



STATE OF MICHIGAN

DEPARTMENT OF HEALTH AND HUMAN SERVICES
LANSING

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IV-D MEMORANDUM 2017-023

TO: All Friend of the Court (FOC) Staff
All Prosecuting Attorney (PA) Staff
All Office of Child Support (OCS) Staff

FROM: Erin P. Frisch, Director
Office of Child Support

DATE: October 18, 2017

SUBJECT: Contract Performance Standards (CPS) Project: Status Update

ACTION DUE: None

POLICY EFFECTIVE DATE: Upon receipt

PURPOSE:

This IV-D Memorandum provides an update on the Contract Performance Standards (CPS) Project and a forecast regarding its implementation. This is new information; all PA and FOC staff are encouraged to read this memorandum. OCS is working toward an implementation of CPS for fiscal year 2019 (FY19), which will begin October 1, 2018 and end September 30, 2019.

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[Exhibit 2017-023E1: CPS Project Communication Chart](#)

DISCUSSION:

A. Background

In October 2016, OCS introduced CPS into the five-year Cooperative Reimbursement Program (CRP) Agreements in an effort to demonstrate the effectiveness of the Michigan IV-D program; prior to that date, Michigan was one of only a few states without minimum performance standards for IV-D partners.

OCS introduced CPS into the CRP agreements for IV-D partner offices in two functional areas: establishment and enforcement.¹ Typically, PA staff perform establishment functions, and FOC staff perform enforcement functions. Some county offices, however, are combined offices, performing both establishment and enforcement functions. As such, IV-D staff in a combined office will be required to meet CPS in both establishment and enforcement functional areas.

1. Definitions

For purposes of this memorandum and future communications, the following terms and/or definitions will be used:

¹ OCS support specialists are typically the IV-D staff who initiate (create) IV-D cases. IV-D case initiation performance measures are already in place and are reviewed monthly. Because support specialists are state employees, these performance standards are not part of the CRP.

- Cooperative Reimbursement Program (CRP) refers to the contract entered into by the state and the counties.² The CRP requires counties to perform IV-D work and provides for the reimbursement of IV-D work. IV-D staff may find more information about the CRP on mi-support;³
- Contract Performance Standards (CPS) refers solely to the performance standards newly established *within* the CRP; and
- “CPS project” refers to the task that will implement, measure and monitor the CPS going forward.

2. CPS Development

The Program Leadership Group (PLG) authorized a Cooperative Reimbursement Program Measures Steering Committee (Steering Committee)⁴ to ensure transparency and understanding, and to establish a comprehensive approach to CPS.⁵ The charter for the Steering Committee authorized the committee to interpret the language of the CRP to ensure meaningful and accurate implementation of the CPS.

The Steering Committee and CPS JAD⁶ participants further defined the expected performance criteria in order to effectively measure CPS compliance. Detailed performance criteria and expected performance standards will be introduced and incorporated into the *Michigan IV-D Child Support Manual* before CPS is implemented.

The PLG previously approved several documents regarding CPS. These were introduced via a December 29, 2016, email notification titled [Cooperative Reimbursement Program \(CRP\) Contract Measures Project](#). The documents remain available on mi-support:

- [Implementing Cooperative Reimbursement Program \(CRP\) Performance Measures Executive Summary](#) provides a high-level overview of the CPS;
- [Implementing Cooperative Reimbursement Program Performance Measures – Project Charter](#);
- [Cooperative Reimbursement Program \(CRP\) Measures Steering Committee Charter](#); and

² Ref: 45 Code of Federal Regulations (CFR) 302.34.

³ Information about CRP may be found on mi-support under Central Activities > [Contracts](#) and Program Library > Index > [Contracts](#).

⁴ This committee is also referred to as the CPS Steering Committee.

⁵ Ref: the [CRP Contract Measures Steering Committee Roster](#) for the list of members. Most members of the Performance Management Workgroup were named to the Steering Committee as well as other PA staff, Friends of the Court, FOC staff, Data Warehouse support staff, and OCS staff. Many of the Steering Committee members also participated in the CPS Joint Application Design (JAD) effort.

⁶ For more information about the JADs, reference Section B, “CPS MiCSES Work Measures Development Process,” of this memorandum.

- [CRP Contract Excerpt and Performance Standards FY 2017-2021](#) provides the wording of the CPS and the criteria for measuring them.

