

**Schedule 13**

**Funding Request for the FY 2017-18 Budget Cycle**

Department of Human Services

Request Title

**R-05 County Child Welfare Staff - Phase 3**

Dept. Approval By: Melissa Wavelit  Supplemental FY 2016-17  
 OSPB Approval By: Frank N. [Signature] 10/26/16  Change Request FY 2017-18  
 Budget Amendment FY 2017-18

Summary Information	Fund	FY 2016-17		FY 2017-18		FY 2018-19
		Initial Appropriation	Supplemental Request	Base Request	Change Request	Continuation
	Total	\$18,255,253	\$0	\$17,856,311	\$4,070,574	\$3,780,574
	FTE	7.0	0.0	7.0	0.0	0.0
Total of All Line Items Impacted by Change Request	GF	\$13,807,897	\$0	\$13,448,426	\$3,661,197	\$3,400,197
	CF	\$1,210,060	\$0	\$1,170,071	\$407,057	\$378,057
	RF	\$0	\$0	\$0	\$0	\$0
	FF	\$3,237,296	\$0	\$3,237,814	\$2,320	\$2,320

Line Item Information	Fund	FY 2016-17		FY 2017-18		FY 2018-19
		Initial Appropriation	Supplemental Request	Base Request	Change Request	Continuation
	Total	\$6,709,605	\$0	\$6,710,663	\$58,000	\$58,000
	FTE	7.0	0.0	7.0	0.0	0.0
05. Division of Child Welfare - Training	GF	\$3,462,477	\$0	\$3,463,006	\$49,880	\$49,880
	CF	\$37,230	\$0	\$37,241	\$5,800	\$5,800
	RF	\$0	\$0	\$0	\$0	\$0
	FF	\$3,209,898	\$0	\$3,210,416	\$2,320	\$2,320
	Total	\$11,545,648	\$0	\$11,145,648	\$4,012,574	\$3,722,574
	FTE	0.0	0.0	0.0	0.0	0.0
05. Division of Child Welfare - County Child Welfare Staffing	GF	\$10,345,420	\$0	\$9,985,420	\$3,611,317	\$3,350,317
	CF	\$1,172,830	\$0	\$1,132,830	\$401,257	\$372,257
	RF	\$0	\$0	\$0	\$0	\$0
	FF	\$27,398	\$0	\$27,398	\$0	\$0

CF Letternote Text Revision Required	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>	<b>If Yes, see attached fund source detail.</b> <sup>d</sup> Of the amount, \$2,958,822 (I) shall be from Title IV-E of the Social Security Act and \$255,716 shall be from the Title XX Social Services Block Grant.
RF Letternote Text Revision Required	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>	
FF Letternote Text Revision Required	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>	
Requires Legislation?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>	
Type of Request?	Department of Human Services Prioritized Request				
Interagency Approval or Related Schedule	None				



### ***Cost and FTE***

- The Department of Human Services requests \$4,070,574 total funds (\$3,661,197 General Fund, \$407,057 cash funds, and \$2,320 federal funds) for FY 2017-18; and \$3,780,574 total funds (\$3,400,197 General Fund, \$378,057 cash funds, and \$2,320 federal funds) in FY 2018-19 and beyond to increase county child welfare staffing in response to a workload study performed by the Colorado Office of the State Auditor (OSA).
- This request represents a 35% increase over the FY 2016-17 appropriation.

### ***Current Program***

- The Department's Division of Child Welfare provides services to protect children from harm and assists families in caring for and protecting their children. The Division's programs comprise Colorado's effort to meet the needs of children who must be placed or are at risk of placement outside of their homes for reasons of protection or community safety.

### ***Problem or Opportunity***

- The OSA workload study conducted in 2014 determined that counties need 650 additional child welfare staff to meet program goals and achieve outcomes. Additionally, the 2016 Division of Child Welfare Caseload Study, contracted through ICF International, supported the determination that counties need additional staff and provided a tool to quantify county level staffing needs.
- While 100 county positions were funded in FY 2015-16 and 84.25 in FY 2016-17, the current staffing level does not meet the current workload for Colorado case workers and supervisors.
- Increased staffing allows county workers more time to work with children, youth and families to provide quality case management services such as more oversight of treatment plans and more frequent family engagement.

### ***Consequences of Problem***

- High staff turnover and a lack of sufficient staff, would affect the ability to deliver quality services, or could lead to a degradation of services affecting safety measures, continuity, and quality.
- Increased volumes of work can affect the quality of work and services provided to children and families as workers have inadequate time to perform all necessary tasks of case management.

