Performance Evaluation & Innovation (PEI)

2018 Annual Report

Office of Child Support Services
Department of Health and Human Services
March 29, 2019

Cuyahoga County
Together We Thrive

Office of Child Support Services (OCSS)

Continuous Quality Improvement Team

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Contents

<u>OCSS Operational Plan Goals</u>

Goal 6: Every resident is on a path to upward income mobility and career advancement.
Goal 7: All residents are safe, supported, and able to care for themselves.
Goal 12: Make a difference in everything we do.
Goal 14: Provide a superior customer services.
Goal 15: Make Cuyahoga County an Employer of Choice.

Introduction

The Cuyahoga County Office of Child Support Services (OCSS) was established December 21, 1987 and has transformed over the past 32 years. The original purpose of the child support program was to recover welfare costs; however, Congress has steadily embraced a broader mission for the child support program.[1] The program has shifted from a program designed around welfare recovery and involved a punitive approach to collections, to now including family-centered customer service, procedural justice, and innovations. To support the implementation of this approach, OCSS's Process Analysis Unit was restructured and rebranded the Continuous Quality Improvement (CQI) Department. CQI's responsibilities include, but are not limited to the following:

- Compliance to local rules, state codes and federal regulations
- Quality Assurance (local, state, federal audits)
- Training (child support, diversity, community resources)
- Data Collection and Analysis
- Grant Administration
- Policy and Procedure Development and Maintenance
- Special Initiatives and Agency Support

The CQI team is equipped with diverse skill sets that contribute to the success of the above responsibilities. Each day presents new projects and opportunities that enhance the CQI team's role with OCSS and community partners. It is rare that tasks are completed by CQI independent of collaboration with agency departments. There were multiple changes in the Child Support Program and OCSS during 2018. The CQI team was engaged in multiple projects and continued to learn and support the team, agency, and County. The items below are highlights of major endeavors CQI participated in or led, along with the goals for 2019 and lessons learned.

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[1] Office of Child Support Enforcement (OCSE). "Family-Centered Innovations Improve Child Support Outcomes." Child Support Fact Sheet Series Number 1, June 19, 2011.

Executive Summary

The purpose of this report is to summarize the OCSS CQI department's activities and initiatives, recognize substantial barriers and limitations, and provide an analysis for overall effectiveness of the OCSS CQI Division. CQI currently stands as the primary supportive resource for the six divisions of the Office of Child Support Services. The CQI division annually evaluates actions, capabilities, and outcomes. Opportunities remain to improve organizational practices and identify improvements in organizational structure and function.

Continuous Quality Improvement Activities for 2018

Strategic Plan/Goal Development

- Developed of the OCSS Operational Plan with the goal of alignment with the Cuyahoga County Strategic Plan.

Customer Service Quality Improvement

- Analyzed the effectiveness of behavioral science through the Behavioral Interventions for Child Support Program.
- Assisted eligible OCSS clients with achieving more lucrative employment opportunities through the Families Forward Demonstration Grant.

Efficiency Gap Quality Improvement

- Tracked progress of Lean Six Sigma projects focused on identifying process defects and eliminating needless steps through data collection and inquiry.
- Created standard operating procedures with collaboration from key departmental stakeholders for the OnBase WorkView Case Management System.

Employee Development Quality Improvement

- Developed, scheduled, and helped facilitate employee training sessions as the result of significant legislative changes.
- Assisted Cuyahoga County Training Department with new-hire and onboarding training of recently hired OCSS employees.

