

Cost/Benefit Analysis

for

Child Support Enforcement Systems (CSES)

Companion Guide 3:
Cost/Benefit Analysis Illustrated
for Child Support Enforcement Systems
revised August 2004

a presentation of the Office of Child Support Enforcement



Cost-Benefit Analysis In The APD Process

PAPD Feasibility Study – a means to compare alternatives in order to select one

IAPD A plan and process to measure costs/benefits and calculate breakeven

APDU Measures projected and actual costs and benefits each year, explaining variances from original plan, and calculates breakeven



After PRWORA Certification

With a New or Replacement System

✓ A new system transfer always requires an IAPD that includes a Feasibility Study, Alternatives Analysis and a Cost-Benefits Analysis (CBA).

CSES Enhancement

✓ Can be treated as a continuation of the existing system and thus of the existing APD, with update of existing APD and CBA, or State may opt to open a new APD, and thus a new CBA



Cost-Benefit Analysis: Cost Elements

Recurring

✓ All costs related to system operations and maintenance (<u>O&M</u>): lease and maintenance of site, facility, equipment and software, travel, training, supplies, security, salary and benefits, support services

Non-Recurring

✓ All costs related to <u>System Development</u>: design, development, testing, conversion, studies, procurement, implementation, new facilities and equipment



Cost-Benefit Analysis: Benefit Elements

Quantitative

- ✓ Increased Revenue i.e., collections (expected to be sufficient for CSE systems to breakeven)
- ✓ Reduced Costs

Qualitative

- ✓ Customer/Client Satisfaction
- ✓ Improved Morale
- ✓ Avoiding Technology Obsolescence, Etc.



Cost-Benefit Analysis: Cost-Benefit Monitoring

- Actual costs and benefits must be monitored and reported-on at least yearly
- Costs and Benefits must be measured against the baseline used in the IAPD
- ✓ Variances over 10% should be explained by including any supporting documentation



Cost-Benefit Analysis: The Breakeven Point

- ✓ Occurs when cumulative benefits from system exceed cumulative costs over same period
- ✓ Reported in Annual APDU (AAPDU)
- √ Verified by OCSE
- ✓ Further APDU's are not required when:
 - CSES is federally, unconditionally certified,
 - All outstanding, significant CSES development is complete, and
 - OCSE has verified breakeven data in AAPDU



Cost-Benefit Analysis: Two Benefit Models

The Functional Model

- ✓ Provides detailed measurements specific to task-level effort
- ✓ Provides insight into specifically where system revenues and cost savings are derived

The Revenue Stream Model (RSM)

- ✓ Provides summary view of project progress toward breakeven
- ✓ Uses summary data required for OCSE Forms; relatively easy to develop, measure, and verify

Cost/Benefit Analysis

for

Child Support Enforcement Systems (CSES)

The Revenue Stream Model
The New Version 4



Revenue Stream Model: Application Changes

- ✓ Added Data Validation
- ✓ Allows For Printing Of Multiple Years
- ✓ Allows Up To 15 Years Of Data
- Recovers Original Projections
- ✓ No Change To Data Needed
- ✓ No Change In Basic Functionality
- ✓ No Change In Basic Operations
- Still Has A Similar Look And Feel



Revenue Stream Model: Screen Changes

Main Menu

- ✓ All Years Visible on Menu
- ✓ Print 1 to 15 Separate Benefit Years
- ✓ Print Multiple Copies

Baseline Data Input - New Groupings

- ✓ Project Data
- ✓ Base Year Data
- ✓ Baseline Growth Rates



Revenue Stream Model: Screen Changes

Benefit Years

- ✓ All Baseline Data Shows on Screen
- ✓ 'Projected' Changes to 'Actual' Automatically
- ✓ Restores Original Projections
- ✓ Can Now Print from the Input Menu

Chart - Includes New Data

- ✓ Project Data
- ✓ Growth Rates
- Last Year of Data Entered
- ✓ Offers Breakeven Statistics



Revenue Stream Model: Summary Data

The RSM Uses Summary Data

- ✓ Annual caseload and collections as identified in APD and OCSE Forms 157 and 34A
- ✓ Net Administrative costs, ADP O&M costs as identified in APD and OCSE Form 396A
- ✓ Total system development/enhancement as identified in IAPD (*planning through installation*)
- ✓ Operational life of system identified in IAPD
- ✓ The year prior to system implementation is used as the RSM Base Year



