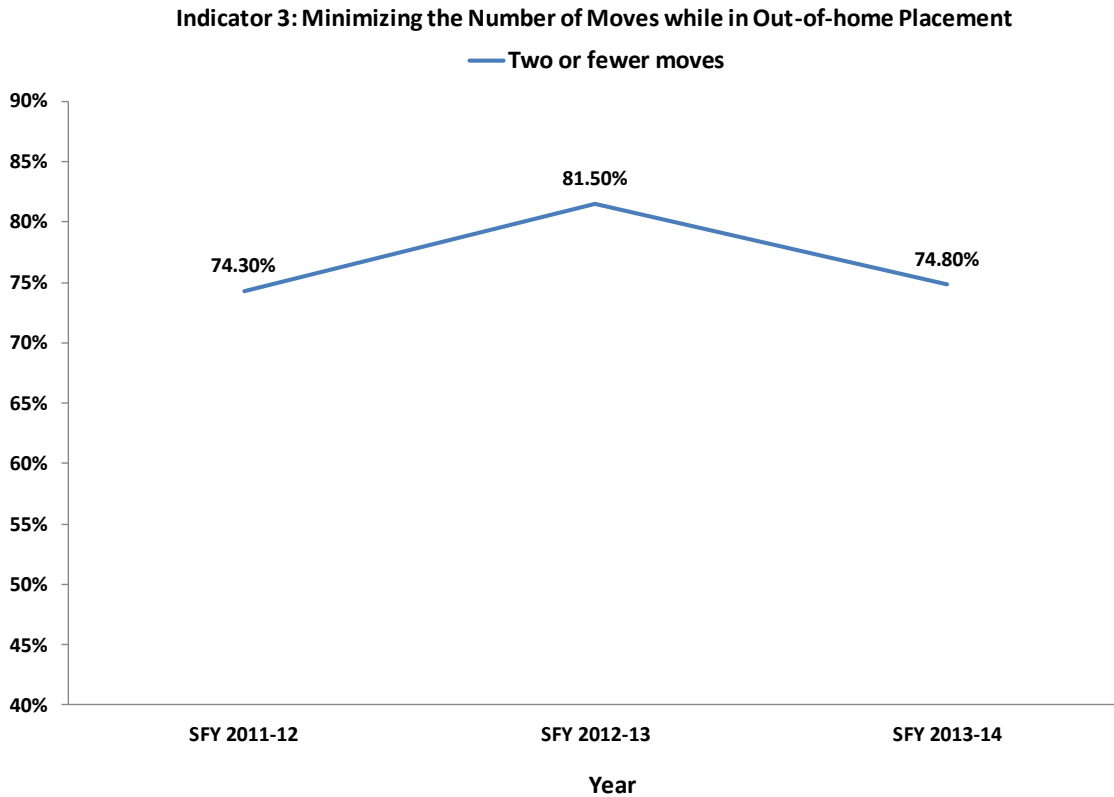
**Indicator 2: Preventing Resumption of Child Welfare Services**



Indicator 2	SFY 2011-12	SFY 2012-13	SFY 2013-14
No resumption of child welfare services	49.0% (N=71)	29.7% (N= 35)	24.0% (N= 104)
Resumed child welfare services	51.0% (N= 74)	70.3% (N= 83)	76.0% (N= 329)
Total	100.0% (N= 145)	100.0% (N= 118)	100.0% (N= 433)

**Indicator 3: Minimizing the number of moves while in out-of-home placement.**

Table and graph data for this indicator show small differences across the three years (SFY 2012 through SFY 2014). A chi square test indicated that differences in data across the three years were statistically significant (p= .000). Despite this statistical difference, the SFY 2013-14 value of 74.8% only slightly exceeds the beginning value in the trend, 74.3% in SFY 2012 and the net change across three years is minimal.