OCSS Highlights

Agency Operational Plan 2018-2019

The initial development of OCSS's 2018-2019 Operational Plan (4th Quarter 2017) was coordinated by the CQI team and included the creation of work groups, scheduling, and facilitating brainstorming sessions with 29 agency employees of varying classifications. Suggestions were documented and presented to agency leadership. These sessions included discussions of the Cuyahoga County Strategic Plan Goals and how OCSS could develop cascading goals that would contribute to the success of the County and the Department of Health and Human Services (DHHS). The OCSS Operational Plan for 2018-2019 includes 16 action steps across the five Cuyahoga County goals. CQI directly supports six of these action steps and acts as support to other areas for the remaining ten of the action steps. OCSS experienced a significant amount of transition and organizational restructuring during 2018, which caused interruptions to initiatives and results. However, these experiences provided insight and uncovered opportunities to allow for continued growth during transition.
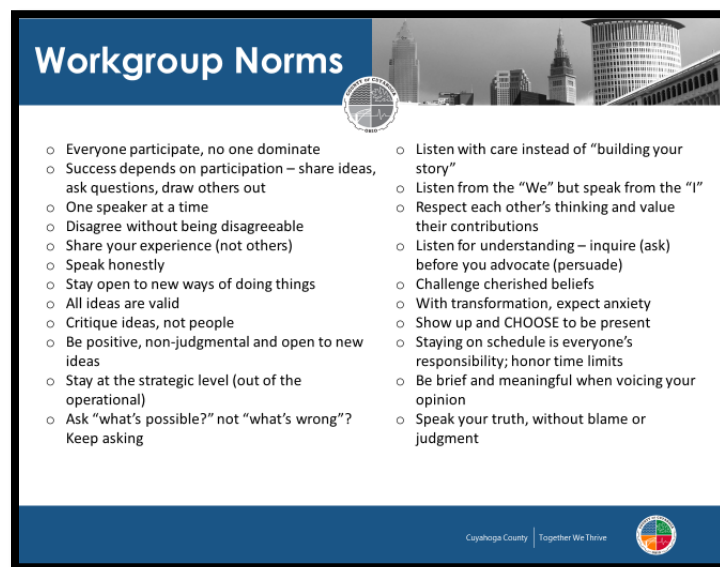

Figure 1: OCSS Operational Plan Workgroup Ground Rules

Goals for 2019:
- Review and assess status of goals and action steps by developing a tool to monitor progress and organize data collection
- Partner CQI team member(s) with project leads
- Schedule "touch points" with project leads to ensure project progress and assist with moving the plan forward
- Generate ongoing conversations

Policy and Procedure (County Goal 12, OCSS Action Step 2)

The establishment of policies and procedures creates efficiencies and improves outcomes through processes focused on continuous quality improvement. Since the inception of CQI, the team has focused on ensuring OCSS policies and procedures are streamlined and consistent when creating and/or editing policies. Initiation of policy development begins either within CQI based on identified areas of opportunity, legislative changes, county mandates, or requests from key stakeholders. CQI published 18 new policies/processes and 2 memorandums of policy in 2018, of which 71.5% was a collaboration between CQI and stakeholders.

Goals for 2019:
- Streamline standard operating procedure (SOP) template
- Assess and overhaul online innerweb/repository for SOPs

Table 1: OCSS Policy & Process Review, 2018

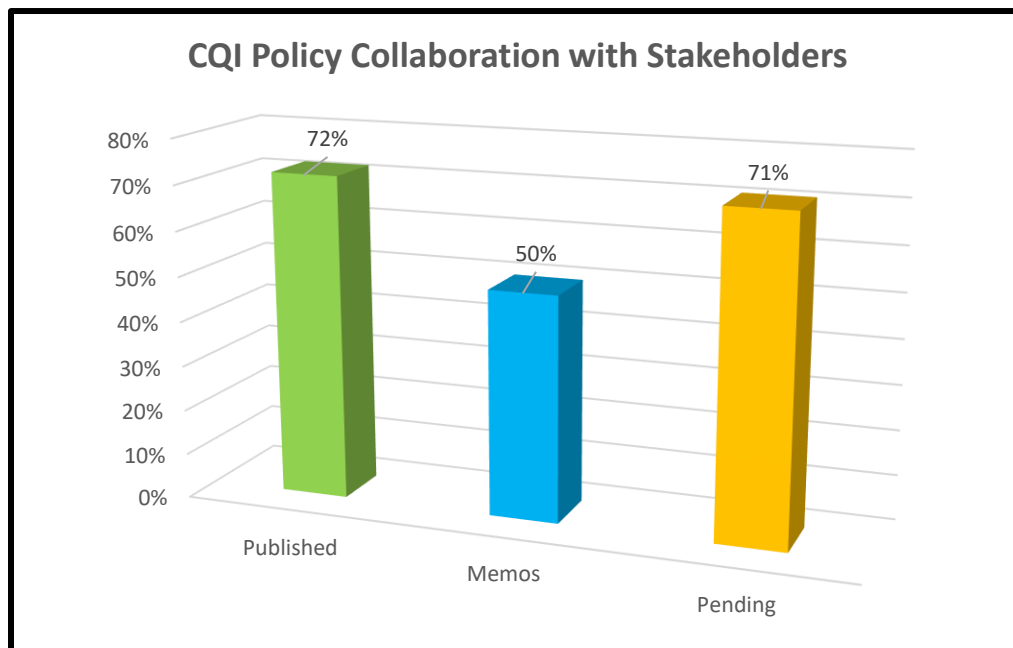|	Type	Count	Collaborative efforts	CQI (independent)
Published	Policy/Process	18	13	5
	Memorandum of Policy	2	1	1
Pending			**Collaboration**	**CQI**
Pending	Policy/Process	17*	12	5