Revenue Stream Model: Cost Data

- ✓ Growth of Net Administrative operating costs and ADP Operations and Maintenance costs is estimated based on an inflation index set prior to implementation or on other historical data
- ✓ Total systems costs for development/
 enhancement is identified from Annual APD
 Updates it's these costs that will be
 tracked in the Revenue Stream Model (RSM)



Revenue Stream Model: Benefits Data

- ✓ Growth of revenue (collections) is estimated by the model based on historical collections data and historical collections growth data leading up to the CSES' implementation
- ✓ The IAPD's CBA (Revenue Stream Model) provides the vehicle that will track benefits growth and accumulation automatically
- ✓ RSM is automated and can be easily printed for submission in Annual APD Updates



Revenue Stream Model: What The RSM Does

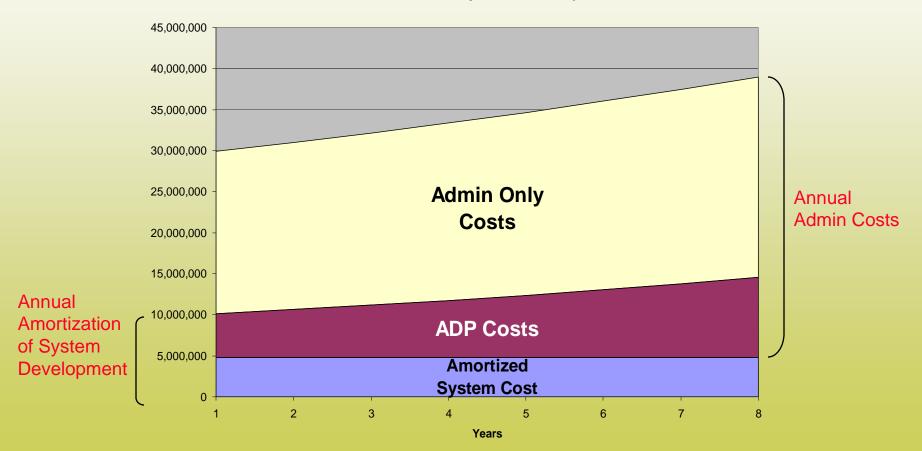
- ✓ Tracks actual costs and benefits
- ✓ Applies growth factors based on historical data or an inflation index to predict future costs/benefits
- ✓ Amortizes costs of system development/ enhancement over the projected system life
- ✓ Calculates the proportion of all revenue increases that are attributable to automation
- ✓ Projects breakeven point for costs and benefits



Revenue Stream Model: What The RSM Does

Revenue Stream - ADP to Admin Percentage

ADP to Admin % = Annual Amortization of System Development/Annual Admin costs

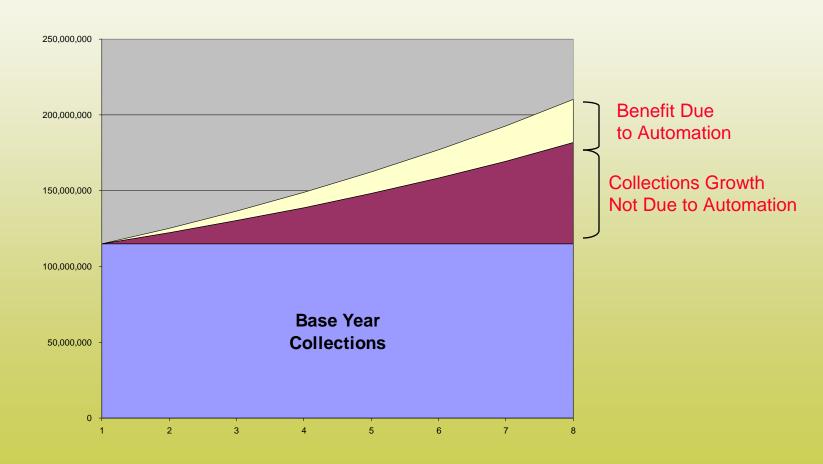




Revenue Stream Model: What The RSM Does

Revenue Stream - Benefit Attributed to Automation

Benefit Attributed to Automation = Collection Difference x ADP to Admin %



Building Your Cost Benefit Analysis

Using the Revenue Stream Model



Revenue Stream Model: Setting Up the RSM

- ✓ Project Cost Data
 - System Development Cost
 - System Life (in Years)
 - Operations and Maintenance for Base Year
- ✓ Program Caseload, Collections and Net Administrative Cost
 - Annual Caseload for Base Year
 - Annual Collections for Base Year
- ✓ Growth Rate Data 3 to 5 Years Prior to Year One of Operation of the CSES (up to and including the Base Year)