### ***Proposed Solution***

- The Department requests \$4,070,574 total funds as the third phase of a multi-phased approach to support counties in hiring additional staff for a manageable number of cases and to expand the reach of recruitment of qualified child welfare candidates, which will benefit children and families.

*This page is intentionally left blank.*



**COLORADO**  
Department of Human Services

*John W. Hickenlooper*  
Governor

*Reggie Bicha*  
Executive Director

*FY 2017-18 Funding Request | November 1, 2016*

**Department Priority: R-05**  
**Request Detail: County Child Welfare Staff – Phase 3**

<b>Summary of Incremental Funding Change for FY 2017-18</b>	<b>Total Funds</b>	<b>General Fund</b>	<b>Cash Funds</b>	<b>Federal Funds</b>
County Child Welfare Staff – Phase 3	\$4,070,574	\$3,661,197	\$407,057	\$2,320

**Problem or Opportunity:**

The Department of Human Services requests \$4,070,574 total funds (\$3,661,197 General Fund, \$407,057 cash funds, and \$2,320 federal funds) for FY 2017-18; and \$3,780,574 total funds (\$3,400,197 General Fund, \$378,057 cash funds, and \$2,320 federal funds) in FY 2018-19 and beyond to increase county staffing in response to a workload study performed by the Colorado Office of the State Auditor (OSA) in 2014. The cash funds are local matching funds.

**Additional County Child Welfare Staff**

This is Phase 3 of a multi-phase approach for county staffing to meet the current child welfare workload in the State. In FY 2015-16, Senate Bill 15-242 (SB 15-242) was passed and \$6,408,147 total funds (\$5,714,028 General Fund, \$606,415 cash funds and \$87,704 federal funds) were appropriated to the Department, of which \$6,064,149 was allocated to counties to hire 100 child welfare supervisors, case managers, and case aide positions.

Funding was also provided in SB 15-242 for a caseload study. As part of the process to determine the need for county child welfare staff, the Department surveyed the counties regarding their child welfare staff positions. Through this study and survey it was determined that counties would need an additional 480 staff.

In accordance with SB 15-242, funding for county staff is allocated by the Child Welfare Allocation Committee. In FY 2016-17 additional funds of \$11,545,658 total funds (\$10,345,420 General Fund, \$1,172,830 cash funds and \$27,398 federal funds) were appropriated to annualize funding provided in FY 2015-16 and for Phase 2 of the additional county staff in FY 2016-17.

While 100 county child welfare positions were made available in the first phase of increasing county staffing levels and 84.25 additional county child welfare positions in the second phase, through Senate Bill 16-201, the current staffing level still does not meet the current workload for Colorado child welfare staff. The OSA workload study focused on the amount of time staff spent on each child welfare case. The workload study was designed to establish a comprehensive picture of the State's child welfare operations, to understand how these operations affect various county needs, and to account for differences in cases and

services, such as case complexities and the varying lengths of time needed to provide different services. The work performed at the counties for the provision of child welfare services ranges from referrals, ongoing case management, out of home (OOH) services, administration, documentation, adoptions, and licensing. It has been at least 30 years since this type of study has been completed.

SB 15-242 also provided \$195,050 to contract for an external study concerning the child welfare caseload by county, as opposed to the OSA’s workload study which provided estimated hours per case by services for county child welfare case workers. The 2016 Child Welfare Caseload Study built upon the workload study results, and defined the impact of additional child welfare staff, as well as provided a framework for requesting additional resources. This study created the Colorado Division of Child Welfare Case Worker Allocation Tool (DCAT). The caseload study further supported the need for more county child welfare staff and the DCAT tool provides a framework for determining the allocation of appropriated funds to the counties.

The OSA workload study revealed that county case workers are working on average 44.6 hours per week, while supervisors/managers/executives are working on average 48 hours per week. County child welfare employees spent most of their time on ongoing and OOH services, averaging 7.2 hours per child receiving ongoing or OOH services. Time spent on screening is the second highest amount of hours worked by county staff on child welfare services. The high volume of screenings contributes to a county case worker spending 38% of their time documenting referrals and case related work into Trails, Colorado's child welfare case management system.

The amount of time spent working on case related services are in line with other State child welfare studies; however, the workload study shows that Colorado case workers and supervisors manage more cases than compared to the national average and there were few differences between urban and rural counties. Overall, workers reported that the volume of work can have a significant impact on staff because of inadequate time to engage with client families, inadequate time to perform all necessary tasks or quality work, and a consistent feeling of being behind on work and never caught up. Approximately two-thirds of workers describe their volume of assigned work as “heavy and often unmanageable”. An increased workload can significantly affect employee morale and job satisfaction, as well as staff retention and turnover. Increased volumes of work can also impact the quality of work and services provided to children and their families. These issues are magnified if a supervisor has to dedicate time to case work, and is unable to provide support, mentoring and guidance to staff.