*8 due to legislation updates

Figure 2: Percentage of OCSS CQI Policy Collaboration, 2018

Behavioral Interventions in Child Support (County Goal 7, OCSS Action Step 8)

The Behavioral Interventions for Child Support Services (BICS) grant explores how behavioral science can increase the effectiveness of child support programs, build a culture of evaluation and critical inquiry in the child support community, and rigorously test interventions that consider the obstacles that people must overcome in order to access programs and services. BICS is managed by the CQI team who, along with the Ohio Office of Child Support (OCS), planned and launched a series of rapid-cycle tests in collaboration with Franklin County aimed at increasing the number of parents registered for the Child Support-Customer Service Portal through mailing, emails, and in-person marketing campaigns. Findings include:

Table 2: OCSS BICS Preliminary Results

Test	Findings	Findings
Mail Intervention	Statistically significant	No difference between black and white to color
Email Intervention	Higher registration with intervention group	No difference between multiple templates used
In-Person Test	Test Ended due to operational challenges discovered	Challenges led to new intervention to increase attendance

Goals for 2019:

- Apply BICS methodology to other areas of OCSS
- Rectify areas of weakness in processes and data identified via the BICS project
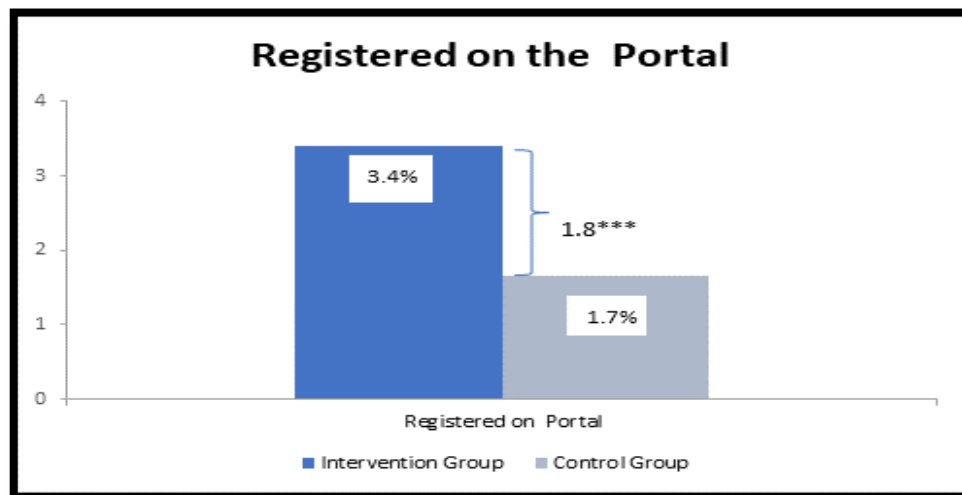- Create structure and repository for BICS application for long-term reference

Figure 3: Preliminary Impact of Email Intervention

Families Forward Demonstration Grant (County Goal 7, OCSS Action Step 7)

The Families Forward Demonstration (FFD) grant seeks to build on previous research on employment focused programs to identify strategies for helping non-custodial parents qualify for higher-paying jobs in their local labor market. Strategies include offering occupational skills training, financial literacy and responsive child support enforcement to improve the financial capabilities of non-custodial parents **with** child support **obligations but** are not able to fully meet their obligations due to low earnings. FFD is managed by the CQI team who focused on finalizing the program design and implementation in 2018 which included issuing a behaviorally informed email to 2,503 potential program candidates as identified through an administrative data pull. The email was sent via the ReadyNotify system and included an FFD program flyer. The first orientation was held November 13, 2018.

