

Rewiring

A Rewired System:

A Measurement and Evaluation Framework for Rewiring

April 2020



Acknowledgements

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The work we are building together is changing the world. Thank you.

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Introduction

In the past decade, the number of children experiencing abuse or neglect in Colorado has not changed¹ — even with multiple legislative and programmatic efforts to encourage counties and their community partners to provide more prevention services. Local leaders aren't giving up. County human services agencies, local service providers, and philanthropic partners have come together to envision a bigger, bolder systems change initiative to fundamentally realign incentives to support positive outcomes for children and families. This effort, known as Rewiring, involves many partners who are mobilized and working together across multiple, diverse counties to change the child welfare system.

Over the next five years, Rewiring has the opportunity to create lasting change. First, it will leverage and expand prevention and intervention services provided to children and families to improve well-being by taking a proactive approach to prevent maltreatment and abuse. And at the same time, Rewiring will use the outcomes and improvements gained along the way to inform a system that invests in prevention and to sustain improved well-being for generations to come.

Tennyson Center for Children (TCC) has contracted with the Colorado Health Institute (CHI) to evaluate this effort.

CHI is pleased to offer its plan for ongoing evaluation. It is critical to understand the impact of proactive prevention services on families. We also need rapid cycle response and learning to continue to meet the needs of families and children along the way. And finally, we have a unique opportunity to understand how our systems do or do not change, in order to enable Colorado to serve future generations.

The Rewiring Measurement and Evaluation Framework (the Framework) takes into consideration the pathways in which children receive services through county human service agencies and their community partners. It also will focus on institutional structures, specifically how dollars flow between systems, to identify opportunities to shift resources away from crisis services and to prevention efforts.

Ultimately, the goals of this multi-county collaboration are to:

- Reduce the number of children and families entering the child welfare system by providing interventions before child welfare services are needed;
- Improve the quality of child welfare services for children and families who need them; and
- Reshape the flow of local and state to ensure that primary and secondary prevention interventions and high-quality direct services can be sustained for all who need them.

This Framework describes how program efforts to improve outcomes for children and families will intersect with and impact system changes. Then, we describe our approach to answering our research questions and track Rewiring's progress on creating a rewired system. Finally, we highlight our evaluation methodology, measures, and data collection resources.

¹ Cases of abuse or neglect as identified by substantiated assessments

Description of Rewiring

Rewiring is a partnership among public, private, and non-profit stakeholders. The approach of Rewiring is to move child welfare interventions further upstream, deploying primary and secondary prevention techniques to stop children and families from reaching crisis situations.

Primary interventions focus on the promotion of well-being for all families. Secondary interventions focus on preventing poor outcomes for families who are at risk of entering the child welfare system.

To complete these goals, Rewiring seeks to invest in a broader array of primary and secondary prevention efforts. A key lever of Rewiring is the Pooled Funds — or funds provided by philanthropic foundations and administered by TCC to support prevention investments. These funds will be used by community partners to provide preventive services that have traditionally lacked funding.

Rewiring will include multiple counties that are committed to using the funds to create a system focused on preventing children from entering the child welfare system. Led by county human services agencies, each participating county is collaborating with community partners to provide these preventive services.

Rewiring is founded on the premise that as prevention services expand, the child welfare system will spend less money on crisis services and more money on prevention. Rewiring calls for county human services to direct savings that accrue to the child welfare system into additional or expanded prevention services. Rewiring will use this feedback loop to test the “muscle memory” and support of county human services and their capacity to invest in prevention services.

This Framework seeks to operationalize the vision to rewire the system by providing specific research questions and measures that will allow the TCC and engaged counties to track progress over the course of the five years. The following table on page 7 demonstrates how the evaluation research questions align with the goals of Rewiring.

These research questions frame the evaluation process. Within each research question, we will answer many smaller, more specific questions that are critical to understanding the impact of Rewiring.

Further, Rewiring and the Framework seek to align with other prevention efforts within human services, such as the Child Maltreatment Prevention Framework for Action,ⁱ the Colorado Delivery of Child Welfare Services Task Force,ⁱⁱ and the Colorado Partnership for Thriving Families.ⁱⁱⁱ These efforts are focused on improving the delivery of services to children and families in need.

Rewired System: CHI’s Proposed Evaluation Approach

The following section describes our approach to analyzing data to evaluate Rewiring. CHI’s evaluation approach blends multiple evaluation methods into one cohesive plan. It integrates a system change evaluation with a process and outcome evaluation to answer the research questions.

We have structured our plan into three tiers:

1. **Tier One: The Impact on This Family.** An evaluation of how children and families receive services through county human service agencies and their community partners.
2. **Tier Two: The Impact on This Generation.** An evaluation to identify opportunities for real-time change, scalability, and replicability for achieving Rewiring goals.

3. **Tier Three: The Impact on Future Generations.** An evaluation of institutional structures, specifically the system level human services financial flow, to identify opportunities to reallocate dollars towards prevention efforts. This includes identifying barriers to changing the financing of the human services system and identifying opportunities to demonstrate small commitments to funding prevention.

Though these analyses are described as distinct, our assessment of these three tiers will be used to describe progress toward a rewired system. In other words, these three tiers are connected — the findings of a communities' evaluation tiers must be viewed together, not in isolation.

The following table organizes our research questions by Rewiring goals, and the Evaluation Tier. Following the table, CHI describes our analysis approach for each Evaluation Tier.