3. Types of CPS Measures

The CPS may be categorized into two major areas: Michigan Child Support Enforcement System (MiCSES) Work Measures and Training Measures.

a. MiCSES Work Measures

The CRP identifies seven case management requirements:

- Initial actions regarding court action referral (CAR) processing;
- Non-custodial parent (NCP) locate;
- Federal service of process (SOP);
- Court order establishment for family support and paternity cases;⁷
- Court order review and modification;
- Medical support provisions in court orders; and
- Timely enforcement for newly located NCPs with an enforceable condition.⁸

Reference Section B in this memorandum for more information.

b. Training Measures

The CRP also requires staff trainings in customer service and MiCSES. See Section D, “CPS Training Measures Development Process” in this memorandum for more information.

4. CPS vs. Other Program Measures

The CPS distinctly measure IV-D activities and performance in ways that differ from other performance reports such as the *Child Support Enforcement Annual Data Report* (OCSE-157), *Quarterly Collection Report* (OCSE-34), self-assessment audit reports, and the *Service of Process Details Report* (ES-202).

The CPS do not take away from or minimize any other program measures or standards used by the IV-D program to evaluate itself. The various methods of measuring program performance stand alone as a means of providing unique and valuable input about the way Michigan’s IV-D program delivers its services.

⁷ These are “DS” and “DP” court order types, respectively.

⁸ Enforceable conditions include a medical provision that is not fully met, or IV-D financial obligations that are unmet. Unmet IV-D financial obligations include a support order with a currently charging IV-D obligation(s) with at least one month’s past-due support, or a support order with no IV-D obligation currently charging but with any amount of past-due IV-D debt.)

The value of each measure can be important to numerous users, regardless of their role in the program. The CPS MiCSES Work Measures and Training Measures will inform partners who sign the CRP and IV-D staff who implement CPS about the requirements. However, CPS will not be the sole determining factor of how the IV-D program performs.

With the implementation of CPS, OCS will provide an “at-a-glance” chart comparing and contrasting case selection and measurement in CPS reports against those in other performance and monitoring reports.⁹

B. CPS MiCSES Work Measures Development Process

Implementing CPS is a large effort that will impact FOC, PA, and OCS staff. Partner representatives from FOC, PA, and OCS offices participated in the Steering Committee and JAD sessions.¹⁰

The Steering Committee clarified the CPS language found in the CRP. This clarification was referenced during the JAD sessions that were facilitated by MiCSES Data Warehouse staff to develop and deliver CPS reports.

The JADs defined and determined:

- Business and functional needs;
- How to measure CPS criteria using MiCSES data;
- Reports that will provide CPS performance measurement; and
- Reports that will assist in the improvement of CPS performance.

JAD members recognized and *thoroughly* discussed that some establishment and enforcement work is performed but not recorded in MiCSES. However, to comply with CPS MiCSES Work Measures and the associated system-generated reports, IV-D workers must record actions in MiCSES; these actions will be known as “qualified actions.” For example, a “qualifying action” for CPS purposes would include, but not be limited to a IV-D worker moving a case to a new minor activity on an activity chain. JAD members identified qualifying actions for each CPS; these will be introduced and explained when OCS publishes policy prior to the implementation

⁹ CPS reports will be compared to some key performance reports so IV-D staff may know the differences between the CPS reports and other reports.

¹⁰ JADs are meetings in which MiCSES project team members gather business and functional requirements for a child support process. JAD members are typically comprised of technical resources, OCS Program Development Division staff, and IV-D staff with subject matter expertise. JAD members discuss the business process and the system design that will best support the business needs. Ref: [mi-support](#) for more information regarding JADs.

of CPS. Some actions, while valid to complete IV-D work, are not readily traceable in MiCSES and will not be considered qualified actions.¹¹

The PLG, the OCS Executive Management Team (EMT), and the Steering Committee all felt that it was important for the committee to approve the JAD decisions. The Steering Committee was the first partner group to review and approve the JAD design documents. This approval was in addition to OCS's standard approval process of system design deliverables that involves functional owners and other OCS management.

1. Defining the CPS Measures

The Steering Committee spent time refining the CPS language (defining *what* to measure) so that the JAD process could determine *how* to measure the individual CPS. The committee took into account the amount of time that batch programs require, as well as other logistical parameters to set the groundwork for the JAD. For instance, one CPS stated "75 percent of CARs were evaluated and acted on pursuant to IV-D policy and recorded in MiCSES within 14 days." But the committee discussed the need to add one more day to accommodate MiCSES progressing the IV-D case from support specialist to PA ownership.¹²

The detail of the CPS measures will be provided in forthcoming policy, training and technical documentation.

2. JADs for CPS Reporting

The committee and the JAD members understood the importance of being able to trace the cases that met or did not meet the individual CPS criteria. This ability would make IV-D staff aware of which cases passed and which cases did not pass the CPS. The JAD members also expressed the desire for a report to identify cases that need corrective actions in order to pass, enabling IV-D staff to meet and improve CPS measures.