Figure 4: Recruitment Flyer for Families Forward

Goals for 2019
- Finalize marketing materials and recruitment strategies
- Launch and test social media campaign
- Buildout enhancements to the FFD database to support MDRC data requests
- Recruit and enroll participants

Lean Six Sigma (County Goal 15, OCSS Action Step 1)

To expand and promote employee development, twenty-four OCSS employees (including five CQI team members) participated in the 2018 Lean Six Sigma cohort. Lean Six Sigma is a widely accepted standardized method that promotes collaboration to identify defects and eliminate wastes in processes while adding value to outputs and meeting the needs of the customer. This program spanned three months and included web based and instructor led training, project planning, data, and a Kaizen event. A vital component in the Lean Six Sigma analysis of a process is data collection during discovery and post solution implementation. OCSS encountered multiple challenges in accessing, collecting, and organizing data. Not only has this data concern presented itself during this endeavor, but in other aspects of CQI and OCSS's regular reporting. Five OCSS employees earned green belt certifications and twenty earned yellow belt certifications. Lean Six Sigma projects for OCSS include:

- Termination of Child Support
- Establishment of Support Orders within 90 days
- Contact Center: First Call Resolution
- Increased Early Engagement for Payments

Goals for 2019
- Centralize Lean Six Sigma administration in CQI
- Develop tools for project assessment and control
- Apply Lean Six Sigma methodology to other OCSS processes
- Improve and maintain data collection parameters
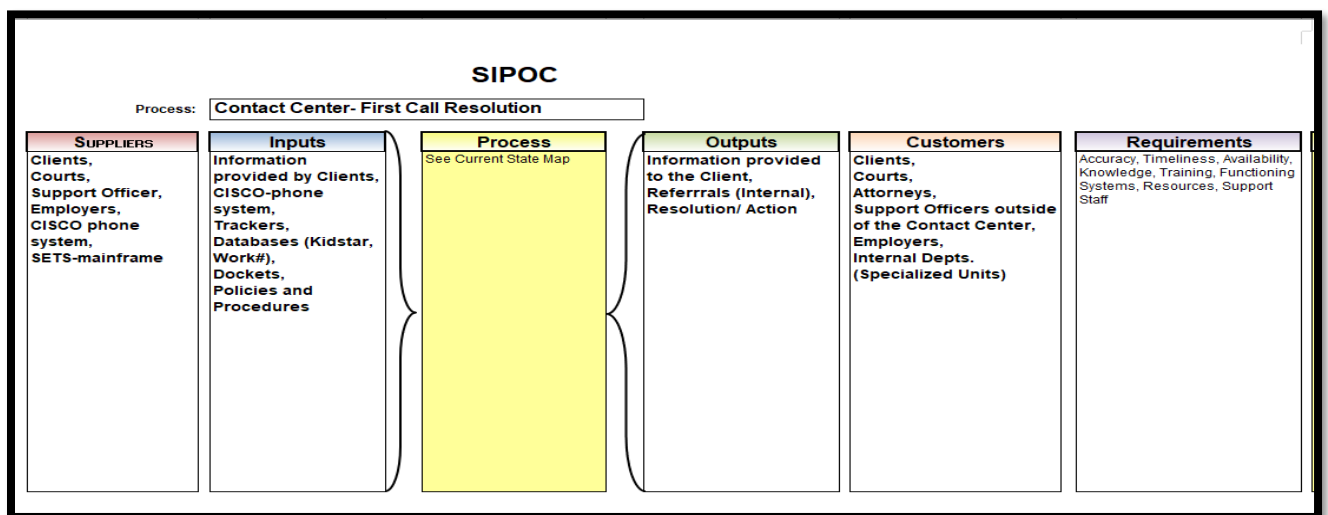- Streamline data requests through the CQI team

Figure 5: SIPOC for Contact Center - First Call Resolution

OnBase WorkView Case Management System (County Goal 12, OCSS Action Step 1)

