UTAH STATE LEGISLATURE

2012 GENERAL SESSION

AGING AND ADULT SERVICES – OUTPUT AND OUTCOME MEASURES

SOCIAL SERVICES APPROPRIATIONS SUBCOMMITTEE
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ISSUE BRIEF

LEGISLATIVE FISCAL ANALYST

SUMMARY

As part of a Human Services In-depth Budget Review (found at http://le.utah.gov/interim/2010/pdf/00001613.pdf), the Department of Human Services reported a six year history of output and outcome measures and benchmarking information if it existed. The department has updated this information and included an additional year. A six year history of measures is included in the appendix. The brief highlights changes from information presented a year ago and identifies measures that have improved or declined by more than 5 percent. Fiscal Analyst recommendations for Legislative action are also included.

LEGISLATIVE ACTION

The Fiscal Analyst recommends:

1. DAAS develop outcome measures for its State Administration function as well its other programs that comply with the general principles of performance measurement where you measure things that matter, measure outcomes first, and measure internally and against other states.

HUMAN SERVICES IN-DEPTH BUDGET REVIEW RECOMMENDATION REGARDING OUTCOMES

The Human Services In-depth Budget Review (found at http://le.utah.gov/interim/2010/pdf/00001613.pdf) was assigned by the Executive Appropriations Committee (EAC) and later heard by EAC and the Social Services and Executive Offices and Criminal Justice appropriations subcommittees. The in-depth review included 15 major recommendations and 14 other additional recommendations. The two subcommittees passed intent language to have Human Services report back on the progress and status of the review's recommendations during the 2012 General Session. One of the major 15 recommendations was:

> All department divisions [should] follow best practices for performance measures:
> * Measure things that matter
> * Focus on outcomes, then outputs
> * Compare internally and against other states

The in-depth budget review identified the best internal department examples for outcome measures. The review stated, "For outcome measures of state provided services, DCFS [Division of Child and Family Services] is the best example. They have meaningful measures, compare different regions, publish them on their public website, and benchmark against other states. . . For outcome measures of contract-provided services, DSAMH [Division of Substance Abuse and Mental Health] is the best example in the department. They have meaningful measures, compare different providers, publish them on their public website, and benchmark against other states."

HUMAN SERVICES OVERALL GOALS

As part of its FY 2013 budget submission, the Department of Human Services provided the following four department-wide goals:
* collaborate with community partners and within the Department on issues that cut across divisions
* maintain and improve transparency regarding Department finances and operations in the community
* foster creativity, innovation and adoption of best models and practices
* improve outcomes and results by using measures which lead to good decisions that drive success

ANALYSIS OF AGING AND ADULT SERVICES OUTPUT AND OUTCOME MEASURES

Division of Aging and Adult Services (DAAS) has made two additions to the measures it presented in the fall of 2010 as part of the in-depth budget review (both involving the Senior Medicare Patrol program). Analysis at the time of the in-depth budget review regarding the DAAS output and outcome measures stated, "DAAS reported no outcome measures for its

state provided services. DAAS provided the LFA with nine measures for the in-depth budget review. . . . Of the nine measures provided, all nine were output measures representing in each instance the number served for various programs. . . . While this information helps frame program discussions, it does not provide any indication of performance. Although DAAS has not been previously required to benchmark any of its measures, it has indicated that on three of the nine measures, information can be benchmarked to other states. Given the nationwide nature of most DAAS programs, the Analyst recommends DAAS look to benchmark more of its measures to data from other states."

The Fiscal Analyst recommends DAAS develop outcome measures for its State Administration function its other programs that comply with the general principles of performance measurement where you measure things that matter, measure outcomes first, and measure internally and against other states. Almost all of the DAAS measures are output measures such as the *number of person served home meals.* The Division of Aging and Adult Services has stated:

> *Given the nature of the work performed by the Division and the local Area Agencies on Aging, measuring program outcomes is complex due to the following issues; data collection among diverse, separate tracking systems outside of DHS/DAAS, cost in labor intensive tracking of some outcomes, confidentiality laws and additional administrative burden/cost to local government. The Division is engaging in an analysis of current measures as well as an analysis of the steps and costs to track additional measures that would be meaningful and assist state and local governments in evaluating the effectiveness of programs.*

DAAS measures showing greater than 5% improvement
#6 – Health Insurance Information Program - number receiving health insurance information (+15%)
#8 – Senior Medicare Patrol – number of one-on-one counseling sessions held with or on behalf of a beneficiary (+72%)
#10 – Adult Protective Services – number of investigations (+6%)
#11 – Aging Waiver Services – number of clients diverted from nursing home placement (+9%)