Table 1 shows funding received and future needs based on the findings identified from the workload and caseload studies.

<b>Table 1: County Staffing Needs</b>					
<b>Fiscal Year</b>	<b>Total Funds</b>	<b>General Fund</b>	<b>Cash Funds</b>	<b>Federal Funds</b>	<b>Positions</b>
FY 2015-16	\$6,064,149	\$5,428,510	\$606,415	\$29,224	100.0
FY 2016-17	\$5,481,499	\$4,916,910	\$566,415	(\$1,826)	84.3
FY 2017-18 (requested)	\$4,070,574	\$3,661,197	\$407,057	\$2,320	58.0
Remaining Cost and Positions *	\$20,172,909	\$17,348,701	\$2,017,291	\$806,917	367.8
Total Funding for Recommended Need	\$35,789,131	\$31,355,318	\$3,597,178	\$836,635	610.0

\* Future years include one-time costs. Total cost is based on estimates from counties receiving funding in FY 2016-17.

In addition to the results of the workload study and caseload study, data for the Department’s draft of the 2017 Annual Progress and Services Report (APSR) for Federal Well-Being Outcomes is showing unfavorable results. APSR was submitted for federal approval to the Administration for Children and

Families on June 30, 2016 for review and is anticipated to be approved by September 30, 2016. The three federal well-being outcomes and the various measures under each outcome are as follows:

- **Outcome 1: Families have enhanced capacity to provide for their children's needs.**  
To determine if families have enhanced capacity to provide for their children's needs, case workers visit with the child, parents, kin, school counselors, foster parents and other out of home providers. Therefore, the measures under this outcome focus primarily on engagement efforts with those involved in the case. For Outcome 1, Colorado's performance in FFY 2014 is largely consistent with FFY 2013. The Division of Child Welfare staff monitor quarterly monthly case worker visit data reports and share this information with county departments of human and social services. An important factor that impacts the frequency and quality of case worker visits with the child is insufficient staffing and case worker turnover throughout the State. Funding for new county staff has helped to close the staffing gaps identified in the 2014 workload study. As additional new case workers are hired, trained, and begin case work, Colorado will continue to see improved performance, as captured in the Department's monthly C-Stat reports and the Administrative Review Division (ARD) qualitative case reviews.
- **Outcome 2: Children receive appropriate services to meet their educational needs.**  
The measures under this outcome focus primarily on educational stability, including whether a young child is enrolled in early education and whether an older youth is on track to graduate and/or complete high school. The absence of school stability within the foster care population is often cited as a barrier to academic achievement and progress toward high school graduation. In September 2014 the University of Northern Colorado submitted a trend study, *Every Transition Counts*, to the Department and the Department of Education (CDE) that showed on-time graduation rates for foster youth were far below their peers without foster care involvement. According to the study, in 2013-14, of 4,400 students in foster care enrolled in a Colorado school by October 1, 53.3% changed schools one or more times that school year. The study also showed, over the past few years, on-time graduation rates for Colorado students in foster care have ranged from 27.5% to 30%, which is well below the graduation rates for the State as a whole. An additional 7.1% to 13.8% of students in foster care earn an equivalency diploma (e.g., GED).

For Outcome 2, Colorado did not meet any of the goals. Enrollment in Head Start or another early childhood education program increased over the previous year. Efforts to improve in this outcome are underway and include the adoption of the Blueprint for Change: Education Success for Children in Foster Care (prompted by the University of Northern Colorado study mentioned above) and implementation of a pilot program to test strategies that will improve educational outcomes for children and youth in foster care. These efforts target systemic barriers that affect educational outcomes as well as case specific barriers that affect the educational attainment of students in foster care. New child welfare staff are necessary to help reduce the overall volume of work for existing case workers. Per the aforementioned workload study, case workers' volume of work can have a significant affect because of inadequate time to engage with client families and inadequate time to perform all necessary tasks or quality work, such as the ability for case workers to focus efforts on improving the education outcomes of children/youth on their caseloads.