Improving operational efficiency requires innovation and project development that surpasses streamlining and updating standard operating procedures; therefore, OCSS and Cuyahoga County Information Technology partnered to procure Hyland Software to create a comprehensive case management system for the Establishment, Enforcement, and Order Balance and Maintenance Divisions. Hyland OnBase WorkView allows improved organization of cases, easily identified case statuses, provides triggers/reminders for follow up, as well as effective reporting tools. The Hyland OnBase WorkView project began March 2018 with discovery, and continued through task and taxonomy creation, and prototype development. CQI has provided support for this endeavor to the process owners and will continue to do so in 2019 as standard operating procedures are established for the Hyland OnBase WorkView system. This system will provide better access to data to assess effectiveness of procedures, as well as compliance with programs.

Goals for 2019
- Complete Standard Operating Procedures
- User Acceptance Testing and Systems plus SOP training
- Begin using system for reporting and quality assurance

Table 3: Processes and Queues for WorkView Case Management System

Track	Queues Created
Establishment	27
Enforcement	26
Order Balance and Maintenance	8

Training (County Goal 7, OCSS Action Step 3 & County Goal 15, OCSS Action Step 1)

As the child support program continues to shift an approach from punitive to a family-centered resource provider, OCSS needs to better equip agency employees with a tool box of resources for all customers. CQI prepares, coordinates, and collaborates with community partners to provide agency employees a variety of information in the form of monthly/quarterly mini trainings. In addition to community partners, CQI utilizes trainings to convey new policy, legislation, and refresher information with consistent messaging that can assist in day to day operations. CQI coordinated 15 mini trainings in 2018. Surveys are issued are each course to improve course offerings and quality of presenters.

CQI also acknowledged employees' desire to improve themselves professionally and personally by creating and providing diversity classes starting Spring 2018. Allowing

employees the opportunity to better themselves can improve the emotional atmosphere and success of OCSS. CQI developed and presented eight diversity classes in 2018.

Goals for 2019:
- Create an accessible repository for all information provided during trainings
- Increase number of community partner trainings that can allow team members to link parents to supportive resources
- Improve survey responsiveness

Table 4: OCSS CQI Training Summary, 2018

Type	Count	Collaboration with Partners	CQI (independent)	Attendance
Mini Training	15	6	9	1702
Diversity	8	1	7	248
Miscellaneous	**Count**	**Collaboration**	**CQI (independent)**	**Attendance**
Culture of Respect*	8	8	0	266
Active Shooter Training	2	2	0	62
New Hire Training**	5	0	5	33

*Assisted HR with scheduling, attendance, invites, logistics
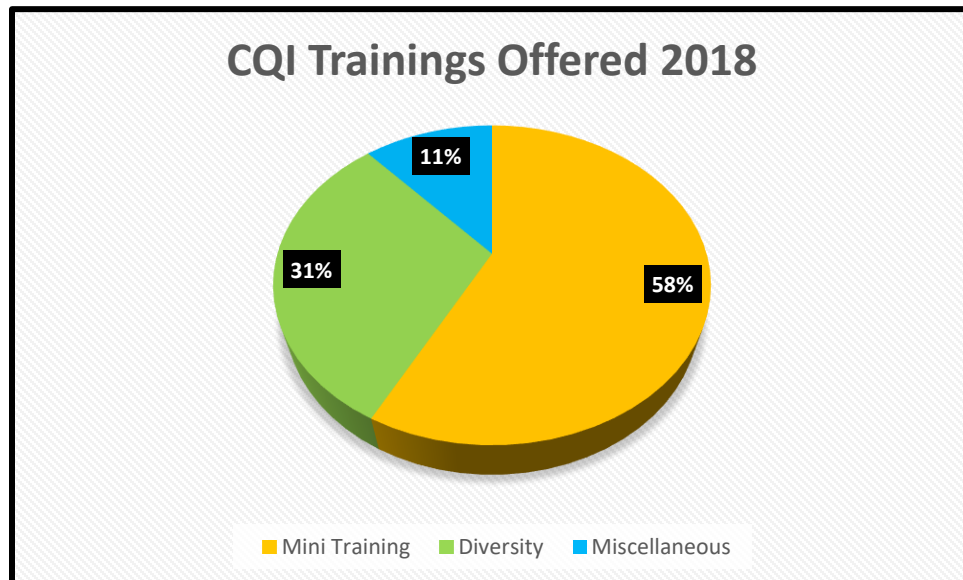**CQI managed OCSS New Hire Training during absence of Senior Training Officer

Figure 6: OCSS CQI Training courses, 2018

Legislation (County Goal 12, OCSS Action Step 2)

The State of Ohio Legislature approved and signed two bills in 2018 that directly impact the Child Support Program. Both bills were approved in 2018, but implementation will rollover into 2019.