Table 1: Rewiring Goals and Framework Research Questions

Ultimate Impact: Reduce Child Maltreatment and Neglect in Participating Communities		
Rewiring Goal	Evaluation Tier	Framework Research Questions
Reduce the number of children and families entering the child welfare system by providing interventions that prevent the need for child welfare services.	Tier 1: Impact on This Family	RQ1: Are children and families who receive preventive services more likely to report improved levels of child well-being and achievement, caregiver well-being and achievement, and consistent high-quality caregiving?
	Tier 1: Impact on This Family	RQ 2: Are children who receive preventive services prior to child welfare system involvement less likely to receive a child welfare assessment or open case in the future compared with those children who do not receive preventive services?
Improve the quality of child welfare services for children and families who need them.	Tier 2: Impact on This Generation	RQ 3: What is the impact of Rewiring on services for children remaining in the system? This includes length, cost, and quality.
	Tier 3: Impact on Future Generations	RQ 4: Can more effectively serving children who are in the system lead to cost savings that can be invested in prevention and early intervention?
Reshape the flow of local, state, and federal funding to ensure that primary and secondary prevention interventions and high-quality direct services can be sustained for all who need them.	Tier 3: Impact on Future Generations	RQ 5: What are the barriers for county child welfare administrators to invest more funding in prevention and early intervention services?
	Tier 3: Impact on Future Generations	RQ 6: Are the Pooled Funds' investments supplementing or supplanting other prevention-focused funding streams?
	Tier 3: Impact on Future Generations	RQ 7: What is the current county human services funding distribution among child welfare referrals, assessments, and open cases by placement type, and how does that change over time?
	Tier 3: Impact on Future Generations	RQ 8: Can investment in prevention services reduce costs to the child welfare system and allow for public savings to be invested in prevention and early intervention?
	Tier 2: Impact on This Generation	RQ 9: How can Rewiring be scaled and replicated by other counties in Colorado?

Tier One: Evaluating the Impact on This Family

The evaluation will assess outcomes for children and families who are at risk of becoming involved with child welfare and for those who are already involved with the child welfare system. Our evaluation seeks to demonstrate the impact of prevention services on children and families to improve well-being and reduce maltreatment and abuse. Additionally, we want to understand the extent to which providing more effective services to children in the system affects these outcomes.

Are children and families who receive preventive services more likely to report improved levels of child well-being and achievement, caregiver well-being and achievement, and consistent high-quality caregiving?

County community partners will collect data on each family and child that is referred to them through Rewiring. This includes collecting individual-level demographic data, results from the Colorado Family Support Assessment (CFSA) 2.0, services the family received, cost of the intervention, and how those services were funded.

CHI will use these data reports to look at how the services provided affect child well-being and achievement, caregiver well-being and achievement, and consistent high-quality caregiving as measured by the CFSA 2.0.

Child well-being and achievement, caregiver well-being and achievement, and consistent high-quality caregiving are three of the four overarching outcomes of the Child Maltreatment Prevention Framework for Action. The fourth outcome, safe and supportive neighborhoods, is beyond the initial focus of Rewiring due to the limited funding available; however, the partners acknowledge that it is critically important to change community norms and improve environments and hope to expand Rewiring to address neighborhood-level factors in the future. For a crosswalk of how the CFSA 2.0 indicators line up with the three outcome areas, see Appendix 1.

CHI will use this data to see if families' CFSA 2.0 scores improved from baseline to follow-up. This analysis will tell us if the services provided have actually improved child well-being and achievement, caregiver well-being and achievement, and consistent, high-quality caregiving. CHI will look specifically at change over time on the protective factors, which promote child safety.^{iv}

Further, this data can be used to assess the interventions that families are receiving. If families improve on certain CFSA 2.0 outcomes but still end up involved in the child welfare system, this might indicate a need to adapt the services the families receive. These data can help the counties and partners identify opportunities to improve the array of services they are providing families.

Are children who receive preventive services prior to child welfare system involvement less likely to receive a child welfare assessment or open case in the future compared with those children who do not receive preventive services?

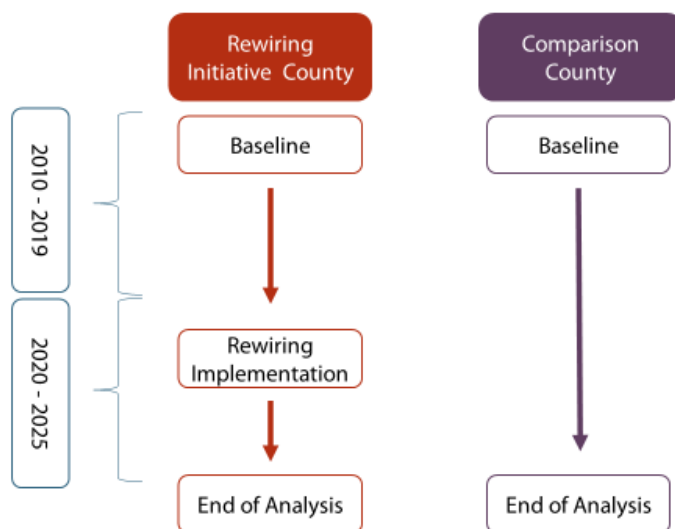
Building on the analysis of the CFSA 2.0 outcomes described above, CHI will partner with county human service administrators to look at the Colorado Trails Data system to determine if the child received an assessment or had an open case after receiving prevention services. We will collect child welfare involvement data for children for 24 months after the month in which they first receive prevention services. This analysis will quantify the percentage of children who did not enter the system after receiving prevention and intervention services.

While it is important to know the outcomes for each individual family, we also want to understand if a reduction in assessments and open cases can be attributed to Rewiring. In other words, we want to understand what would have happened if Rewiring was not implemented to see if there are differences in outcomes. To do this, CHI will use a multiple time series design comparison group. For this study, we plan to review data from all 64 counties in Colorado. Where possible, our comparison group will be a county that is similar to the county of interest (similar in population size, income, baseline child welfare involvement rates, current child welfare programming, etc.).