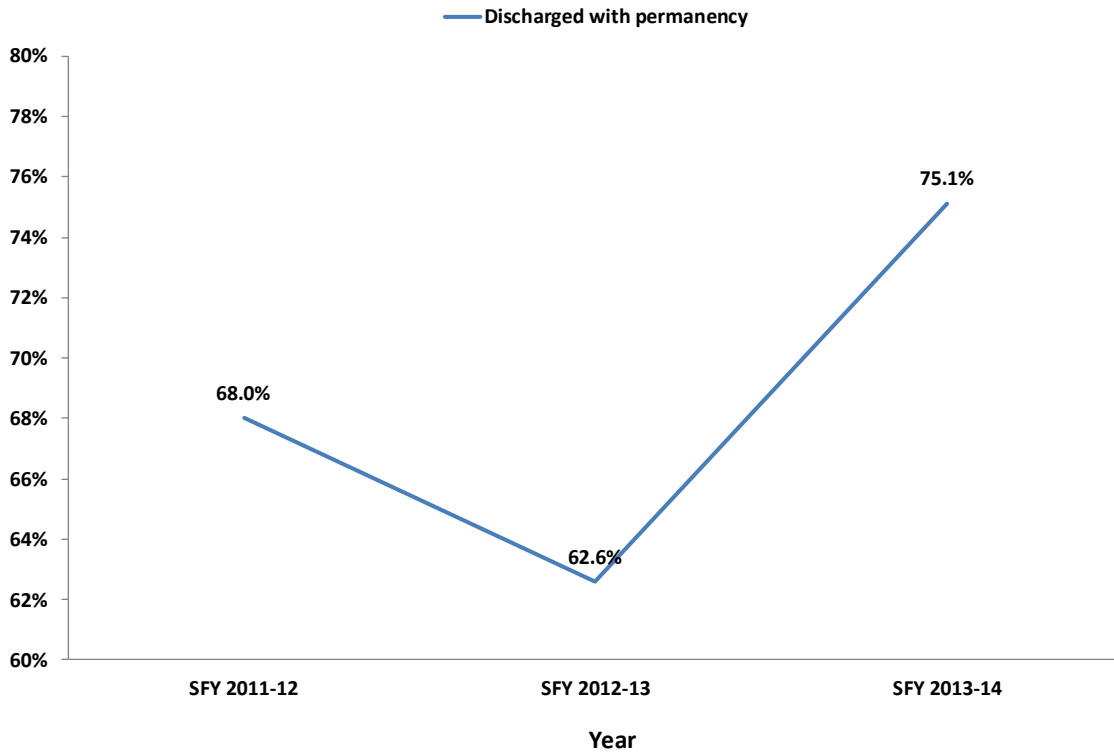


Indicator 3	SFY 2011-12	SFY 2012-13	SFY 2013-14
<b>Two or fewer moves</b>	74.3% (N=200)	81.5% (N= 154)	74.8% (N= 404)
<b>More than two moves</b>	25.7% (N= 69)	18.5% (N= 35)	25.2% (N= 136)
<b>Total</b>	100.0% (N= 269)	100.0% (N= 189)	100.0% (N= 540)

**Indicator 4: Out-of-home discharges to a permanent home.**

The CMP clients worsened on this indicator from SFY 2011-12 to SFY 2012-13, then improved dramatically from SFY 2012-13 to SFY 2013-14. A chi square test indicated that differences in data across the three years were statistically significant (p= .000).