- Senate Bill 70 (Child Support Technical Fixes Bill) became effective May 11, 2018 and provided a nine-month grace period for the Office of Child Support (OCS) to prepare for official implementation on February 11, 2019.
- House Bill 366 (Ohio Child Support Guidelines) passed June 7, 2018 with an effective date of March 28, 2019.

CQI's responsibilities include analysis, compliance, training, and staff support. Therefore, CQI has been directly involved with OCS's preparation, development, and training sessions as part of the Administrative Rule Work Group (ARWG) video conferences. Multiple policies and forms required updating as well as the dissemination of the new laws to agency employees and community partners. The CQI team also took this opportunity to complete a large overhaul of the eDocs (electronic forms) system to create efficiencies while delivering services to clients. Furthermore, CQI created and delivered mandatory training sessions Fall 2018 to prepare agency employees for S.B. 70 that included a power point and easy to follow handouts that highlighted the abundance of changes. (Note: H.B. 366 training was also created and delivered February 5th and 19th, 2019 that mirrored the S.B. 70 training). In addition to the highlights below, countless calls and general collaboration meetings were held with key OCSS stakeholders and Program Consultants at the state level.

Goals for 2019:
- Continue preparation for H.B. 366 (policies, processes, forms, trainings, etc.)
- Apply lessons learned to other projects
- Begin work on opportunities for improvement that were discovered during legislative process
- Assess additional needs through audits and surveys

Table 5: OCSS CQI Legislative Activities, 2018

Preparation	Number		Updates	Count
eDocs Meetings	9		SB70 Policies	8
ARWG Sessions	4		eDocs updated	45
OCDA Sessions	4		eDocs removed	972
OCS Training	1		eDocs reorganized	111
Legal Seminar	1		HB366 Policies (upcoming)	5
Agency Trainings	12			

S.B. 70 Changes At-a-Glance

New/Modified Orders
- If parties do not provide requested info, CSEA can:
  - File motion in court for cooperation -or-
  - Proceed making reasonable assumptions
- JFS 593 Child Support Financial Affidavit used for both
- Both parents asked for the same documents/info

Medical Support
- If HI obligor does not get coverage within 30 days, CSEA may notify court
- Failure to get coverage punishable as contempt

Establishment
- Court must make PCR determination if identical siblings are putative father
- Support hearing within 60 days of
  - IV-D application or referral or
  - Issuance of PCR determination
- Admin orders effective 14 days after issuance
- Order effective while objection pending unless court issues stay

Modifications
- For all orders:
  - Notice of review reduced to 30 days
  - Notice no longer threatens contempt for failure to respond
  - CSEA may add/adjust payment on arrears
- For admin orders:
  - Modifications still effective 1st of month after review began
  - CSEA still files with court if deviation required
- For court orders:
  - Payment on arrears considered at requested admin hearing
  - Court to consider child tax credit only at request of one of the parties

General Items
- Effective 2/11/19
- Standard 14-day objection periods
- Objection period starts with date of issuance
- IV-D applications required for paternity/support establishment, modifications, terminations

Enforcement
- Liens
  - Only discharged for execution sale or arrears paid in full
- Lump sums
  - CSEA to issue admin orders for judicial and admin cases
  - Court to issue orders for support orders prior to 1/1/1998
- FIDM
  - Joint account owners to request admin hearing within 14 days of notice
  - Joint owners may file court motion within 14 days of admin determination of ownership
  - Court to hold hearing within 14 days
  - Party filing motion considered temporary party for this issue
- State tax offset
  - Obligor qualifies after 3 months of arrearage of at least $150 each month.
- Criminal Non Support
  - Includes non-payment on arrears on terminated orders
  - Statute of limitations begins at termination for arrears-only cases