However, it is possible that the most comparable counties will also be participating in the program (e.g., Douglas and Boulder counties have the two highest median family incomes among counties with more than 100,000 residents). To account for this possible selection bias among participating counties, the evaluation will consider statewide trends in addition to selected comparison counties.

CHI will work with state and county partners to discuss contextual factors, such as the implementation of Family First Prevention Services Act, implementation of the Collaborative Management Program, and other changes to the system that may influence our analyses.

Figure 1: Multiple Time Series Quasi-Experimental Design*



*The timeframe for measurement will change based on when a county is able to implement Rewiring.

We will compare child welfare assessments and open cases over time for the counties that participate in Rewiring, as well as select comparison counties and statewide trends observed across all counties. This analysis will help us understand the direct impact of prevention services on reducing child abuse and maltreatment as measured by assessments and open cases.

Tier Two: Evaluating the Impact on This Generation

The second tier of the evaluation focuses on the process and procedures that are put in to place to implement the activities of Rewiring. Because multiple counties will be implementing Rewiring, our evaluation will measure the process in each county and identify opportunities to replicate and scale in other areas of the state.

What is the impact of Rewiring on services for children remaining in the system?

In addition to preventing child maltreatment and abuse, Rewiring is also interested in improving outcomes for children and families who are currently involved in the child welfare system, and ensuring they are safely moved to lower acuity care settings or safely exit the system. To measure outcomes, including safety, we will assess length of child welfare involvement, re-entry rates, quality of services, and cost savings associated with these changes. (Note: The U.S. Department of Health and Human Services Administration for Children and Families measures safety as 1) reduced recurrence of abuse and/or neglect; and 2) reduced incidence of child abuse and/or neglect in foster care.')

CHI will use administrative data from Trails and the County Financial Management System to analyze how outcomes change for children currently involved in the system. Data will be pulled starting in 2015 through 2025 so we can analyze trends over time. The following table describes the indicators that will be assessed.

Table 2: Assessing Outcomes for Children Who Are Child Welfare Involved*

Impact	Measured by
Re-Entry to Child Welfare System	Referral, assessment, and/or open case one year after initial child welfare involvement
Safety (Length of Services)	Average duration of open case (based on specific placement type)
Safety (Quality of Services)	Average time to reunification; placement stability; successful/partially successful exit
Educational Outcomes	<i>NOTE: Need to confirm with Colorado Department of Human Services what educational attainment outcomes are available in Trails</i>
Cost Savings	Average cost of open case (based on specific placement type and other relevant factors)

*CHI will work with Tennyson and CDHS to come up with a more specific list of outcomes based on future conversations about data available in Trails.

These analyses will quantify how many families experienced child welfare involvement after receiving prevention services through Rewiring. Additionally, it will tell us if children who are child welfare involved have better outcomes. Both analyses will be used to inform the Future Generations analysis, which is described starting on page 11.

How can Rewiring be scaled and replicated by other counties in Colorado?

Though each county involved in Rewiring has some flexibility to adapt to its specific community needs and target populations, CHI will track process outcomes to ensure there are standard protocols for new counties to use.

This will include tracking to see if each county has completed a data sharing agreement and memorandum of understanding, created a process map of how services are provided, and collected baseline data on current service and funding flows in the county. For each county that is involved in Rewiring, CHI will track each of these elements and report on whether they were completed and any barriers to completion.

Additionally, during this five-year pilot CHI and TCC will work individually with counties to develop data sharing agreements and data sharing processes based on their individual process maps. The process evaluation will result in data sharing recommendations to expand and standardize data collection on preventive services and outcomes across the state.

Further, we want to understand the extent that Rewiring is impacting community partners and stakeholders. This includes changes such as stakeholder perception of the process, their engagement with Rewiring, and cross-system communication. CHI will create and distribute a survey to engaged partners and stakeholders on an annual basis to collect stakeholder input over the course of Rewiring.

This process evaluation will result in an understanding of counties' implementation process, partner and stakeholder input and perceptions, and recommendations for scaling across Colorado.

Tier Three: Future Generations Evaluation

The Future Generations evaluation seeks to understand the financial flows in county human services and how they can be optimized to support future generations through a rewired system. This includes spending on referrals, assessments, and open cases with human services to understand cost savings accrued within the system, and a cost-benefit analysis of the Pooled Funds. Additionally, this tier of the evaluation seeks to ensure that Pooled Funds dollars are supplementing and not supplanting current funding streams.

This tier brings together Tier One: This Family and Tier Two: This Generation analyses to provide a comprehensive look at Rewiring's impact and outcomes.

What are the barriers for county child welfare administrators to invest more funding in prevention services?

CHI will use data collected from the Barriers to Rewiring the System Interviews and Survey (discussed in the Data Collection Tools section) to understand the barriers to investing in prevention services. In order for system change to happen, we need to understand what is standing in the way of change. This qualitative data collection will help us understand the current views of spending in the system, barriers to changing current financial flows, and how those views change over the course of Rewiring.

Are the Pooled Funds' investments supplementing or supplanting other prevention-focused funding streams?

CHI will use a financial analysis to understand how Pooled Funds investments are aligned with other community investments in prevention services. Using data collected in the Maintenance of Effort Financial Map (described on page 17), CHI will create a financial map of all prevention services spending in a county. This financial map will describe the funding sources, such as federal and state funds, and agency-specific funding and services. The financial map will not capture philanthropic funding for preventive services for two reasons: 1) philanthropic funding streams are constantly

shifting with grantmaking cycles, and a map of these investments would continuously be outdated, and 2) the majority of philanthropic funding streams are intended to demonstrate a proof of concept rather than sustaining a service.

