Developing Data- and Value-Based Systems of Care that Incorporate Effective Practice:

Expanding the Framework

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Continuous Quality Improvement and Performance Measurement in Systems of Care

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Three Basic Questions

- How can we improve access to care for those in need?
- How can we improve quality and effectiveness of care?
- How can we improve the mental health status and well-being of all children?

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Improving Quality and Effectiveness of Care

- Major approach since the mid 1980s has been through the development and implementation of community-based systems of care based on a set of principles and values, and the best available research.

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What is a System of Care?"

- A system of care is a comprehensive spectrum of mental health and other necessary services which are organized into a coordinated network to meet the multiple and changing needs of children and adolescents with severe emotional disturbances and their families.

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What System Conditions Led to Development of Systems of Care?

- Inadequate range of services and supports
- Failure to individualize services
- Fragmentation of system when children and families had multi-system needs
- Children with special needs are in many systems
- Lack of clear values/principles for system
- Lack of clarity about population of concern
- Inadequate accountability
- Lack of adequate responsiveness to cultural differences

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Role of System of Care

- To provide access to effective services for a large and diverse population within a specified community

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Key Principles/Values of a System of Care

- Based on needs of child and family
- Promotes partnerships between families and professionals
- Involves collaboration between multiple agencies and service sectors
- Involves provision of individualized supports and services based on strengths and needs in multiple domains
- Promotes culturally responsive supports and services
- Includes system of ongoing evaluation and accountability

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What Should a System of Care be Based Upon?

- A vision, and set of values, and principles developed and agreed upon by community stakeholders
- A clear definition of the population to be served and a thorough understanding of the population to be served
- A set of goals and desired outcomes, also developed and agreed upon by community stakeholders
- A theory of change that makes explicit the link between interventions (at the system, organization, program, provider, and child/family levels) and desired outcomes
- Best available evidence on effectiveness of system mechanisms, and services

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Protective Factors Contributing to Effectiveness of Systems of Care

1. Foundation of values and principles
2. Understanding of the needs and strengths of the population of concern and the functioning of the current system
3. Clear local theory of change
4. Implementation plan
5. Performance measurement/continuous quality improvement/internal evaluation system
6. Financing system consistent with system goals
7. A skilled and extensive provider network
8. An accountability system at the provider level

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Protective Factors Contributing to Effectiveness of Systems of Care

9. Broad and comprehensive range of effective services and supports
10. Individualized, culturally competent, and comprehensive treatment approaches
11. "Buy-in" from key stakeholders
12. Strong family choice and voice
13. Effective leadership, organizational development strategies, and governance mechanisms
14. Outreach mechanisms and clear pathways into care

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Four Key Processes

1. Mobilizing key stakeholders and securing their commitment to effort
2. Assessing local situation and developing theory of change
3. Translating theory of change into clear and comprehensive implementation plan
4. Implementing performance measurement system to provide feedback on how well system is functioning for purposes of system improvement

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Theory of Change

The **underlying assumptions** that guide a service delivery strategy and are believed to be critical to producing the desired outcomes for a particular population of concern.

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Components of a Theory of Change

- Who do you intend to serve?
- What do you intend to accomplish?
- What do you need to do to accomplish your goals for the population of concern?

Phases of Theory Development for Systems of Care

Phase I Pre-Planning	Stage 1: Form Workgroup
	Stage 2: Articulate Mission
	Stage 3: Identify Goals and Guiding Principles
Phase II Theory of Change Development	Stage 4: Develop the Population Context
	Stage 5: Map Resources and Assets
	Stage 6: Assess System Flow
	Stage 7: Identify Outcomes and Measurement Parameters
	Stage 8: Define Strategies
	Stage 9: Create and Fine-tune the Framework
Phase III Implementation	Stage 10: Elicit Feedback
	Stage 11: Use Framework to Inform Planning, Evaluation, and Technical Assistance Efforts
	Stage 12: Use Framework to Track Progress and Revise Theory of Change

Implementation

Since the vision of systems of care was created, there is an increased recognition of the complexity and difficulty of implementing values and principles, and achieving change both at the service level and at the system level

Implementation Effectiveness

Data indicate that implementation has been good, not great

Implementation

"The solution is not to abandon our current work but to do it better, with more sophistication and from a more strategic vantage point…we need to be sure to invest in a continuous cycle of tracking our work, distilling lessons, applying new information, and learning as we go"

– Kubisch et al., 2002

Implementation Plan

Builds on the theory of change and describes in greater detail how the proposed changes are to take place, and include mechanisms to provide the needed training, coaching, supervision, consultation, funding, collaborations, evaluation, and ongoing support to achieve the proposed changes

Implementation

"It is one thing to say with the prophet Amos, 'Let justice roll down like mighty waters,' and quite another to work out the irrigation system"

– William Sloane Coffin,
Social activist and clergyman

Performance Measurement

Performance measurement serves to:

1. Communicate objectives and overall performance requirements
2. Provide data-driven information that allows for the evaluation of quality and results
3. Organizes work around objectives
4. Informs decisions about services and adjustment to program implementation
5. Informs continuous improvement efforts at all levels
6. Allows for decision support and clinical analysis through the use of "live" data
7. Provides feedback to staff regarding performance

– From Hawaii's Performance Monitoring System

Performance Measurement – How Are We Doing?