Child Support Enforcement
Annual Reports to Congress





OCSE Website: http://www.acf.hhs.gov/programs/cse/









OCSE Virtual Library of Training Materials

Selected ACF/OCSE Forms

OCSE Annual Reports and Statistics

Child Support Enforcement (CSE) FY 2002 Preliminary Data Report

FY 2001 Annual Statistical Report

FY 2001 Data Preview Report - September 2002

Annual Statistical Report For Fiscal Years 1999 and 2000

2000 Preliminary Statistics, August 2001

1999 Statistics, September 2000

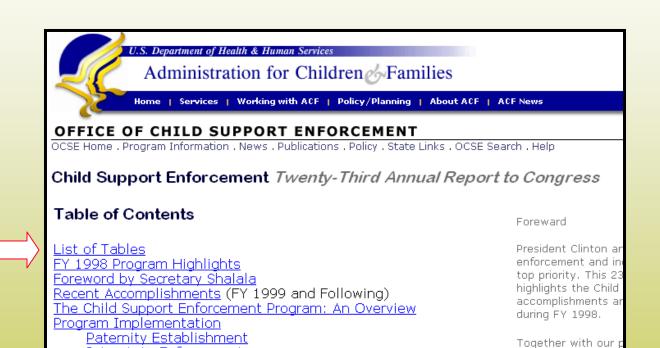


23nd Annual Report 22nd Annual Report 21st Annual Report

20th Annual Report 19th Annual Report 18th Annual Report



Interetate Enforcement





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Child Support Enforcement Twenty-Third Annual Report to Congress

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U.S. Department of Health and Human Services Administration for Children & Families Office of Child Support Enforcement

TABLE 4

Child Support Enforcement Twenty-Third Annual Report to Congress

TOTAL DISTRIBUTED COLLECTIONS FOR FIVE CONSECUTIVE FISCAL YEARS

STATE	1994	1995	1996	1997	1998
ALABAMA	\$127,908,477	\$141,212,499	\$157,887,352	\$170,581,427	\$172,407,203
ALASKA	45,851,252	51,734,216	57,708,433	64,919,032	64,262,422
ARIZONA	77,418,716	93,811,661	113,480,816	132,048,847	144,347,745
ARKANSAS	55,214,883	63,875,135	79,432,115	91,457,022	99,373,428
CALIFORNIA	811,493,194	857,281,903	1,034,409,497	1,174,214,624	1,372,354,157
COLORADO	80,288,154	91,869,504	108,259,298	123,564,692	140,311,116
CONNECTICUT	98,447,867	113,734,197	125,234,393	141,543,436	154,373,662
DELAWARE	29,663,335	31,550,990	35,394,565	38,616,387	42,005,824
DISTRICT OF COLUMBIA	24,078,544	26,040,357	27,791,253	29,906,318	32,715,624
FLORIDA	327,296,405	374,014,543	411,799,338	484,630,121	507,112,518

٧	ASHINGTON	340,488,236	375,257,202	407,002,297	451,730,094	474,432,883	
٧	EST VIRGINIA	54,401,779	72,796,255	84,232,843	98,147,954	109,384,212	
٧	/ISCONSIN	380,584,443	427,487,251	440,238,715	459,882,115	499,272,091	
٧	YYOMING	16,183,772	17,349,792	25,020,548	28,682,650	33,110,055	
N	ATIONWIDE TOTALS	\$9.850,159,410	\$10.827.167.179	\$12,019,789,424	\$13,363,971,702	\$14.347.706.681	

SOURCE: FORM OCSE-34 (4/93) LINE 14(A + B + C)

SOURCE: FORM OCSE-34 (4/93) LINE 14(A + B + C)