By tracking local, state and federal funding streams at the county level over time, CHI will analyze trends and changes. If the Pooled Funds' investments are supplementing current preventive funding streams, we should see growth over the baseline funding amounts for preventive services in the Maintenance of Effort Financial Map. Alternatively, if we see big shifts in certain funding streams or steady investment in preventive services over time, we may identify places where Pooled Funds are supplanting other funding streams. We will use this data to ensure that Pooled Funds are not being used to fund services that could be paid for by another funding mechanism.

What is the current county human services funding distribution among child welfare referrals, assessments, and open cases, and how does that change over time?

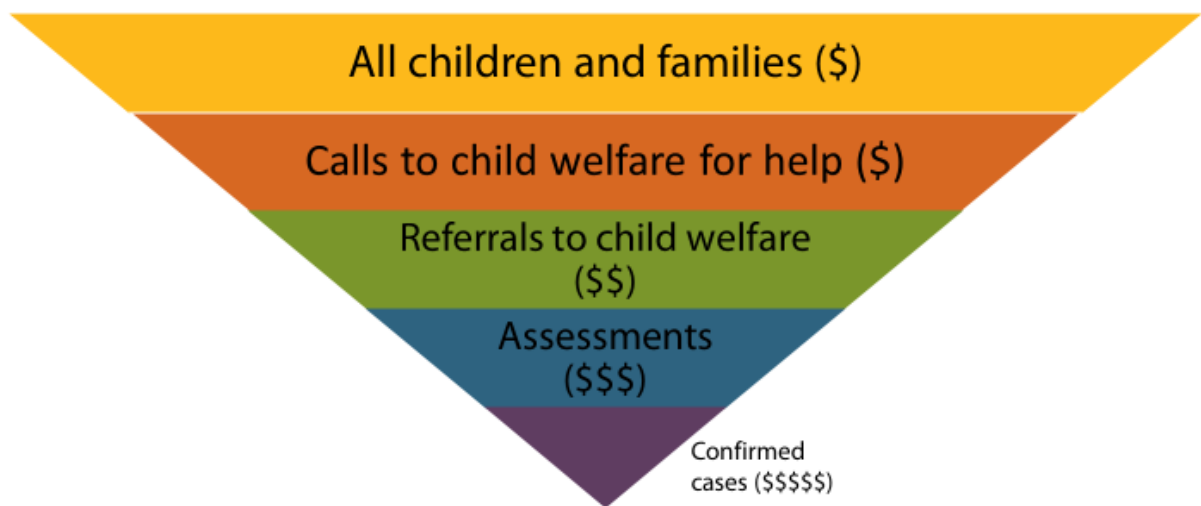
CHI will develop a Preliminary Service and Funding Flow Map to collect data and create a financial map of current spending within the child welfare system.

CHI will partner with participating county human services to collect this data, with support from TCC. CHI and TCC will identify the number of referrals, reports, children receiving an investigation or response, and post response and foster care services by service setting from the Colorado Department of Human Services Community Performance Center data system. When possible, CHI will analyze data on each point on the decision tree throughout the system.

We also will partner with county human services departments to calculate financial information for providing services. Open cases will be broken down by specific child welfare placement types as reported by the CDHS Community Performance Center. These include but are not limited to day treatment centers, residential facilities, and family-like care options.

This data will be used to create a financial map of the "funnel of services" — or a quantified analysis of funding spent at different levels of acuity of care (see Figure 2). This data will be collected on a quarterly basis over the course of the five-year evaluation (though not every data element will need to be calculated on a quarterly basis, such as the caseworker loaded hourly rate). Additionally, we will collect the same data for the years 2010 to 2019 to establish our baseline and trend the data.

Figure 2: Funnel of Services from All Children to Confirmed Cases of Abuse and Neglect



Description of Graphic: All children and families refers to all children and families in Colorado, regardless of risk of entering the child welfare system. Calls to child welfare for help refers to the calls that the Colorado hotline reporting system receives. Next, referrals to child welfare includes all referrals that allege maltreatment. Assessments refers to each investigation that occurs after a referral. And finally, confirmed cases is anyone who enters the child welfare system and receives any type of out of home placement.

Can investment in prevention services reduce costs to the child welfare system and allow for public savings to be invested in prevention and early intervention?

CHI will create a cost-benefit model to understand the financial impact of investing in prevention services. To create the cost-benefit model, CHI will use data from the Tier One: This Family evaluation to augment this analysis. Our proposed steps are detailed below. (See Appendix 2: Future Generations Cost Benefit Analysis Diagram).

Step 1. CHI will record how many families did not enter the child welfare system after receiving prevention services funded by the Pooled Funds.

Step 2. Using a similar methodology to the Colorado Core Services Program Evaluation, CHI will assume that all children who received an intervention would have had an open case if not for the services they received through Rewiring.^{vi} In other words, we assume that 100 percent of children would have had an open case if not for services. However, we will do additional sensitivity testing with different estimates of how many children would have had an open case if not for receiving services. For example, if we think only 60 percent would have had an open case, we can adapt our model to calculate cost savings based on that assumption.

Step 3. Next, CHI will calculate how much it would have cost the child welfare system if these families had entered the system. To do this, CHI will use the percentage of current open cases by care setting to model an estimated cost per family. We will use data from the Preliminary Service and Funding Flow Map to complete this step of the analysis.