**Indicator 4: Out-of-home discharges to a permanent home**

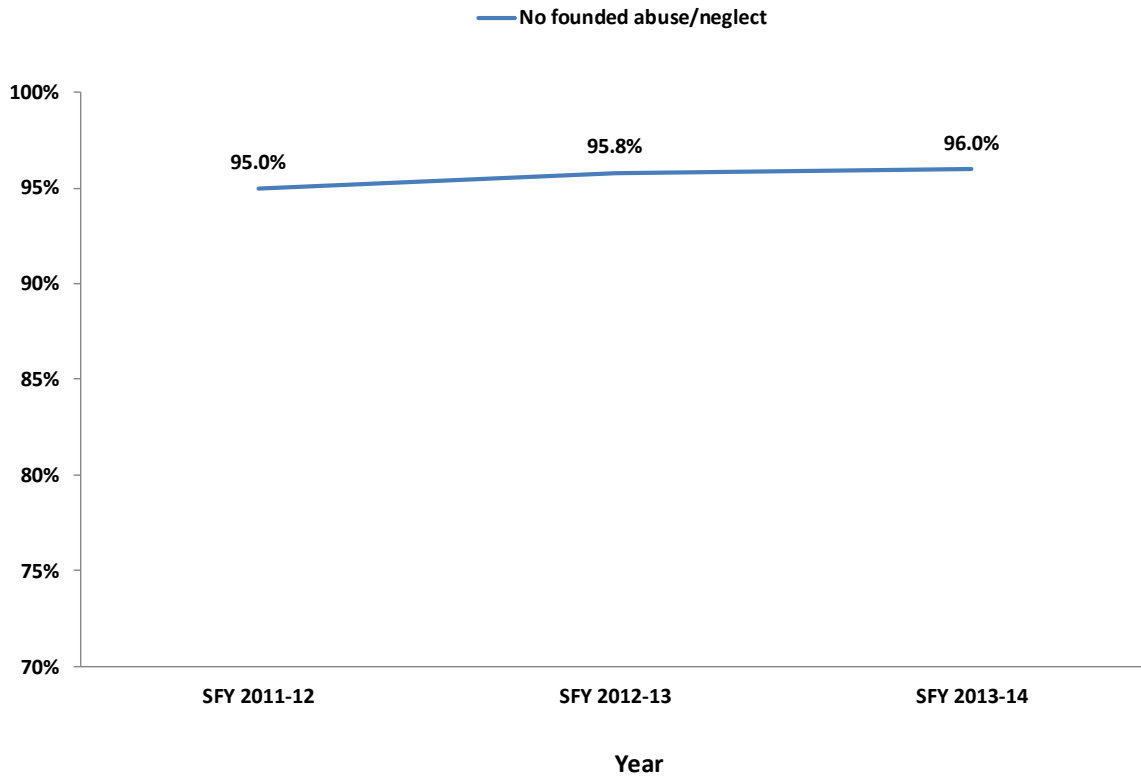


Indicator 4	SFY 2011-12	SFY 2012-13	SFY 2013-14
<b>Discharged with permanency</b>	68.0% (N=263)	62.6% (N= 201)	75.1% (N= 353)
<b>Discharge without permanency</b>	32.0% (N= 124)	37.4% (N= 120)	24.9% (N= 117)
<b>Total</b>	100.0% (N= 387)	100.0% (N= 321)	100.0% (N= 470)

**Indicator 5: Preventing child abuse and neglect.**

The data for the CMP clients on this indicator showed a less than 1% improvement across the three years (SFY 2012 through SFY 2014). A chi square test indicated that there was no statistically significant difference in data across the three years (p= .514).