"The systems of care performed less well in quality monitoring than any other system components. This assessment focused on the routine collection, analysis, and use of data to identify and resolve problems in the system at the aggregate level"

– Brannan, Baughman, Reed, & Katz-Leavy, 2002

Performance Measurement

- Utilization and improvement focused – the KEY
- Combination of in-depth and aggregate information
- Use of both qualitative and quantitative information
- Focus on a few key measures
- Feedback loop to all participants
- An intervention itself – not just a measurement

Differentiating Between Data-Based Systems & Implementation of Evidence-Based Programs

- Data-based systems assess system performance on a regular basis in the here and now for purposes of improvement
- Evidence-based programs refer to interventions that have met a specific criteria at some other time and in some other place

Relationship Between Data-Based Systems and Implementation of Evidence-Based Programs

- The idea of implementing evidence-based interventions is completely consistent with the concept of systems of care, and the use of data-based systems
- Strong performance measurement systems allow stakeholders to identify system strengths and needs, and potentially identify areas in which new evidence-based interventions may be needed

Improving Outcomes and Evidence-Based Interventions

- The implementation of evidence-based interventions is but one option for community stakeholders to consider in their efforts to improve outcomes
- The challenge is for communities to identify and systematically analyze the advantages and disadvantages of varied alternatives, and the compatibility of each option with community values and strengths

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Multiple Approaches to Performance Measurement

Again, challenge is for community to consider alternatives and adopt option(s) that is most consistent with their values, their theory of change, their resources, and, overall, makes most sense to them

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One Approach – System of Care Practice Review

A method for determining the degree to which services are delivered in accordance with system of care principles, based on in depth case studies of children and families served by the system.

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Components of the System of Care Practice Review

- Primary Care Giver Interview
- Child/youth Interview
- Case Manager/provider Interview
- Informal Helper Interview
- Summative Questions

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System of Care Practice Review Purpose and Objectives

Purpose: Assess how the mental health service system meets the needs of the children and families it serves

Objective 1: Assess the degree to which services are child centered and family focused, with the needs of the child dictating the type and mix of services provided

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System of Care Practice Review Purpose and Objectives

Objective 2: Determine the degree to which the system is community-based, with the locus of services as well as management and decision-making responsibilities resting at the community level

Objective 3: Assess the degree to which the system is culturally competent, with agencies, programs, and services that are responsive to the cultural, racial and ethnic differences of the populations they serve

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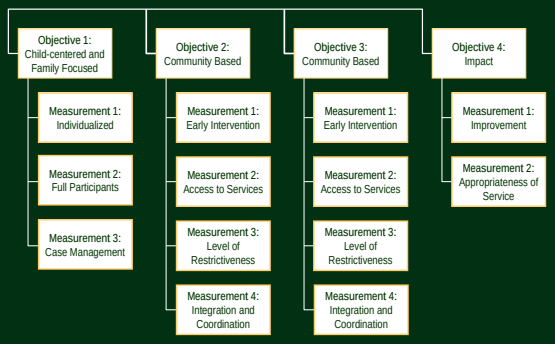
System of Care Practice Review Objectives and Measurements



Performance Measurement System in Michigan

- Effort to create and openness to change through a non-punitive approach involving voluntary participation by local provider agencies
- Use of CAFAS
- Partnership between state, university, and local level
- Commitment to frequent, user friendly feedback
- Data analyses that permit comparisons between different communities, and development of profiles of children so that those groups of children in need of improved outcomes can be identified
- Precursor to introduction of particular evidence-based interventions

Earmark of a Quality Program

"The earmark of a quality program or organization is that it has the capacity to get and use information for continuous improvement and accountability. No program, no matter what it does, is a good program unless it is getting and using data of a variety of sorts, from a variety of places, and in an ongoing way, to see if there are ways it can do better"

– Weiss, 2002

Direction for the Future

Development of data-based, value-based systems of care that incorporate effective interventions

Direction for Today

- Description of background, rationale, functioning and outcome of Michigan approach to performance measurement
- Points of view from multiple perspectives
- Participation from audience to keep presentations focused on issues of practical value