

Schedule 13

Department of Human Services

Funding Request for The FY 2020-21 Budget Cycle

Request Title

R-13 County Child Welfare Staffing: Phase 6

Dept. Approval By:

Supplemental FY 2019-20

OSPB Approval By:

Budget Amendment FY 2020-21

X

Change Request FY 2020-21

Summary Information	Fund	FY 2019-20		FY 2020-21		FY 2021-22
		Initial Appropriation	Supplemental Request	Base Request	Change Request	Continuation
Total of All Line Items Impacted by Change Request	Total	\$355,373,500	\$0	\$354,745,338	\$3,062,702	\$2,862,702
	FTE	0.0	0.0	0.0	0.0	0.0
	GF	\$179,778,033	\$0	\$189,010,061	\$2,250,324	\$2,102,964
	CF	\$66,350,032	\$0	\$66,224,168	\$306,270	\$286,270
	RF	\$12,981,594	\$0	\$12,981,594	\$0	\$0
	FF	\$96,263,841	\$0	\$86,529,515	\$506,108	\$473,468

Line Item Information	Fund	FY 2019-20		FY 2020-21		FY 2021-22
		Initial Appropriation	Supplemental Request	Base Request	Change Request	Continuation
05. Division of Child Welfare, (A) Division of Child Welfare, (1) Division of Child Welfare - Child Welfare Services	Total	\$355,373,500	\$0	\$354,745,338	\$3,062,702	\$2,862,702
	FTE	0.0	0.0	0.0	0.0	0.0
	GF	\$179,778,033	\$0	\$189,010,061	\$2,250,324	\$2,102,964
	CF	\$66,350,032	\$0	\$66,224,168	\$306,270	\$286,270
	RF	\$12,981,594	\$0	\$12,981,594	\$0	\$0
	FF	\$96,263,841	\$0	\$86,529,515	\$506,108	\$473,468

Auxiliary Data

Requires Legislation? NO

Type of Request?

Department of Human Services
Prioritized Request

Interagency Approval or
Related Schedule 13s:

No Other Agency Impact

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Department Priority: R-13
Request Detail: County Child Welfare Staff: Phase 6

Summary of Incremental Funding Change for FY 2020-21			
	FY 2019-20	FY 2020-21	FY 2021-22
Total Funds	\$0	\$3,062,702	\$2,862,702
FTE	0.0	0.0	0.0
General Fund	\$0	\$2,250,324	\$2,102,964
Cash Funds	\$0	\$306,270	\$286,270
Reappropriated Funds	\$0	\$0	\$0
Federal Funds	\$0	\$506,108	\$473,468

Summary of Request:

The Department of Human Services requests \$3,062,702 in total funds consisting of \$2,250,324 General Fund, \$306,270 cash funds, and \$506,108 federal funds in FY 2020-21, and \$2,862,702 in total funds consisting of \$2,102,964 General Fund, \$286,270 cash funds, and \$473,468 federal funds in FY 2021-22 and beyond to increase county staffing in response to SB 15-242 and a workload study completed in 2014 by ICF International. The cash funds are local matching funds. The federal funds are from Title IV-E of the Social Security Act. This request represents Phase 6 of a multi-phase request. This request represents an increase of 11% over the FY 2019-20 appropriation and is an ongoing request.

The 2016 Division of Child Welfare Caseload Study, contracted through ICF International, determined that counties need 610 additional child welfare staff. Over the past five fiscal years, 433.75 new staff have been added. Since the addition of these new caseworkers, C-Stat measures have shown significant improvements in timely initial responses and assessment of cases.

The additional staff has also led to decreased turnover. In July 2018, Colorado State University Social Work Research Center, Applied Research in Child Welfare Project, released the Caseworker Retention Survey Report. According to the study, the overall turnover rate of caseworkers decreased from 32.0% in 2014 to 28.1% in 2015 after the first wave of funding was provided to the counties for additional child welfare staff. Additionally, external turnover (case workers that are leaving the profession/industry completely) reduced from 26.3% in 2014 to 22.6% in 2015. This reduction in turnover has resulted in a higher level of continuity within the continuum of care in child welfare support and services.