Step 4. Then, CHI will compare the cost to provide prevention services to the estimated savings of preventing children from entering the system. This comparison will tell us the cost-benefit ratio of prevention services and highlight financial opportunities to invest in prevention services.

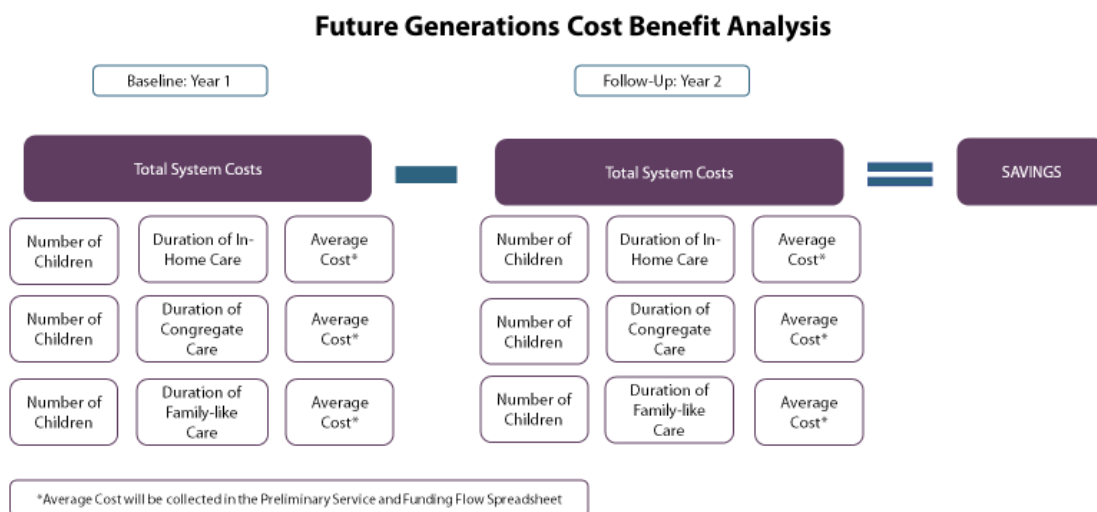
Can more effectively serving children who are in the system lead to cost savings that can be invested in prevention and intervention?

CHI will create a cost analysis to understand the financial impact of improving child welfare services for families who are currently involved in the child welfare system. As mentioned in the Tier One: This Family Evaluation, this will be assessed by looking at indicators such as the length of child welfare involvement, re-entry rates, quality of services, and cost savings associated with these changes.

Once a child enters child welfare (either after receiving prevention/intervention services through Rewiring or direct entry), CHI will only use data available in Trails and the County Financial Management System. We will not be collecting any additional or unique data on system-involved children.

Our analysis will calculate current spending on children who are involved in the system by pulling data from the Preliminary Service and Funding Flow Map county by county. We will look at how that spending changes over time by county and identify places where money was saved, as well as opportunities for reinvestment. Additionally, we will aggregate county level data to conduct this analysis at the system level as well. Our timeframe for this analysis will be on a yearly basis — based on a calendar year beginning in January. The following figure demonstrates an example of the cost analysis from baseline to year 2 (this will be repeated five times throughout Rewiring.)

Figure 3: Future Generations Cost Analysis: In-System Services



Data Collection Plan

The following data collection plan describes our approach for collecting data that will inform our tier evaluations. CHI will collect this data in partnership with county human services agencies, their community partners, and TCC. (See Appendix 3 for a summary table that includes the outcomes of interest for each data collection tool, indicators of interest, and frequency of data collection.)

Data Collection Tools to Measure the Impact of a Rewired System

The following section describes our data collection plan over the course of the five-year evaluation.

The eight data collection elements we will be using are: 1) the Colorado Family Support Assessment 2.0, 2) individual level outcomes data including Pooled Funds-funded services and involvement in the system, 3) an assessment of the barriers to rewiring the system 4) an assessment of partners and stakeholder perceptions and engagement 5) a financial map of the number of children and costs during referral, assessment, and open cases, 6) outcomes for kids who are system-involved 7) a financial map of county-wide spending on prevention programs, and 8) a repository of documents collected throughout the process.

It is important to note that CHI will work with state and county partners who are providing data to discuss contextual factors that may influence our analyses or that should be considered in assessing outcomes.

Data Collection Tool 1: Individual Level Outcomes Spreadsheet

Community partners will collect demographic data, list the prevention or early intervention services each family receives, and report how much it costs the partners to provide those services to track where Pooled Funds are spent. These data will help us understand the full scope of services a family receives, in addition to understanding improvement on the CFSA 2.0 after receiving those services.

The individual-level services and spending data will need to be identifiable for two reasons: 1) to enable care coordination among community partners, and 2) to allow data sets to be matched for evaluation. Robust data sharing agreements among partners are needed to support both goals.

During this five-year pilot, CHI will support each of the counties to operationalize a data sharing plan based on their individualized process map. We anticipate each county will implement its Rewiring efforts differently, so CHI will be adaptive to each process. This includes building the Rewiring Individual Outcomes data spreadsheet to meet county needs, ensure data validation, and provide recommendations on sharing the spreadsheet.

Data collected in the Individual Level Outcomes Spreadsheet will be tracked on an ongoing basis as families are referred for services and receive services.

Data Collection Tool 2: Colorado Family Support Assessment 2.0

Rewiring community partners will use the Colorado Family Support Assessment (CFSA 2.0) to measure child and caregiver well-being and achievement, as well as aspects of caregiving. The CFSA 2.0 assesses family strengths and needs, monitors progress towards family self-reliance, and tracks the protective factors that reduce the likelihood of child abuse and neglect. For a crosswalk of how the CFSA 2.0 indicators line up with the three outcome areas, see Appendix 1.