Terminations
- New/updated reasons for termination
  - Termination reason specified in court order for child reaching age 19
  - Child's adoption
  - Obligor's death
  - Grandparent paying/receiving support notifies CSEA of reason to terminate
  - Marriage of the parties

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Figure 7: Desk Aid for S.B. 70 Legislative Update

Shared Services (County Goal 14, OCSS Action Step 2)

New hire training and onboarding was scheduled to transition to the Westshore Learning and Professional Development Center January 2018. However, CQI maintained this responsibility until an OCSS Senior Training Officer (STO) was available. During this absence, CQI planned, coordinated, and facilitated new hire training for 5 new hire classes accommodating 34 new employees across multiple classifications. Upon return of the STO, CQI provided updates of process, format, and material changes as well as assisted with the transition to Westshore. Developing a strong relationship with Professional Development is critical to new employee onboarding.

In addition to training, CQI has embraced the premise of shared services by attending monthly Performance Evaluation and Innovation (PEI) team meetings as well as opening and/ or participating in multiple conversations with partner agencies regarding standard operating procedures (SOP) and data. In addition to identifying best practices with SOPs during these discussions, reports utilized for data, challenges encountered, Tableau, SSRS, and other tools that could be more effective when capturing and reporting data were also recognized. Discovery and exploration with other DHHS agencies in 2018 allowed for optimal prioritization of options and goals for 2019.

Goals for 2019:
- Continue to communicate with Westshore Learning and Development Center policy updates and onboarding needs for OCSS
- Partner with other HHS agencies to discuss data collection and analysis and identify best practices

Findings and Recommendations

Although implementation of legislative changes took priority in 2018, and will do so at least through the first quarter of 2019, the effort and work that was required to prepare OCSS employees, local courts, and community partners impacted multiple areas of CQI's responsibilities, including standard operating procedures, training, and shared services; therefore, legislation became the catalyst to review and act on other areas. Additionally, legislative updates identified other opportunities for improvement in OCSS policies and procedures, project management and data.

- Of the projects listed above, 67% presented concerns with obtaining usable data (Operations Plan, Policy and Procedure, BICS, FFD, Lean Six Sigma, Hyland OnBase WorkView, and Shared Services); this is a shared issue among other Department of Health and Human Services (DHHS) agencies. Access to data drives multiple areas and remains a goal for Cuyahoga County (Goal 12.3), DHHS (Goal 12.3a-d), and OCSS (County Goal 12, OCSS Action Step 2). CQI has determined that data extraction, aggregation and reporting shall be a priority for 2019.
- Surveys are issued electronically after all CQI trainings and agency employees provide both positive and negative feedback to CQI. The recurring feedback that employees gain a better understanding of topics after mini trainings has motivated CQI to increase the number of face-to-face sessions, both within unit meetings and general trainings in 2019. These will be in addition to email messages of opportunities for training and newly published SOPs. Increased visibility of CQI and one on one explanations can contribute to the overall understanding and acceptance of the "big picture" and the "why."
- For the most part, 2018 projects included the same needs to improve service delivery: data, process review, training, communication, and collaboration. The utilization Lean Six Sigma methods and BICS concepts can benefit nearly all of OCSS's and CQI's future endeavors.

Conclusion

OCSS CQI experienced numerous challenges in 2018, from multiple changes in leadership and department vacancies, to major updates to the Child Support Program and several concurrent projects. Throughout these changes, CQI kept on pace to complete priority tasks, provide support and collaborate with agency partners, as well as continue to increase agency awareness of the role of CQI. Although, the term "challenge" was utilized numerous times throughout this report, these challenges have provided lessons learned and opportunities for professional and personal growth for CQI and OCSS; and will not impede the vision and goals of OCSS, DHHS, and Cuyahoga County.

OCSS CQI anticipates 2019 will consist of ongoing collaboration with multiple DHHS agencies, as well as community partners to optimize organizational efficiency via technology, standard operating procedures, and family-centered innovations. Additionally, CQI will focus on standardizing data collection and analysis that will facilitate informed decision making that can directly impact the customer experience, financial support, and general well-being for the families of Cuyahoga County. Concentrating on the above items will support agency, DHHS and Cuyahoga County goals, as well as help OCSS employees and customers thrive and succeed.