Current Program:

The Department's Division of Child Welfare (Division), through county departments of human or social services, provides services to protect children from harm and assists families in caring for and protecting their children. The Division's programs comprise Colorado's efforts 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 2014 ICF International Workload Study (Workload Study) determined that county departments of human/social services needed an additional 610 county child welfare FTE positions to meet workload requirements. In FY 2015-16, Senate Bill 15-242 (SB 15-242) was passed and \$6,408,147 total funds were appropriated to the Department for Phase 1 of implementing the identified county staffing needs, of which \$6,064,149 was allocated to counties to hire 100 child welfare supervisors, case managers, and case aide positions.

SB 15-242 also provided the Department with \$195,050 to contract for an independent study concerning the child welfare caseload by county. The 2016 ICF International Caseload Study (Caseload Study) provided recommended staffing ratios and created the Colorado Division of Child Welfare Case Worker Allocation Tool (DCAT), which provides a framework for determining which counties should receive additional county child welfare positions based on future appropriated funds and current caseload counts. The Caseload Study further supported the need for additional county child welfare staff.

Child welfare professionals have reported that the volume of work can have a significant impact on county child welfare 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 county child welfare case 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 child welfare supervisor has to dedicate time to case work, and is unable to provide support, mentoring and guidance to staff.¹

In July 2018, Colorado State University Social Work Research Center, Applied Research in Child Welfare (ARCH) Project, released the [Caseworker Retention Survey Report](#). According to the study, the overall turnover rate of caseworkers decreased from 32.0% in 2014 to 28.1% in 2015 after the first wave of funding was provided to the counties for additional child welfare staff. Additionally, external turnover (case workers that are leaving the profession/industry completely) reduced from 26.3% in 2014 to 22.6% in 2015. This reduction in turnover has

¹ ICF International, Colorado Department of Human Services, Colorado Child Welfare County Workload Study, August 2014

resulted in a higher level of continuity within the continuum of care in child welfare support and services.

To date, 420 new county child welfare FTE positions have been appropriated and funded, which includes 334.5 currently hired and 85.5 to be hired for FY 2019-20. This is 190 FTE less than the recommended 610 FTE determined by the Workload Study. Based on funding received in prior phases (see Table 1), the Department is anticipating making additional requests for funding, in addition to this request for FY 2020-21, in order to meet the recommended staffing level. The current request for FY 2020-21 was developed using results from a salary survey that was administered by the Department during Summer 2019. The survey collected responses from all counties who were awarded staff from SB 15-242.

Table 1 shows funding received and future needs based on the findings identified from the Workload Study.

Table 1: County Staffing Needs					
Fiscal Year	Total Funds	General Fund	Cash Funds	Federal Funds	Positions
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)	84.25
FY 2017-18	\$3,739,367	\$3,366,707	\$374,193	(\$1,533)	66.0
FY 2018-19	\$5,914,079	\$1,738,512	\$591,593	\$3,583,974	84.25
FY 2019-20	\$6,047,248	\$4,387,031	\$604,912	\$1,055,305	99.25
SUM	\$27,246,342	\$19,837,670	\$2,743,528	\$4,665,144	433.75
FY 2020-21 (requested)*	\$3,062,702	\$2,250,324	\$306,270	\$506,108	50.00
Remaining Cost and Positions	\$7,812,277	\$5,351,845	\$781,228	\$1,679,205	126.25
Total Funding for Recommended Need	\$38,121,321	\$27,439,839	\$3,831,026	\$6,850,457	610.0

Source: SB 15-242, HB 16-1405, SB 17-254, HB 18-1322, SB 19-207 and Department Salary Survey conducted Summer 2019.