Therefore, the JAD members designed three Business Objects measurement reports for the CPS:

- The *PM-100 IV-D Child Support Contract Performance Standard Summary Report* (PM-100);

¹¹ A IV-D worker's manually entered note on the MiCSES *Notes Processor* (NOTE) screen will *not* be counted as a "qualifying action" for any CPS. This is because system-generated CPS reports will be unable to determine whether a manually entered note (made up of free-form text) is a qualifying action. Other examples of a "non-qualifying" CPS action include a IV-D worker using Business Objects reports to locate an individual. Although using a Business Objects report is a valid locate action, MiCSES does not trace the use of Business Objects reports. Remedy ticket INC505974 has been entered to enable tracing the generation of Business Objects reports in MiCSES.

¹² "Ownership" of a IV-D case describes the type of IV-D worker (support specialist, PA or FOC) who can take appropriate MiCSES action(s) on a IV-D case.

- The *PM-101 IV-D Child Support Contract Performance Standard Detail Report* (PM-101); and
- The *PM-102 IV-D Child Support Contract Performance Standard Improvement Report* (PM-102).

IV-D staff may generate the PM-100 and PM-101 for a historical reporting period (a given date or date range), while the PM-102 will provide a current “point in time” look at case data (this means that cases may be on or off the report on any given day, depending upon the status of the case). These reports will be available via Business Objects, and staff will be able to export results to a spreadsheet. Once exported, the spreadsheet may be manipulated via the spreadsheet software.

Brief descriptions of these reports are provided below; however, none of the reports are yet available for use. OCS will provide examples of these reports and report descriptions in a future communication. OCS will also provide training in the use of the reports before IV-D staff are expected to use them.

a. PM-100

- 1) The PM-100 is a historical report. It will provide an office- and state-level view of cases that had a CPS condition in the past.¹³ The PM-100 will report all seven CPS for the:
 - Current fiscal year’s reporting period (fiscal-year-to-date, or other reporting period). (Performance measures will be in percentages); and
 - Previous fiscal year’s reporting period (relative to the current fiscal year’s reporting period). (Performance measures will be in percentages).
- 2) Additionally, for all seven CPS, the PM-100 will report the:
 - Difference between the current and previous year’s performance measure percentages;
 - Difference between the office performance and required CPS performance threshold¹⁴ for the current fiscal year. This will be negative when the office has not yet attained the threshold, or positive when the threshold is exceeded; and
 - Actual numbers of cases supporting the reported percentages for the current fiscal year.

¹³ A CPS condition includes any IV-D case for which a CPS need existed; for example, the need to take a locate action on a nonlocated NCP or to conduct a review and modification. For historical CPS reports, the IV-D cases will have had a particular CPS condition that was either met or not met.

¹⁴ See Section E, “CPS Evaluation Process,” in this memorandum for more information on CPS performance thresholds.

The PM-100 will provide three different printable report layouts. Each report layout will contain similar data, but with varying levels of detail. The amount of detail in the report will affect the report page orientation (portrait or landscape).

In addition, the PM-100 will provide prompts (options) to be run at the county or state level, for all or one CPS, and for various reporting periods.

b. PM-101

The PM-101, sometimes referred to as an audit report or data trail report, will provide the historical detail of the cases that are contained in the PM-100. Like the PM-100, the PM-101 will provide a list of cases with a CPS condition that was due in the past. Staff will be unable to use the PM-101 to revise or improve the CPS already measured; however, staff may use the report to identify case-level performance trends in their office and to confirm the accuracy of the measurement provided.

The PM-101 report will contain two types of tabs:

- One summary tab will provide the case numbers and percentage of cases that met each CPS; and
- A detail tab for each CPS. Each detail tab will provide additional information for the cases listed in the summary tab:¹⁵
 - Whether the case met or failed the given CPS;
 - The CPS due date;
 - The MiCSES qualifying actions for the given CPS;
 - The dates the qualifying actions occurred; and
 - Additional case data, such as IV-D case number, CAR or court order number when appropriate, and NCP member ID.

The PM-101 will provide the same prompts as the PM-100, and an additional prompt to narrow the report content to cases assigned to a particular staff member/worker.

c. PM-102

The JAD members designed the PM-102 to identify the cases that have current outstanding CPS needs. Based upon the need(s) listed for the case, IV-D staff will be able to take actions to ensure the case meets the CPS.