- **Outcome 3: Children receive adequate services to meet their physical and mental health needs.**  
The measures under this outcome focus primarily on whether a child/youth received necessary care to meet his/her dental, medical, and mental health needs. For Outcome 3, Colorado met one out of five measures. The State continues to excel at assessing the mental health needs of children and

youth in foster care. The Department is partnering with Colorado's Foster Care Coordinators group to identify barriers to providing initial and ongoing health care for children and youth in foster care. Issues identified include inconsistent documentation of health care visits and limited access to medical records. The Department will partner with the Administrative Review Division, the Continued Quality Improvement (CQI) workgroup, and county staff to investigate these issues through Colorado's CQI process. New case workers will allow for more consistent documentation of health care visits and assist with access to medical records.

***Proposed Solution:***

The Department of Human Services requests \$4,070,574 total funds (\$3,661,197 General Fund, \$407,057 cash funds, and \$2,320 federal funds) for FY 2017-18; and \$3,780,574 total funds (\$3,400,197 General Fund, \$378,057 cash funds, and \$2,320 federal funds) in FY 2018-19 and beyond to increase county child welfare staffing.

Under the current Child Welfare infrastructure, the Department estimates that it would take three more years for counties to increase capacity to the staffing level recommended in the workload and caseload studies. Based on this estimation, the Department requests funding to increase the work force by approximately 58 FTE in FY 2017-18. This request is for new county child welfare staff only and not to supplement other county costs.

The hiring of additional staff will result in better management of a more appropriate number of cases in accordance with caseload, and workload study recommendations. Funding for counties to hire additional staff will allow for better management and a more appropriate number of cases in accordance with workload and caseload study recommendations. By adding more staff, the counties would be able to continue implementing best practices.

If this Phase 3 funding request is not approved, the county departments will continue to see high case worker turnover, low employee morale, high costs for training, a limited pool of qualified applicants for child welfare positions, and unmet needs for the vulnerable children of Colorado.

***Anticipated Outcomes:***

The Commission to Eliminate Child Abuse and Neglect Fatalities (CECANF) issued a final report in 2016 making recommendations for reducing child fatalities resulting from abuse and neglect. One of the key findings is that a number of children who die were not known to child protective services (CPS) but were seen by other professionals such as health care staff, highlighting the importance of coordinated and multisystem efforts.

CPS agencies play a critical role, but waiting until a severe injury has occurred to allow CPS to intervene misses numerous opportunities to protect these children. By combining a proactive approach to child safety by providing counties flexibility to hire other professional staff offers a more strategic approach.

With the increase of staff for the counties, the Department can better serve children in need of care in Colorado. Counties would have the resources to hire additional case workers, supervisors, and case aides. Case aides are able to assist with family visitation, filing, transcription, and transportation of children and family.

Additional case workers and related staff are expected to reduce adverse effects, leading to higher employee morale, job satisfaction, and staff retention and caseload continuity.

Counties began hiring additional child welfare staff less than a year ago and there has not been sufficient time to adequately measure the long-term affect the additional staff will have on these issues. A generalized 3-month delay exists from the onboarding of new county child welfare case workers before they are full case-carrying case workers. New case workers and supervisors need to attend six weeks of training and complete on-the-job training by shadowing an experienced case worker and/or supervisor before they are ready to carry a full caseload. However, data shows that the child welfare staff counties have hired thus far are having a positive impact on a number of the Department’s C-Stat Safety Measures.

Table 2 shows a comparison of C-Stat Safety Measure results over time (Source: Results Oriented Management (ROM), June 23, 2016).

**Table 2: Comparison of C-Stat Safety Measures**

Measure	C-Stat Goal	JUL 2014	JUL 2015	MAR 2016
Timeliness of Initial Response to Abuse/Neglect Assessments	90%	87.20%	89.80%	90.20%
Compliance with the Statutory Requirement Related to Timeliness of Assessment	90%	88.50%	89.10%	91.60%

**Assumptions and Calculations:**

Table 3 provides a line item summary of the request.