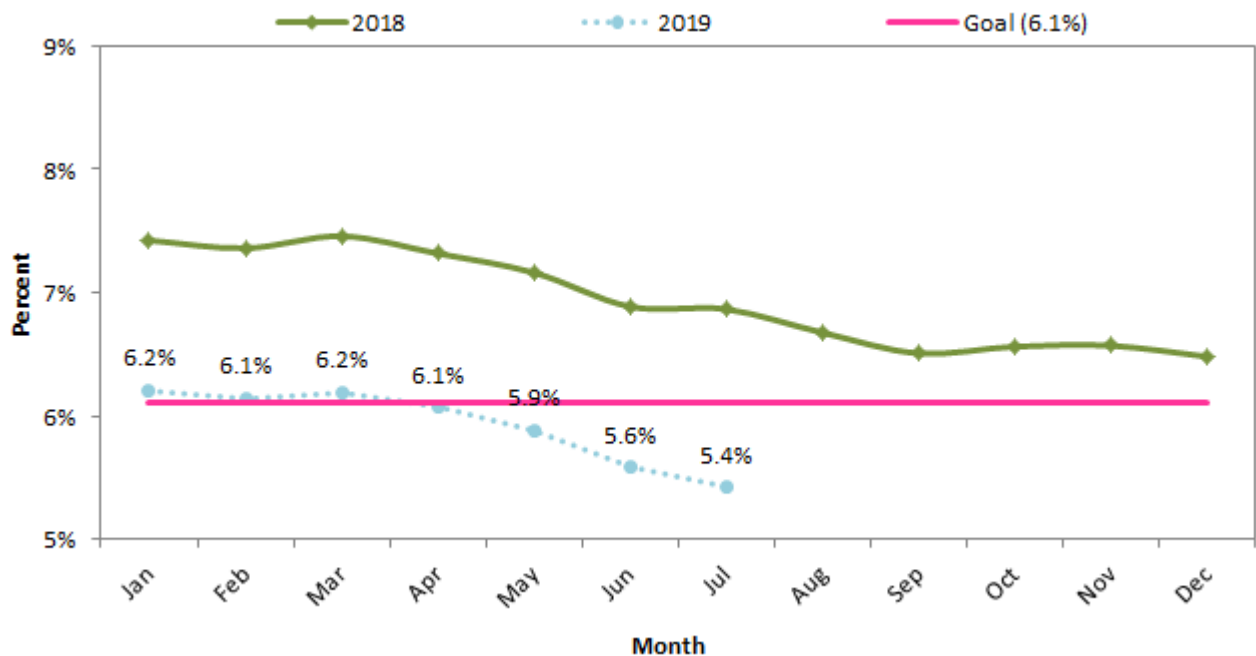
The Child Welfare Allocations Committee (CWAC) requires that these positions be filled by November 1 of each fiscal year. If a county cannot fill the position by that date, the FTE is re-allocated to another county. However, in order to address concerns of salary gaps noted in the salary survey conducted during Summer 2019, for FY 2019-20, the CWAC voted to allow counties to keep their full dollar award and advise the Department how many FTE they would hire (in an attestation letter), rather than using the number of FTE recommended by the DCAT. This would allow counties to address any salary gaps from prior years.

While Colorado is continuing to face challenges in providing adequate services to children, youth, and families involved in the State's child welfare system, the data suggests that the infusion of county child welfare staff has impacted various child welfare performance measures in positive ways. Charts 1-3 provide examples of C-Stat² performance measures which support these positive outcomes.

² C-Stat is a performance management system that allows every Colorado Department of Human Services program to better focus on and improve performance outcomes. C-Stat has moved CDHS to an outcomes oriented and collaborative approach. The goal of C-Stat is to collect timely data, increase transparency, conduct regular executive meetings to assess the effectiveness of the strategies, and identify new performance measures, all in support of continuous quality improvement.