RSM Data Sources - A Desk Reference Tool

Cost Benefit Analysis – Revenue Stream Model						
Data FFY	a Sources by Year, FFY 1991 – FFY 2001 Y Data Source Table Table Name				Data Years	OCSE Form
1991				ongress for the Period Ending September 30, 199		
1991				Average Annual CSE Caseload	1987 – 1991	Before 1991: OCSE 56 Line 4 (A+B+C) 1991: OCSE 156 lines 4 & 5 (A+B+C)
1991	Collections	AR*	4	Total Distributed Collections	1987 - 1991	OCSE 34, Line 13 (A + B + C)
1991	Net Admin	131		All Other Expenditures (at regular FFP rate)	1991	OCSE 131 (Part 1) Line 9
1991	ADP O&M	131		Other ADP Expenditures (at regular FFP rate)	1991	OCSE 131 (Part 1) Line 7
1992	Seventeenth Annual Report to Congress for the Period Ending September 30, 1992*-or OCSE Forms					E Forms
1992	Caseload	AR*	32	Average Annual CSE Caseload FY 1992	1992	OCSE 156 lines 4 & 5 (A + B + C)
1992	Collections	AR*	4	Total Distributed Collections for	1988 - 1992	OCSE 34, Line 13 (A + B + C)
1992	Net Admin	131		All Other Expenditures (at regular FFP rate)	1992	OCSE 131 (Part 1) Line 9
1992	ADP O&M	131		Other ADP Expenditures (at regular FFP rate)	1992	OCSE 131 (Part 1) Line 7
1993	B Eighteenth Annual Report to Congress for the Period Ending September 30, 1993* – or OCSE Forms				Forms	
1993	Caseload	AR*	32	Average CSE Caseload by FY 1993	1993	OCSE 156 lines 4 & 5 (A + B + C)
1993	Collections	AR*	4	Total Distributed Collections for	1989 - 1993	OCSE 34, Line 13 (A + B + C)
1993	Net Admin	131		All Other Expenditures (at regular FFP rate)	1993	OCSE 131 (Part 1) Line 9
1993	3 ADP O&M 131 Other ADP Expe		Other ADP Expenditures (at regular FFP rate)	1993	OCSE 131 (Part 1) Line 7	
1994	4 Nine teenth Annual Report to Congress for the Period Ending September 30, 1994+-or OCSE Forms				Forms	
1994	Caseload	AR*	32	Average CSE Caseload by FY 1993	1994	OCSE 156 lines 4 & 5 (A + B + C)
1994	Collections	AR*	4	Total Distributed Collections for	1990 – 1994	OCSE 34, Line 14 (A + B + C)
1994	Net Admin	131		Net Administrative Expenditures	1994	OCSE 131 (Part 1) Line 9
1994	ADP O&M	131		Other ADP Expenditures (at regular FFP rate)	1994	OCSE 131 (Part 1) Line 7



RSM Set Up: Growth Rate Data

Growth Data

Calculate Rates Of Growth Of Your *Net* Program Administrative Costs), System Maintenance and Operations (M&O) Costs, and Caseload and Collections On A Year-to-Year Basis:

- ✓ prior to beneficial use of the system
- create average using at least 3 prior years
- ✓ use the same years for all calculations

RSM Set Up: Growth Rate Data

Growth Parameters

- ✓ Caseload Growth % (3-10%)
- ✓ Collections Growth % (3-10%)
- ✓ Administration Cost Growth % (inflation +/- 2%)
- ✓ Annual ADP Cost Growth % (inflation +/- 1%)
- ✓ Variances outside these parameters need to be explained in your Annual APD submission



RSM Construction and Use: An Exercise

Project Data

- ✓ System Development Cost
- ✓ System Life
- ✓ Base Year for RSM

Base Year Data

- ✓ Annual Caseload
- ✓ Annual Collections
- ✓ Net Administration Cost (All \$ minus systems \$)
- ✓ ADP Operations and Maintenance Cost