**Indicator 5: Preventing child abuse and neglect**

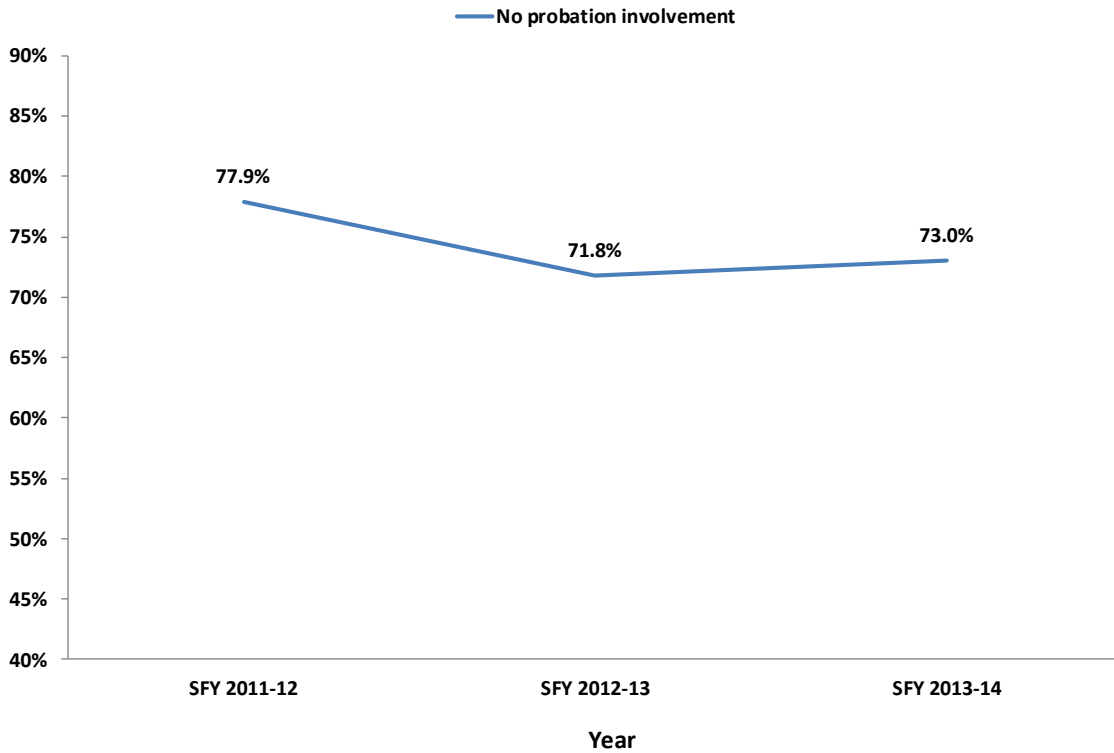


Indicator 5	SFY 2011-12	SFY 2012-13	SFY 2013-14
<b>No founded abuse/neglect</b>	95.0% (N=1,471)	95.8% (N= 1,670)	96.0% (N= 2,527)
<b>Founded abuse/neglect</b>	5.0% (N= 77)	4.2% (N= 74)	4.0% (N= 106)
<b>Total</b>	100.0% (N= 1,548)	100.0% (N= 1,744)	100.0% (N= 2,633)

**Indicator 6: Preventing new involvements in probation.**

The CMP clients worsened on this indicator from SFY 2011-12 to SFY 2012-13, followed by a less than 2% improvement from SFY 2012-13 to SFY 2013-14. A chi square test indicated that differences in data across the three years were statistically significant (p = .000).