Table 3: Long Bill Appropriation and Requested Funding for FY 2017-18 Through FY 2019-20									
Line Item: (5) Division of Child Welfare, County Level Child Welfare Staffing	Total Funds	General Fund	Cash Funds	Reappropriated Funds	Federal Funds	Medicaid Total Funds	Medicaid General Fund	Medicaid Federal Funds	Notes
FY 2016-17 Appropriation (HB 16-1405)	\$11,545,648	\$10,345,420	\$1,172,830	\$0	\$27,398	\$0	\$0	\$0	
Requested Funding (or Spending Authority)	\$4,012,574	\$3,611,317	\$401,257	\$0	\$0	\$0	\$0	\$0	Shown on Schedule 13
<b>FY 2017-18 Total Requested Appropriation</b>	<b>\$15,558,222</b>	<b>\$13,956,737</b>	<b>\$1,574,087</b>	<b>\$0</b>	<b>\$27,398</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	
FY 2018-19 Annualization of Prior Year Funding	(\$290,000)	(\$261,000)	(\$29,000)	\$0	\$0	\$0	\$0	\$0	
<b>FY 2019-19 Total Requested Appropriation</b>	<b>\$15,268,222</b>	<b>\$13,695,737</b>	<b>\$1,545,087</b>	<b>\$0</b>	<b>\$27,398</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	
<b>FY 2019-20 Total Requested Appropriation</b>	<b>\$15,268,222</b>	<b>\$13,695,737</b>	<b>\$1,545,087</b>	<b>\$0</b>	<b>\$27,398</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	

  

Line Item: (5) Division of Child Welfare, Training	Total Funds	General Fund	Cash Funds	Reappropriated Funds	Federal Funds	Medicaid Total Funds	Medicaid General Fund	Medicaid Federal Funds	Notes
FY 2016-17 Appropriation (HB 16-1405)	\$6,709,605	\$3,462,477	\$37,230	\$0	\$3,209,898	\$0	\$0	\$0	
Requested Funding (or Spending Authority)	\$58,000	\$49,880	\$5,800	\$0	\$2,320	\$0	\$0	\$0	Shown on Schedule 13
<b>FY 2017-18 Total Requested Appropriation</b>	<b>\$6,767,605</b>	<b>\$3,512,357</b>	<b>\$43,030</b>	<b>\$0</b>	<b>\$3,212,218</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	
FY 2018-19 Annualization of Prior Year Funding	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	
<b>FY 2019-19 Total Requested Appropriation</b>	<b>\$6,767,605</b>	<b>\$3,512,357</b>	<b>\$43,030</b>	<b>\$0</b>	<b>\$3,212,218</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	
<b>FY 2019-20 Total Requested Appropriation</b>	<b>\$6,767,605</b>	<b>\$3,512,357</b>	<b>\$43,030</b>	<b>\$0</b>	<b>\$3,212,218</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	

In Colorado, counties are responsible for approximately twenty percent of the cost of child welfare services, with state and federal share making up the remaining eighty percent. A county that qualifies as Tier 1 or Tier 2 for purposes of the County Tax Base Relief Fund, as defined in 26-1-126 C.R.S. (2016), is funded at one hundred percent of state and federal funds for the purposes of funding new county child welfare staff effective January 1, 2015. The General Assembly approved a 90/10 split in FY 2015-16 for Phase One of the funding, as well as in the FY 2016-17 Phase 2 funding. This request reflects the same 90/10 split.

Tables 4 and 5 summarize the costs of the county staff for FY 2017-18, FY 2018-19 and ongoing. Salaries are based on average county salaries provided in the county survey.

Table 4: FY 2017-18 Costs for County Staff							
Child Welfare Staff	Number of Staff	Salaries and Ongoing Expenses	One-time Expenses	Total Cost	General Fund	Cash Funds	Federal Funds *
Supervisors	15.7	\$1,317,962	\$78,300	\$1,396,262	\$1,256,636	\$139,626	\$0
Caseworkers and Case Aides	42.3	\$2,404,612	\$211,700	\$2,616,312	\$2,354,681	\$261,631	\$0
Training costs (\$1,000 X 116 positions)	58.0	\$58,000	\$0	\$58,000	\$49,880	\$5,800	\$2,320
Total FY 2017-18 Request	58.0	\$3,780,574	\$290,000	\$4,070,574	\$3,661,197	\$407,057	\$2,320

\* Because Colorado has a Title IV-E Waiver, it is unable to earn federal funding for these staff.

Table 5: FY 2018-19 Costs for County Staff Ongoing							
Child Welfare Staff	Number of Staff	Salaries and Ongoing Expenses	Total Cost	General Fund	Cash Funds	Federal Funds *	
Supervisors	15.7	\$1,317,962	\$1,317,962	\$1,186,166	\$131,796	\$0	
Caseworkers and Case Aides	42.3	\$2,404,612	\$2,404,612	\$2,164,151	\$240,461	\$0	
Training costs (\$1,000 X 116 positions)	58.0	\$58,000	\$58,000	\$49,880	\$5,800	\$2,320	
Total	58.0	\$3,780,574	\$3,780,574	\$3,400,197	\$378,057	\$2,320	

\* Because Colorado has a Title IV-E Waiver, it is unable to earn federal funding for these staff.