Growth Data

✓ Rates of growth

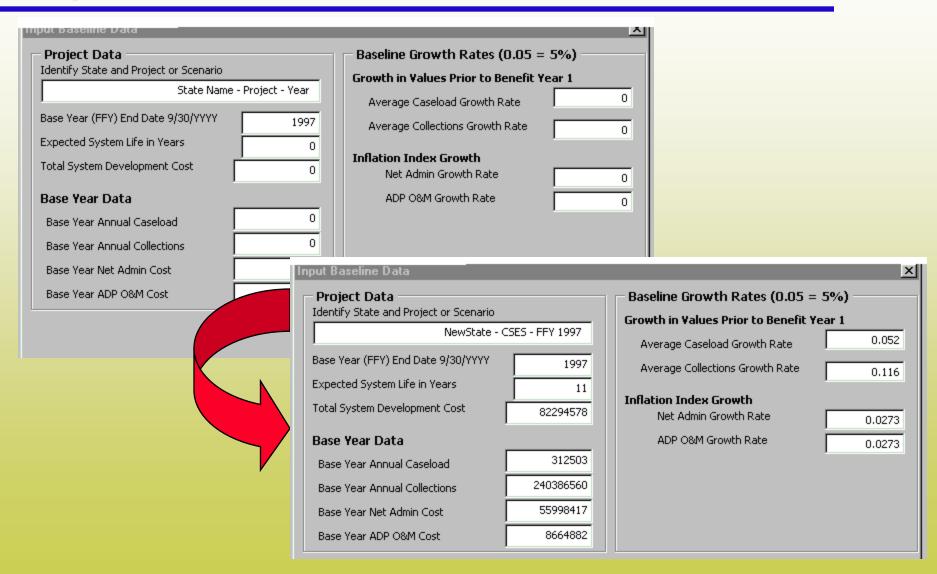


Open The Revenue Stream Model Main Menu





Input Baseline Data

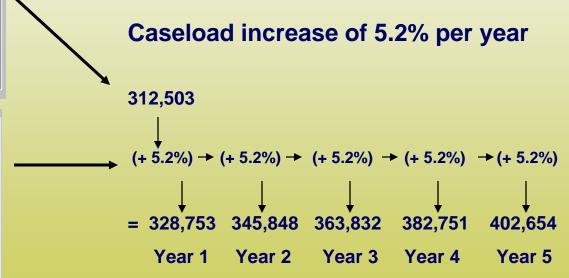




Project Data Identify State and Project or Scenario					
NewState - CSES - FFY 1997					
Base Year (FFY) End Date 9/30/YYYY	1997				
Expected System Life in Years	11				
Total System Development Cost	82294578				
Base Year Data					
Base Year Annual Caseload	312503				
Base Year Annual Collections	240386560				
Base Year Net Admin Cost	55998417				
Base Year ADP O&M Cost	8664882				

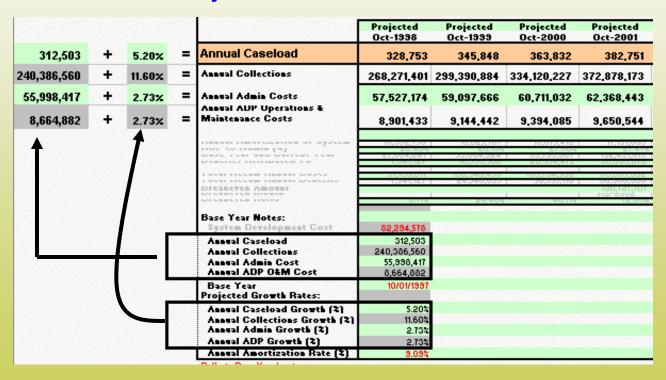
Baseline Growth Rates (0.05 = 5%) Growth in Values Prior to Benefit Year 1 Average Caseload Growth Rate 0.052 Average Collections Growth Rate 0.116 Inflation Index Growth Net Admin Growth Rate 0.0273 ADP O&M Growth Rate 0.0273

RSM applies Growth Rates to Base Year values...

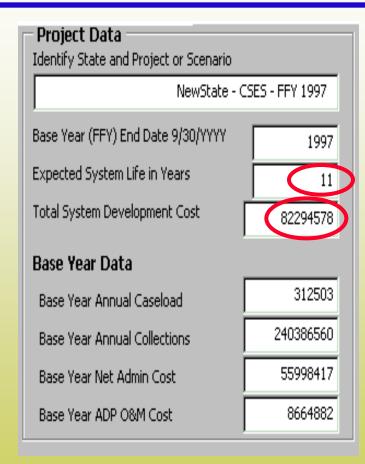




... to estimate Caseload, Collections, Admin, and ADP O&M for all years







The RSM projects system costs by ... amortizing development cost over the years of system life ...

82,234,576
(*divided by*)

11 = 7,481,325 amortized amount



Project Data Identify State and Project or Scenario					
NewState - CSES - FFY 1997					
Base Year (FFY) End Date 9/30/YYYY	1997				
Expected System Life in Years	11				
Total System Development Cost	82294578				
Base Year Data					
Base Year Annual Caseload	312503				
Base Year Annual Collections	240386560				
Base Year Net Admin Cost	55998417				
Base Year ADP O&M Cost	8664882				

...and calculating each year's ADP O&M

Baseline Growth Rates (0.05 = 5%)

Growth in Values Prior to Benefit Year 1

Average Caseload Growth Rate

Average Collections Growth Rate

0.052

Average Collections Growth Rate

0.116

Inflation Index Growth

Net Admin Growth Rate

0.0273

ADP O&M Growth Rate

0.0273

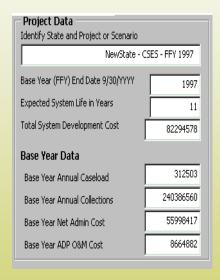
ADP O&M 8,664,882

Plus growth <u>+ 2.73%</u>

8,901,433 Year 1 projection



The RSM calculates *Annual System Cost* as the sum of the amortized Development Cost plus that year's O&M.