**Indicator 6: Preventing Client Receipt of Child Welfare Services**

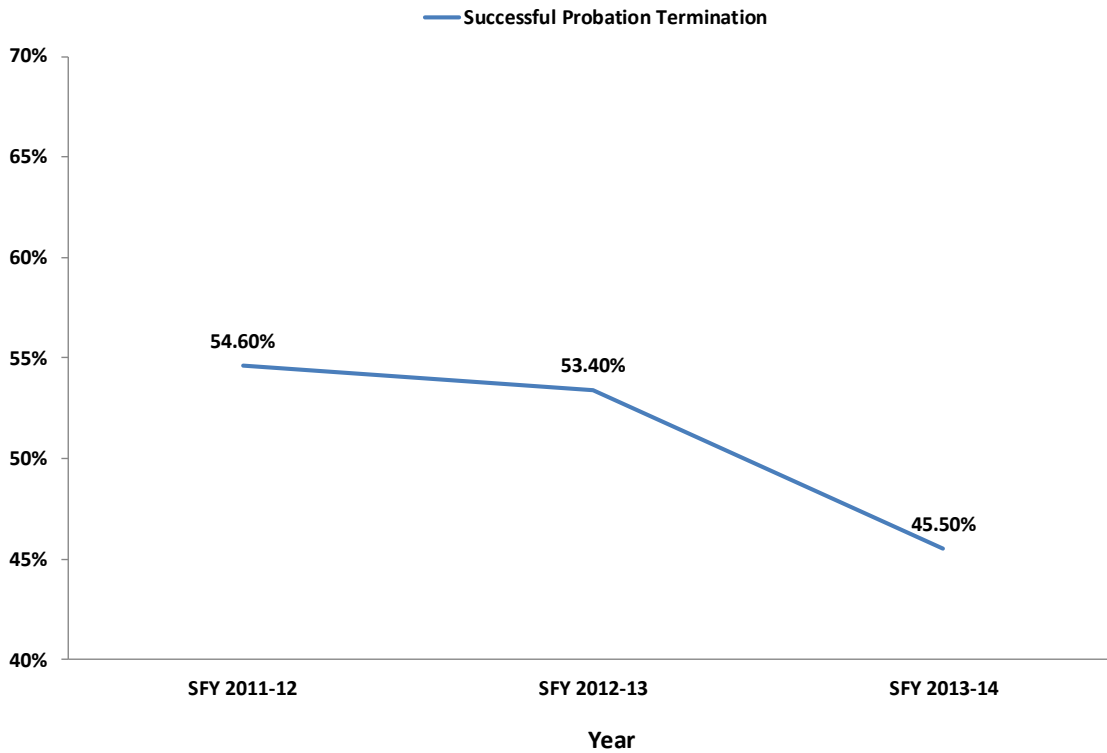


Indicator 6	SFY 2011-12	SFY 2012-13	SFY 2013-14
<b>No probation involvement</b>	77.9% (N=661)	71.8% (N= 513)	73.0% (N= 688)
<b>Probation involvement</b>	22.1% (N= 188)	28.2% (N= 201)	27.0% (N= 255)
<b>Total</b>	100.0% (N= 849)	100.0% (N= 714)	100.0% (N= 943)

**Indicator 7: Successful termination of probation.**

In terms of probation termination, the graph and table below suggested that the CMP clients worsened on this indicator. A chi square test indicated that differences in data across the three years (SFY 2012 through SFY 2014) were statistically significant (p= .000).

**Indicator 7: Successful Termination of Probation**



Indicator 7	SFY 2011-12	SFY 2012-13	SFY 2013-14
<b>Successful termination</b>	54.6% (N=142)	53.4% (N= 101)	45.5% (N= 90)
<b>Unsuccessful termination- technical violation</b>	31.20% (N= 81)	33.30% (N= 63)	34.30% (N= 68)
<b>Unsuccessful termination- new offense</b>	14.2% (N= 37)	13.2% (N= 25)	20.2% (N= 40)
<b>Total</b>	100.0% (N= 260)	100.0% (N= 189)	100.0% (N= 198)

## Summary and Conclusions

There were significant challenges limiting evaluation activities in the transition year between the terms of different evaluation contractors. The evaluation activity that was selected for this report was outcome monitoring. Prior to the current CMP year, indicators (or outcomes) had been developed and used in previous evaluations. For the Year 6 report, DCW staff continued using the same indicators (or outcomes)—specifically the five Child Welfare indicators and the two Juvenile Justice indicators.

Part One of the Results section displays data from SFY 2013-14. By itself, this information is limited in meaning. The CMP is unique in serving multi-agency clients, who may be at higher risk of negative outcomes than children served solely through child welfare. In the Year 5 report, the contractor presented two years of data, which was helpful in interpreting the Year 5 data. This idea was extended in the current report. Though the data for SFY 2011-12 and SFY 2012-13 was previously available in the Year 5 report, it seemed helpful to repeat it here. Part Two of the Results section has this information, plus SFY 2013-14 data.

The three-year trend analyses have some important results. Clients in SFY 2013-14 had outcomes that significantly worsened over the three-year span on Indicators 1, 2, 6 and 7. Clients improved significantly on Indicator 4, and there was no change on Indicators 3 and 5.

Collaborative Management coordinators should review these results and their meaning in terms of program effectiveness. In the CMP evaluation process, these outcomes were selected by DCW staff as relevant for the clients; that is, they were considered to be important client goals. Reasons for worsening data in three outcome areas (Indicators 1, 2 and 6) should be explored further. While many CMP clients had negative outcomes in this time period, some of the case involvements occurring may be in Program Area 3, which is preventive in nature. The movement towards providing preventative services in child welfare may not necessarily indicate a negative outcome.

While the outcome monitoring in this report has its value, this is not a research design that might lead to causal conclusions. Therefore, DCW staff cannot be certain that the CMP program was the cause of worsening performance of clients on Indicators 1, 2, 6 and 7, or the cause of improving performance on Indicator 4. A properly designed process evaluation, which was beyond the ability of DCW staff in Year 6, will be important in investigating the contribution of collaboration among community partners in program effectiveness in the future.

Finally, a clear statement should be made about the quality of this evaluation. In response to lack of a new CMP contract evaluator as no vendors applied to the RFP, the Year 6 report was performed by DCW staff to meet the annual reporting needs. Outcome monitoring, without an effort to determine the cause of outcomes, while acceptable in this transition year, is not desirable in evaluation research. The DCW staff provide the following recommendations.

## Recommendations

Future evaluators must be able to say whether the program works or not. While acknowledging the difficulty in performing controlled experiments in human services settings, quasi-experimental methods are being widely used by researchers to address causal questions about social programs. DCW staff has great confidence that the Year 7 evaluators can address this challenge.