This is the primary assessment tool used by the Family Resource Center Association. The tool has three sections. Part A, Colorado Family Support Assessment Domains, consists of 14 domains that assess family stability across several areas, including housing and employment. These are rated on a scale from 1 (in crisis) to 5 (thriving). Part B, Protective Factors Survey, assesses five protective factors for child abuse and neglect. These are parental resilience, social connectedness, support in times of need, knowledge of parent and child development, and the social and emotional competence of children. Part C, Readiness for Change, identifies the areas where families are most ready to make a change.

Each county in Rewiring will establish its own process map for how children will enter the program and how the county will provide services. The CFSA 2.0 will be administered to every family who gets referred to one of the county Rewiring community partners. Follow-up assessments will be administered by community partners every six months and upon closure of services. Counties will also be asked to collect data at 3 months post service closure.

All response data will be collected in the Individual Level Outcomes Spreadsheet by community partners and shared with CHI.

Data Collection Tool 3: Outcomes for System-Involved Children Spreadsheet

CHI will collect data on outcomes for children who are system-involved. This data collection will allow us to understand how effectively services are provided to children who do enter the system. We will be able to share this data at the aggregate level by county.

CHI and TCC will partner with county human services to collect this data. This will include partnering with counties and CDHS to identify additional indicators that can be used to measure outcomes, in addition to the list of indicators in Table 2 on page 10. Using this data and data from the Preliminary Services and Funding Flow spreadsheet, CHI will assess changes to the system over time.

We anticipate collecting this data on a yearly basis over the five-year evaluation.

Data Collection Tool 4: Barriers to Rewiring the System Interviews and Survey

In order to initiate and sustain the financial feedback loop, it is important to understand the current barriers to using federal and state child welfare funds to provide prevention services. CHI will engage with county human services administrators to collect data on the barriers to adopting new spending practices.

This assessment will include a series of interviews with county child welfare directors and additional county welfare staff. These interviews will inform the development of a survey to assess how these barriers change over time and steps that county human services are taking to address these barriers.

When a county partners with Rewiring, CHI will conduct interviews with its human services staff. The survey will be administered to all partners biennially thereafter.

CHI will collect these data through phone interviews and an online survey.

Data Collection Tool 5: Partner and Stakeholder Input Survey

In addition to understanding county human services engagement with Rewiring, our evaluation also seeks to understand partner and stakeholder engagement with Rewiring and their perceptions of

Rewiring, their input on the process, and cross-system communication improvements over time. CHI will partner with TCC to develop this survey using research on assessing partnership engagement.

This survey will be distributed to partners on an annual basis to assess perceptions and input over time. This will be distributed through Survey Monkey to all partners and stakeholders across the state.

Data Collection Tool 6: Preliminary Service and Funding Flow Spreadsheet

CHI will collect data on current financial spending within each of the county human services departments starting at the point of a child referral. This data collection will allow us to look at current spending within the human services system and see where funds are being spent in the referral, assessment, and open case process. We will be able to share this data at the aggregate level and also be able to look at average spending per child.

CHI and TCC will partner with county human services agencies to collect this data. CHI and TCC will pull the number of referrals, assessments, and open cases by setting from the Colorado Department of Human Services Community Performance Center data system. We will partner with county human services departments to calculate a caseworker loaded hourly rate; duration of contact for referrals, assessments, and open cases; and cost of services provided to families for referrals, assessments, and open cases.

This financial analysis will allow Rewiring to establish a baseline of spending by county human services agencies. Over time, we expect these budgets to shift to more spending in prevention.

We anticipate collecting this data on a quarterly basis over the five-year evaluation. The data will be used to create a financial map that can be shared with external partners.

Data Collection Tool 7: Maintenance of Effort Financial Spreadsheet

CHI will collect data on current spending and resources in each county on prevention services. These data collection will allow us to ensure that Pooled Funds are used to supplement current funding streams, not supplant them.

This will include collecting financial data from multiple county-level funding streams, such as spending by county public health departments, Medicaid spending on children in each county, and any current spending on prevention services through the Colorado Department of Human Services. This includes the Office and Children, Youth and Families, Office of Early Childhood, Office of Behavioral Health, and the Office of Economic Security. In addition, we will ask for each partner organization that receives Pooled Funds to provide budget and financial data.

Specifically, line items in the financial map will include but are not limited to Nurse Family Partnership programs funded by local public health departments, Core Services Programs and Program Area 3 funds, and Temporary Assistance for Needy Families funds that were distributed to counties.

We anticipate collecting this data on a yearly basis over the five-year evaluation.

Data Collection Tool 8: Process Agreement Repository

CHI will collect process implementation documents at the county level, such as data sharing agreements, memorandums of understanding, and process maps. These documents will track initial efforts to expand Rewiring and offer opportunities for shared learning throughout the five-years.

Additionally, an analysis of these documents can inform recommendations for sustainability and scalability to Colorado and beyond.

Deliverables

CHI will provide an annual report summarizing our evaluation activities and relevant findings. The first two years' evaluation reports will focus on findings from Tier Two: This Generation and Tier Three: Future Generation evaluation activities, such as the Preliminary Service and Funding Flow Financial Map and results of the Barriers to Rewiring the System Interviews and Survey. Additionally, we will provide our first iteration of the Maintenance of Effort Financial Map in the first year — a template for data collection will be available in Q2, and then we will complete the data collection on an annual basis.