Development 82,234,576

(divided by)

System Life 11 = 7,481,325 amortized development

plus

ADP **0&M** <u>8,901,433</u> projection

Annual System Cost 16,382,207

The RSM projects annual system costs for each year ...

	Projected Oct-1998	Projected Oct-1999	Projected Oct-2000	Projected Oct-2001	Projected Oct-2002	Projected Oct-2003	Projected Oct-2004
Annual Caseload	328,753	345,848	363,832	382,751	402,654	423,592	445,61
Annual Collections		299,390,884	334,120,227	372,878,173	416,132,041	464,403,358	518,274,14
Annual Admin Costs	57,527,174	59,097,666	60,711,032	62,368,443	64,071,101	65,820,242	67,617,13
Annual ADP Operations &	<u> </u>	\					
Maintenance Costs	8,901,433	9,144,442	9,394,085	9,650,544	9,914,004	10,184,656	10,462,69
					•	•	
Annual Amortization of							
System Development Cost	16.382.758	16,625,767	16,875,410	17,131,869	17,395,329	17.665.981	17,944,02
	20.404	20.101	21.000	21.913	21.120	20.044	11,011,02
Penetina ittimated in	1,041,00	10,555,566	20,004,410	30,333,010	#1,114,500	100,100,100	10,144,0
TOTAL LICENSE LIBERTY DOORS	01,100,011	00,040,400	100,104,000	110,000,002	120,200,000	190,400,142	190,090,9
Dreaseres Amount			11 - 300 - 200 - 200 - 200	130,121,101	Paragraph of the State of the S	1.22.0000000000000000000000000000000000	1 3
DICTRICE HAVE	0.174	24,407	40.114	12.00%	104.104	100.004	i no
Base Year Notes:							
System Development Cost	82,294,578	\					
Annual Caseload	312,503						
Annual Collections	240,386,560						
Annual Admin Cost Annual ADP O&M Cost	55,998,417 8,664,882						
Base Year	10/01/1997		×				
Projected Growth Rates:			7,481,325	+ 8,901,433 =	16,382,758		
Annual Caseload Growth (2)	5,20%	/		+ 9,144,442 =			
Annual Collections Growth (2)	11.60%			+ 9.394.085			
Annual Admin Growth (2)	2.73%			• 9,650,544	불어린다. 하는 다른하다 하는다.		
Asses ADP Growth (2)	2.73%			* 3,030,311	- 11,131,003		
Annual Amortization Rate (2)	9.09%	/					

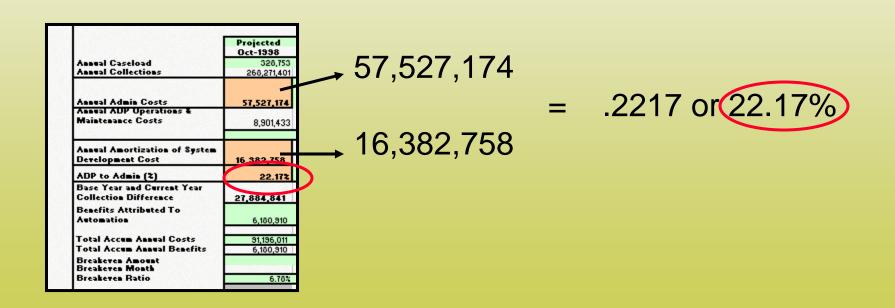


	Projected	Projected
	Oct-1998	Oct-1999
Annual Caseload	328,753	345,848
Annual Collections	268,271,401	299,390,884
Annual Admin Costs	57,527,174	59,097,666
Annual ADP Operations &		
Maintenance Costs	8,901,433	9,144,442
Annual Amortization of System		
Development Cost	16,382,758	16,625,76
ADP to Admin (2)	22.17%	21,96
Base Year and Current Year		
Collection Difference	27,884,841	59,004,324
Benefits Attributed To		
Automation	6,180,910	12,954,935
Total Accum Annual Costs	91,196,011	100,340,45
Total Accum Annual Benefits	6,180,910	19,135,84
Breakeren Amount		
Breakeven Month Breakeven Ratio		10.00
Dreameren Hatto	6.78%	19.07
Base Year Notes:		
System Development Cost	82,294,578	
Annual Caseload	312,503	
Annual Collections	240,386,560	
Annual Admin Cost	55,998,417	
Annual ADP O&M Cost	8,664,882	

RSM calculates benefits in terms of the collections increase between the Base and Current Years

240,386,560 Base Year and 268,271,401 Current Year 27,884,841 Collections

The RSM attributes benefits according to the ratio between Net Administrative costs and Annual System costs . . .