Like the PM-101, the PM-102 will consist of a summary tab and a separate detail tab for each CPS. However, the PM-102 summary and detail tabs will

¹⁵ The summary tab on the PM-101 will contain the same CPS overall measurements as the PM-100 if it is run using identical options for the same reporting period.

organize the information differently than the PM-101 summary and detail tabs. In the PM-102 report:

- The summary tab will provide a list of all cases and their CPS needs (a case may have multiple CPS needs). This will provide a “case view” of the CPS needs; and
- The detail tabs will provide a list of cases that have a specific CPS need requiring action. This will provide a “CPS needs view” of the cases.

The report will provide current case information, the date by which a qualifying action must be taken (due date) in order for that case to have met the CPS need, the days remaining to take action, and the functional area in which the case resides.

Like the PM-101, the PM-102 provides options to restrict the report content. Additionally, the PM-102 can be run by functional area. The PM-102 will only contain county-level content; state-level content will not be available.

C. Report Reliability for CPS MiCSES Work Measures

The Steering Committee and JAD members expressed concerns about CPS measurement and report reliability. Reliable *measurements* means that MiCSES correctly tracks the cases’ status according to the defined CPS measures. Reliable *reports* means that the reports accurately capture cases’ CPS statuses. After much discussion, the committee designed the following plan that includes the ability to test the reports in the field with an opportunity to address errors before the reports are used. The committee expects that this plan will increase successful implementation and support of the CPS reports and process.

The plan includes these steps for determining reliable reports:

1. User Acceptance Testing (UAT)

OCS and MiCSES staff conduct UAT with all MiCSES and Data Warehouse development efforts that impact IV-D partner work. Similarly, they will conduct UAT on the CPS reports after development is completed. UAT is an opportunity for a few front-end MiCSES users to test the reports and confirm they have been designed and built correctly *before* the reports are available to a broader user base. OCS expects that UAT testers will be volunteer members of the CPS JAD. OCS anticipates that UAT will occur in early spring of 2018.

2. CPS Soft Launch

FOC and PA offices with staff on the Steering Committee will conduct a “Soft Launch” of the CPS reports as the next testing phase for CPS. The Soft Launch will allow additional IV-D staff to review the CPS reports to ensure the reports are

reliable and understandable. OCS will provide policy, training, and documentation for Steering Committee representatives before the Soft Launch begins. Steering Committee representatives will use the CPS reports and all documentation in their offices with their own caseloads.

After one month, OCS and the Steering Committee will evaluate the Soft Launch.¹⁶ Based on the evaluation and feedback, MiCSES Data Warehouse staff will revise any reports, and OCS will revise policy and training materials as appropriate. OCS will communicate any required changes to the Soft Launch participants.

OCS anticipates the CPS Soft Launch will run in the late spring or early summer of 2018.

3. CPS Hard Launch

The last step to ensure CPS reports are reliable is to conduct a “Hard Launch.” All counties will participate in the Hard Launch after the Soft Launch is completed. The intent of this phase is to allow *all* IV-D staff to use the reports with their own caseload before the reports are fully implemented. OCS will provide policy, documentation, and training before the Hard Launch.¹⁷ The Hard Launch will allow PA and FOC staff statewide to become familiar with the reports and help ensure their understanding before the reports are implemented in October 2018 (FY19).

OCS will evaluate the Hard Launch after one month. Based on the evaluation and feedback, MiCSES Data Warehouse will further revise the reports, and OCS will further revise policy and training materials as appropriate. Upon the evaluation of the Hard Launch, OCS will communicate to IV-D partners the changes, if any, that may be required before full implementation.

OCS anticipates the Hard Launch will run in late summer of 2018.

To implement any one CPS, the reports for that CPS must be deemed reliable through the UAT, Soft Launch and Hard Launch. If the reports are not deemed reliable for an individual CPS, that CPS will not be implemented.¹⁸ The CPS that are found to be reliable on the reports will be implemented. Because each CPS on the reports will be evaluated separately, there is a possibility that not all CPS measures will be implemented at the same time. However, it is the intent of OCS and the

¹⁶ OCS and the Steering Committee will determine the criteria for successful completion of the Soft Launch.

¹⁷ OCS expects the policy, documentation, and training to reflect changes made as a result of the Soft Launch evaluation. The type and timing of the training is still under development.

¹⁸ If a CPS is not implemented, it will not be part of the evaluation. When all reports prove reliable for a CPS, the CPS will be implemented and will be part of the evaluation. See Section E of this memorandum for more information.

Steering Committee to ensure *all* reports for *all* measures will be reliable and implemented simultaneously beginning in FY19.