DAAS measures showing greater than 5% decline:
#7 – Employment – number of eligible seniors placed in regular employment (-22%)
#22 – Senior Medicare Patrol – number of complex issues resolved (-55%)

APPENDIX: HUMAN SERVICES AGENCY OUTPUT AND OUTCOME MEASURES

As part of the Department of Human Services In-depth Budget Review, agencies within Human Services were asked to provide a six year history of accountability measures along with any indications if benchmarking was being used, and if so, who was being used to benchmark against (see the Department of Human Services In-depth Budget Review Appendix 3, pages 65 through 74 found at: http://le.utah.gov/interim/2010/pdf/00001615.pdf). The table included in the appendix for the Division of Aging and Adult Services updates information from the in-depth review, including adding two measures, and adds information for one additional year.

Division of Aging and Adult Services - Output and Outcome Measures - FY05 Through FY 11

FY10 Total Expenditures	FY11 Total Expenditures	Appropriation Unit	Unit		Performance Measure	Measure Target	Measure FY 05	Measure FY 06	Measure FY 07	Measure FY 08	Measure FY 09	Measure FY 10	Measure FY 11	Measure can be benchmarked to performance by others?	If yes, who are you using to benchmark against?
$23,135,711	$22,536,300	**AGING AND ADULT SERVICES:**													
$1,228,625	$1,236,000	**KKA AGING & ADULT SERVICES ADMINISTRATION**	7102 DHS DAAS STATE OFFICE ADMINISTRATION												
			7104 DHS DAAS LEGAL SERVICES DEVELOPER	1	Number of seniors receiving legal assistance	N/A		1,380	2,568	2,642	4,443	3,525	Available after Jan '12	No	
$12,792,586	$11,770,500	**KKB LOCAL GOVERNMENT GRANTS**	7203 DHS DAAS TITLE III E - NFCSP - CAREGIVER/RESPITE												
			7206 DHS DAAS TITLE C-1 - CONGREGATE MEALS	2	# persons served congregate meals	N/A	26,229	25,911	24,850	31,069	25,822	19,125	Available after Jan '12	No	
			7207 DHS DAAS TITLE C-2 - HOME DELIVERED MEALS	3	# persons served home meals	N/A	10,192	10,200	10,255	12,871	11,920	9,961	Available after Jan '12	No	
			7212 DHS DAAS TITLE VII - OMBUDSMAN SERVICES	4	Number of referrals and/or consultations conducted	N/A		4,234	4,300	4,347	4,400	4,919	Available after Jan '12	Yes	All states in the nation
$1,373,727	$1,936,500	**KKC NON FORMULA FUNDS**													
			7303 DHS DAAS AAA HCBS WAIVER SERVICES												
			7305 DHS DAAS HEALTH INSURANCE INFORMATION PROGRAM	5	Health Insur Info:# seniors assisted in insurance program enrollment	N/A	5,868	5,200	5,200	6,745	6,752	9,830	10,216	No	
				6	Health Insur Info: # receiving info.	N/A	12,776	14,776	14,800	9,000	11,952	13,628	15,613	Yes	All states in the nation
			7307 DHS DAAS SCSEP PARTICIPANT WAGES	7	Number eligible senior placed in regular employment				390	388	388	385	302	Yes	All states in the nation
			7310 DHS SENIOR MEDICARE PATROL	8	Number of one-on-one counseling sessions held with or on behalf of a beneficiary	N/A						2,683	4,613	No	
			7310 DHS SENIOR MEDICARE PATROL	9	Number of complex issues resolved	N/A						115	52	No	
$2,823,188	$2,716,300	**KKD ADULT PROTECTIVE SERVICES**	7401 DHS DAAS APS ADMINISTRATION	10	Number of investigations	N/A	2,435	2,386	2,584	2,435	2,500	3,232	3,427	No	
$902,190	$918,000	**KKE AGING WAIVER SERVICES**	7303 DHS DAAS AAA HCBS WAIVER SERVICES	11	Number of clients diverted from nursing home placement	N/A	774	755	784	757	755	510	558	No	
$4,015,395	$3,959,000	**KKF AGING ALTERNATIVES**	7201 DHS DAAS ALTERNATIVES SERVICES	12	Number of persons receiving Alternatives services	N/A	1,186	1,096	1,066	1,085	1,031	1,039	1,057	No	