In years three and four, CHI's evaluations reports will provide findings from Tier One: This Family and Tier Three: Future Generations activities. This will provide some initial recommendations and opportunities to begin to shift funding flows to preventive services. A comprehensive report will be delivered at the end of year five summarizing findings throughout Rewiring's lifecycle. This report will evaluate progress on shifting funding flows to preventive services, improved caregiver and child well-being outcomes, and recommendations for scaling the pilot across Colorado.

Data Reporting

In addition to annual evaluation reports, CHI will be sharing data with TCC on a routine basis. CHI will create a dashboard to share with TCC on a quarterly basis. This dashboard will include data from the Individual Level Outcomes Spreadsheet and data from the System-Involved Children's Outcome Spreadsheet. This dashboard will provide TCC with the data needed to assess county progress. Further, the TCC team will be collecting quarterly data on the Preliminary Service and Funding Flow Financial Map and will share that data with CHI on a quarterly basis.

Timeline and Responsibilities

CHI will provide our deliverables at different times throughout the year. Table 3 outlines what quarter we will be reporting data or providing deliverables. Given the timing of the project, CHI is considering April to June to be our first quarter.

Table 3: Annual Timeline for CHI Deliverables

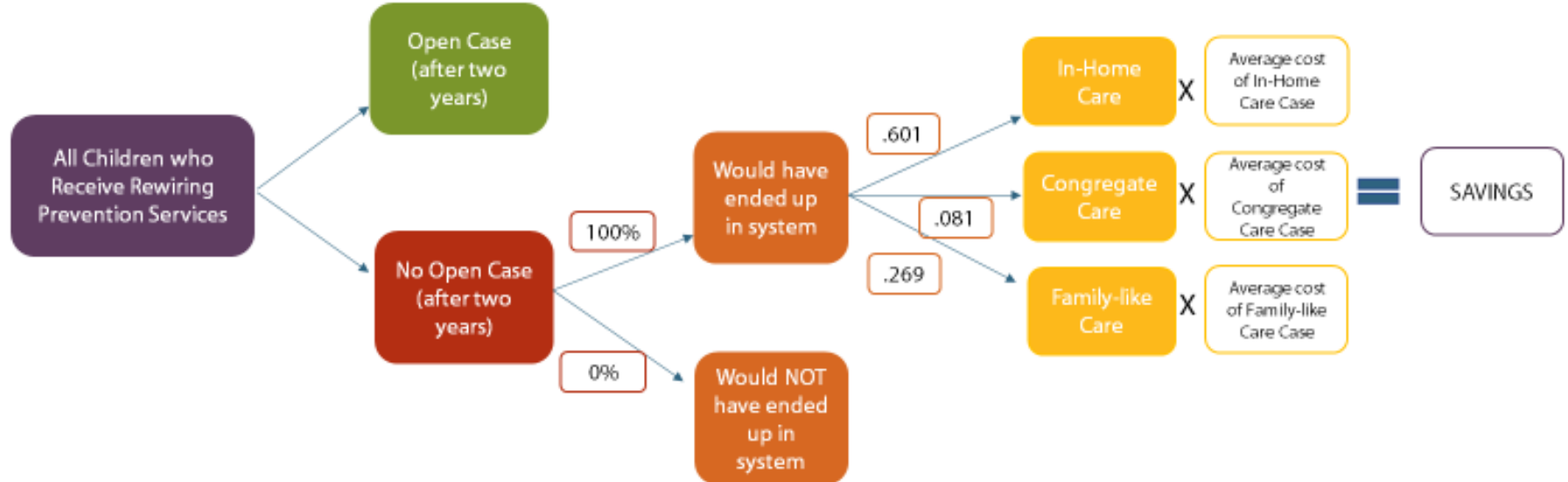
Q1: April to June	Q2: July to September	Q3: October to December	Q4: January to March
Individual Level Outcomes / CFSA 2.0 Analysis	Individual Level Outcomes / CFSA 2.0 Analysis	Individual Level Outcomes / CFSA 2.0 Analysis	Individual Level Outcomes / CFSA 2.0 Analysis
Service and Funding Flow Financial Map	Service and Funding Flow Financial Map	Service and Funding Flow Financial Map	Service and Funding Flow Financial Map
Outcomes for System-Involved Children Analysis	Maintenance of Effort Financial Map Framework (Data Collection Tool)		Completed Maintenance of Effort Financial Map Analysis
Barriers to Rewiring the System Analysis			
Partner and Stakeholder Input Analysis			
Annual Evaluation Report			

Appendix 1: Crosswalk of CFSA 2.0 and Child Maltreatment Prevention Framework Outcomes

	Child Well-Being and Achievement	Caregiver Well-Being and Achievement	Consistent High-Quality Care Giving
CFSA 2.0 Indicators			
Income	X	X	X
Employment		X (Status and Stability)	X
Housing	X	X	
Transportation		X	X
Food Security	X	X	
Child Care	X	X	X (Reliability; Affordability; Quality)
Child Education	X (Access and Engagement)		
Adult Education		X (Level of Education)	
Cash Savings		X	
Debt Management			
Health Coverage	X	X	
Physical Health	X	X	
Mental Health	X	X	
Substance Use	X	X	
Protective Factors	X (Family dynamics; Caregiver knowledge of parenting and child development; Caregiver-child relationship; Social and emotional competence of children)	X (Family dynamics; parental resilience; Social support; Caregiver knowledge of parenting and child development; Caregiver-child relationship)	X (Caregiver knowledge; Caregiver-child relationship)

Appendix 2: Future Generations Cost Benefit Analysis Diagram

Future Generations Cost Benefit Analysis: Prevention and Intervention Services



Distribution of Children with Open Cases in Colorado: CDHS Community Performance Center*

*January to March 2019 Data Used for this example Analysis Flow.