... and calculates the portion of benefits attributable to automation for each year ...

22.17%

x 27,884,841

6,180,190

	Projected Oct-1998	Projected Oct-1999	Projected Oct-2000	
Annual Caseload	328,753	345,848	363,832	
Annual Collections Annual Admin Costs Annual ADP Operations &	268,271,401 57,527,174	299,390,884 59,097,666	60,711,032	(
Maintenance Costs	8,901,433	3,144,442	9,394,085	
Annual Amortization of System Development Cost	16,382,758	16,625,767	16,875,410	
ADP to Admin (%)	22.17%	21.96%	21.75%	
Base Year and Current Year Collection Difference	27,884,841	59,004,324	93,733,667	1
Benefits Attributed To Automation	6,180,910	12,954,935	20,387,506	
Total Accum Annual Costs	91,196,011	100,340,453	109,734,538	
Total Accum Annual Benefits	6,180,910	19,135,845	39,523,351	16
Breakeren Amount Breakeren Month				
Breakeren Ratio	6.78%	19.07%	36.02%	



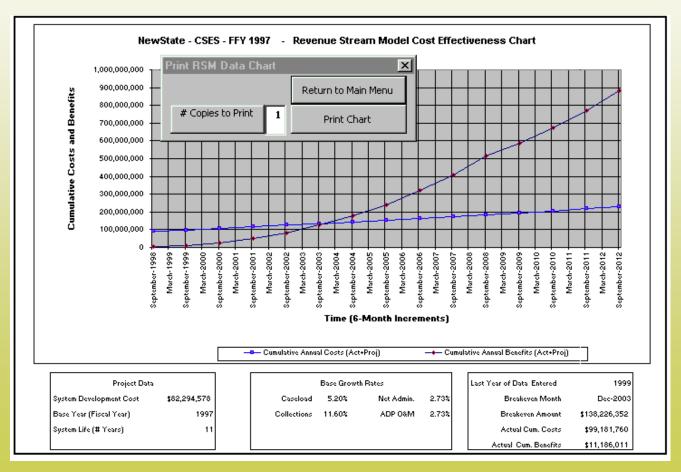
The RSM accumulates costs and benefits each year...

	Actual Oct-1998	Projected Oct-1999	Projected Oct-2000	Projected Oct-2001	Projected Oct-2002	Projected Oct-2003	Project Oct-2
Annual Caseload Annual Collections	310,015	326,136 280,439,544	343,095 312,970,531	360,936 349,275,113	379,705 389,791,026	399,450 435,006,785	485,4
Annual Admin Costs Annual ADP Uperations &	58,987,718	60,598,083 8,917,885	62,252,411 9,161,343	63,951,902 9,411,448	65,697,789 9,668,381	67,491,339 9,932,328	69, 10,
Annual Amortization of AUP to Admin [X]	21.51%	16,399,210	16,642,668	16,892,773 20,90%	17,149,706 20,70%	17,413,653	17,
Base Year and Current Year	21.0174	40,052,984	72,583,971	108,888,553	149,404,466	194,620,225	245
Benefits Attributed To							
Automation	2,344,944	8,530,655	15,311,360	22,752,638	30,927,220	39,915,781	49,8
Total Accum Annual Costs	90,975,475	99,893,360	109,054,703	118,466,151	128,134,532	138,066,860	148,27
Total Accum Annual Benefits	2,344,944	10,875,599	26,186,959	48,939,597	79,866,817	119,782,598	169,59
Breakeven Amount Breakeven Month						144,686,511 Apr-2004	
Breakeven Ratio	2.58%	10.89%	24.01%	41.31%	62.33%	86.76%	11