D. CPS Training Measures Development Process

OCS will develop, implement, and announce the CPS Training Measures only after the Michigan Department of Health and Human Services (MDHHS) Learning Management System (LMS) has been implemented for all child support professionals statewide. MDHHS will use the LMS to track training course registration and attendance,¹⁹ and IV-D staff will use it to register for IV-D classes. The LMS will record IV-D, MiCSES, and other trainings that individual IV-D workers attend. The LMS will also allow IV-D staff to record information and generate the reports necessary to measure an office's progress in meeting the CPS Training Measures.

In addition, OCS will wait to implement the CPS Training Measures until after the:

- Steering Committee further refines the Training Measures; and
- Needed LMS reports are designed, developed, and implemented.

OCS will provide additional information on CPS Training Measures in a future communication.

E. CPS Evaluation Process

The CRP includes a provision in which OCS annually evaluates offices on their CPS performance and notifies them of their status. The contract defines a certain percentage of cases, or thresholds, that must be met for each CPS measure. The CRP also provides for a corrective action plan (CAP) for those counties that may struggle to meet the threshold on one or more of the CPS.

The Steering Committee developed an evaluation process that the PLG and IV-D director approved. The evaluation process will involve the Performance Management Workgroup, the contract managers, the PLG, and the IV-D director; it will use the PM-100 and PM-101.

If an office does not meet the threshold in a particular reporting year, its measure for the current year will be compared against its measure for the previous year to see if there has been sufficient improvement.²⁰ Counties that do not meet a CPS in a given year will have an opportunity to explain the circumstances²¹ and improve

¹⁹ OCS does not have a firm date when the LMS will be available, but will publish more detailed information regarding the LMS before it is implemented.

²⁰ When an office improves performance by 5 percent or more over the previous year's performance, or meets the improvement percentage as defined in a CAP, the county has met the CPS for the given year.

²¹ Depending upon the circumstances, the office may still be asked to provide a CAP.

performance in the following fiscal year(s). This evaluation cycle will occur every year.

OCS will provide detailed information and a flow chart about the evaluation process in a future communication.

F. CPS Communication Plan, Presentations, and Training

1. Communication Plan

OCS and the Steering Committee will continue to communicate with IV-D partners at various stages of the CPS project. Previous communications and development documents are available on mi-support.²²

OCS plans additional communication via email notifications and/or IV-D Memorandums. Some preliminary versions of *Michigan IV-D Child Support Manual* sections and associated CPS documents will be shared with limited target audiences, such as UAT testers during UAT and the Steering Committee members during the Soft Launch. Each successive version of these documents will reflect necessary revisions and improvements identified since the previous version. As CPS implementation nears, OCS will announce the inclusion of CPS policies and procedures in the *Michigan IV-D Child Support Manual* via a IV-D Memorandum to all IV-D staff.

2. Presentations and Training

OCS, with participation from the Steering Committee representatives, is planning to present information about CPS at the October 2017 Michigan Family Support Council (MFSC) Conference. The main focus of the presentation will be to inform FOC and PA staff about CPS, the work completed to date, and the remaining CPS project plans. Ideally, presenters will have report mock-ups to share, but the presentation will not be a training session since development efforts will not yet be completed. OCS will provide additional presentations as requested at other MFSC conferences in the spring of 2018.

OCS will provide training before implementing CPS and at various stages before implementation.

Exhibit 2017-023E1 provides further details regarding types of communications, *anticipated* delivery dates, and target audiences.

G. Full Implementation of CPS

1. Training Measures

²² Ref: Section A(2), "CPS Development," in this memorandum.

CPS Training Measures may be ready to implement in FY19. OCS will provide further information regarding the implementation of the CPS Training Measures when OCS solidifies these plans.

2. MiCSES Work Measures

OCS anticipates having reliable reports available for all CPS MiCSES Work Measures in October 2018, for use during FY19. This will set FY18 as the baseline year for CPS because the historical reports (PM-100 and PM-101) will be able to be run against FY18 data.

OCS and the Steering Committee expect the first cycle of the CPS evaluation process²³ to occur in FY20. The evaluation cycle in FY20 will evaluate performance for the FY19 reporting period. This will make FY19 the first full fiscal year under the CRP for which counties will be evaluated.

NECESSARY ACTION:

Retain this IV-D Memorandum and Exhibit 2017-023E1 until further notice.

REVIEW PARTICIPANTS:

Cooperative Reimbursement Program Measures Steering Committee
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SUPPORTING REFERENCES:

Federal
CFR 302.34
CFR 304.21
CFR 305.63(c)-(d)

State
None

²³ Ref: Section E of this memorandum for information on the evaluation process.

ATTACHMENT:

Exhibit 2017-023E1: CPS Project Communication Chart

EPF/JEM