Appendix 3: Summary of Data Collection Plan Tools, Indicators, and Frequency

Data Collection Tool	Indicators	Data Collection Partner	Baseline	Frequency
Individual Level Outcomes Spreadsheet	<ul style="list-style-type: none"> • Child welfare assessments and open cases • Cost of services provided 	Community Partners	Within 24 hours of engaging with a community partner	Ongoing as services are provided; Reported to CHI quarterly
Colorado Family Support Assessment 2.0	<ul style="list-style-type: none"> • Consistent, high-quality caregiving • Child well-being and achievement • Caregiver well-being and achievement 	Community Partners	Within 14 days of engaging with a community partner	Every 6 months while receiving services, and upon case closure or completion of services. Additional follow-up will occur 3 months after closure.
Outcomes for System-Involved Children Spreadsheet	<ul style="list-style-type: none"> • Re-entry rates • Length of services • Quality of services 	CHI	2015	Annually from 2015-2025
Barriers to Rewiring the System Interviews and Survey	<ul style="list-style-type: none"> • County knowledge of and ability to demonstrate initial county investments to shift funding to prevention services 	CHI	Upon each county's partnership with Rewiring	Biennially from 2020-2025
Partner and Stakeholder Input Survey	<ul style="list-style-type: none"> • Input on the process, engagement with Rewiring, and cross-system communication 	CHI	2020	Annually from 2020-2025
Preliminary Service and Funding Flow Spreadsheet	<ul style="list-style-type: none"> • Number and Cost of Referrals, Assessments, and Open Cases 	CHI in partnership with TCC	2010	Annually from 2010-2019; Quarterly from 2020-2025
Maintenance of Effort Financial Spreadsheet	<ul style="list-style-type: none"> • Adoption of new spending practices by county human services to fund prevention 	CHI	2015	Annually from 2015-2025
Process Agreements Repository	<ul style="list-style-type: none"> • Signed Memorandum of Understanding • Signed data sharing agreement • Process map of how services are provided 	CHI	NA	Ongoing as new counties partner with Rewiring

Appendix 4: Rewiring Logic Model: County modeling

Planned Work		
Resources/Inputs	Activities (Action Items)	Outputs (Achievement Indicators)
<i>In order to accomplish our set of activities we will need the following:</i>	<i>In order to address our problem and achieve our goal we will accomplish the following activities:</i>	<i>We expect that once accomplished, these activities will produce the following evidence or service delivery:</i>
<ul style="list-style-type: none"> • Rewiring Leadership • Community Service Provider Partners • County Human Services Leadership • Pooled Funds Steering Committee • Evaluation Team • Philanthropic Partners • Pooled Funds Financial Resources • County Human Services Budget Data • Prevention Services Spending 	<ul style="list-style-type: none"> • Create memorandum of understanding for county partners • Create common set of outcomes • Create standard release of information for clients who receive services • Create a process map to demonstrate how each county has implemented Rewiring • Create data sharing agreements for partners • Identify an assessment tool • Establish clear decision-making roles and processes among partners • Create Preliminary Service and Funding Flow Map • Create Maintenance of Effort financial map • Create a sustainability plan to identify opportunities for county replicability • Collect data on current understanding of barriers to investing in prevention activities • Write Rewiring Framework and Guidelines for Pooled Funds Spending • Create survey to assess current county barriers to investing in prevention • Create survey to assess stakeholder perception of the process, their engagement with Rewiring, and cross-system communication 	<ul style="list-style-type: none"> • Memorandum of understanding created • Establish core set of outcomes for all county partners • Distribute standard release of information to partners • Signed data sharing agreements • Community partners trained on Colorado Family Support Assessment tool • Map of how services are provided in each county's Rewiring • Data collection template for county partners to use • Leadership identified • Published analysis of Preliminary Service and Funding Flow Map • Published Analysis of Maintenance of Effort financial map in each county • Share report on the current barriers to investing in prevention activities • Publish Rewiring Framework • Distribute Guidelines for Pooled Funds Spending • Share report on Partner and Stakeholder Input survey results

Intended Results		
Short-term Outcomes (Process Metrics)	Mid-term Outcomes (Outcome metrics)	Long-term Outcomes (Impact)
<i>We expect that if accomplished these activities will lead to the following changes:</i>	<i>We expect that if accomplished these activities will lead to the following changes:</i>	
<ul style="list-style-type: none"> • Prevention interventions successfully delivered to the target populations • Timely access to supportive prevention services • Stratified approach for identifying kids to receive prevention services* • Shared data and information about clients across partners • Agreement among partners on common set of core outcomes* • An understanding of Preliminary Service and Funding Flow • An understanding of current county barriers to investing in prevention • An understanding of partner and stakeholder perceptions, input and engagement 	<ul style="list-style-type: none"> • Improved child and caregiver well-being and achievement <ul style="list-style-type: none"> – Income – Employment – Housing – Transportation – Food Security – Parent Education – Cash Savings – Debt Management – Health Coverage – Physical Health – Mental Health – Substance Use – Protective Factors – Readiness to Change • Improved consistent, high-quality caregiving <ul style="list-style-type: none"> – Child Care • Financial savings tied to improve child and caregiver well-being and achievement outcomes • County knowledge of and ability to demonstrate initial county investments to transition funding to prevention services • Improved quality of services, including length and re-entry, for children who are in the system 	<ul style="list-style-type: none"> • Fewer children and families entering child welfare • Improved quality of services for children who are in the system and placement stability • Restructured flow of local and state to ensure that primary and secondary prevention interventions and high-quality direct services can be sustained for all who need them • Replicable and scalable approach for the larger system both in Colorado and nationally

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