... identifying progress toward breakeven as a percentage



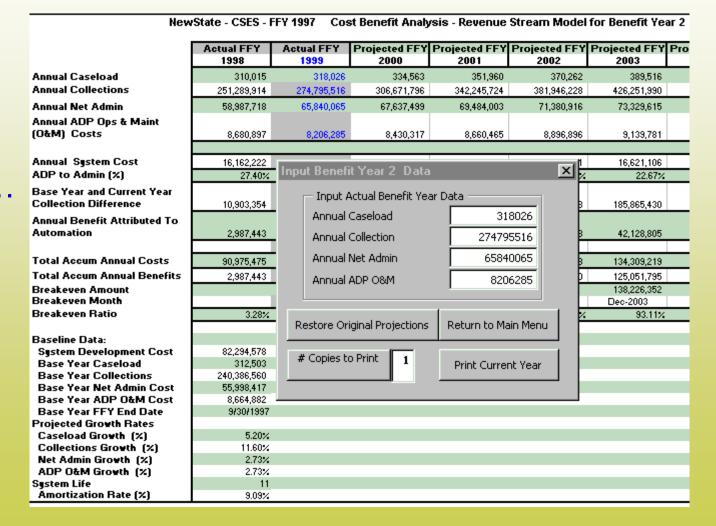
The RSM also charts breakeven data automatically.



- ✓ Each year, enter data for the prior year
 - Caseload
 - Collections
 - Administrative expenditures (net)
 - ADP Operations and Maintenance
- ✓ Update the total system development cost
- ✓ Print out all RSM Benefit Years to-date and the Chart
- ✓ And update the narrative in CBA Section of APDU



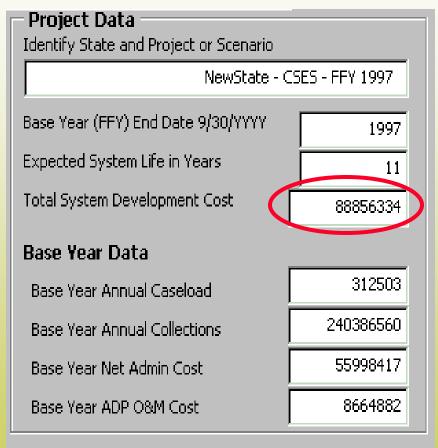
Enter data for the prior year ...





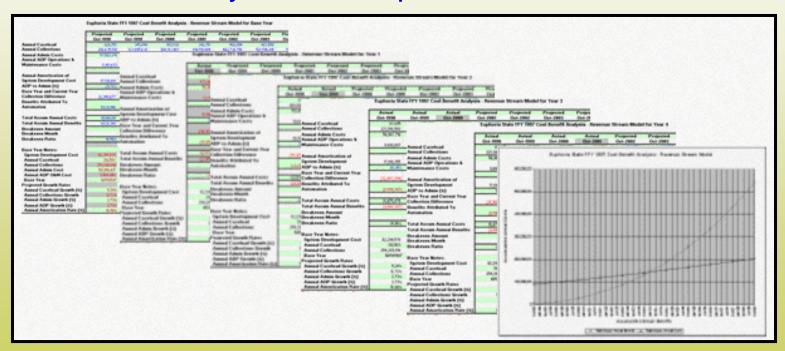
Update the total system development cost







Print out all RSM Benefit Years to-date and the Chart for insertion into your APD Update



CBA Section of the APD should cover:

- 1. Bragging points e.g., performance incentives
- 2. RSM key data narrative
 - ✓ Baseline Data changes
 - ✓ Current full year data
 - √ Variances from expected
 - ✓ Current collection increase
 - ✓ Current Ratio (Net Admin : O&M)
 - ✓ Current annual cost & benefit
 - ✓ To-date cost & benefit
 - ✓ Breakeven data date and amount
- 3. Concluding statement on cost effectiveness / impact
- 4. RSM



CBA Section	First RSM	Dev APD	Op APD
1. Bragging points	Describe	Changes	Status
2. RSM data			
Baseline changes	Describe	Actual	Actual
Current year data		N/A	Actual
Variances		N/A	Actual
Collection increase		N/A	Actual
Ratio (Admin: O&M)		Projected	Actual
Annual cost & benefi	t	N/A	Actual
Cum. cost & benefit		N/A	Actual
Breakeven data		Projected	Actual
3. Concluding statement	Describe	Status	Status
4. RSM	BY, Chart	BY, Chart	To Date



And ...

Update the narrative in the CBA section of the APD with whiz-bang statistics and narratives that describe all the great things the program is achieving since the implementation of the system!!!!!



Constructing A Real Revenue Stream Model

A Demo



End of the Session

Questions