In Chart 1, congregate care use has decreased over time. Although awareness in decreasing congregate care use would have some causal relationship, having more child welfare staff to provide additional capacity ensures that sufficient attention and treatment are provided to children/youth. When caseworkers have lower caseloads, they are able to focus more time and attention on providing services and assuring children/youth are being maintained at appropriate levels of care that meet their needs. This will be especially important as caseworkers are required to comply with the requirements of the Family First Prevention Services Act ensuring appropriate level of placements for children/youth in out-of-home care and after care services upon discharge from placement.

Chart 1: Children in Congregate Care C-Stat Measure



Source Data: Congregate Care ADP report for C-Stat

Chart 2 and Chart 3 both show that more attention to each child or youth helps to support the completion of Roadmaps to Success (previously called Independent Living Plans) and that recognizing and correcting unique situations an individual child/youth faces can improve Maltreatment in Out-of-Home care statistics.

Roadmaps to Success are youth-driven, individualized goal and service plans for youth who are over age 14 and in out-of-home placement for more than 60 days. Engaging youth in meaningful long-term planning is expected to result in more placement stability, more pro-social community engagement, and better educational and permanency outcomes overall. With increased caseworker staff time and attention to this process, Colorado reached the goal of 90% completion in FY 2018-19. However, completion is only the first step. Additional resources are still needed to ensure the plans are completed timely, updated when circumstances change, and that the follow-through is meaningful.

Chart 2: Completion of Roadmap to Success (Independent Living Plans) – Wildly Important Goal (WIG)



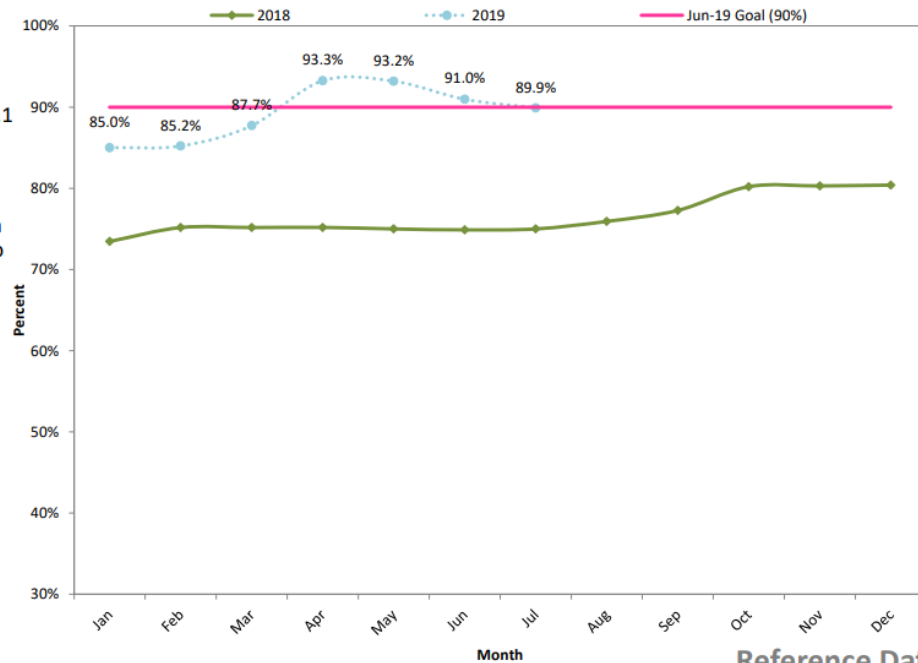
Completion of Roadmap to Success

Description of Trend: Performance worsened from 91.0% to 89.9% in July 2019. The goal was missed by .1 percentage points.

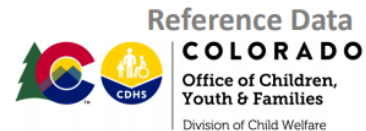
Numerator: (of those in the denominator) the number of youth who have a completed Roadmap to Success (ILP)

Denominator: all youth in out-of-home care who are at least age 14 plus 60 days and who have been in out-of-home care for at least 60 days

Denominator: 1,159



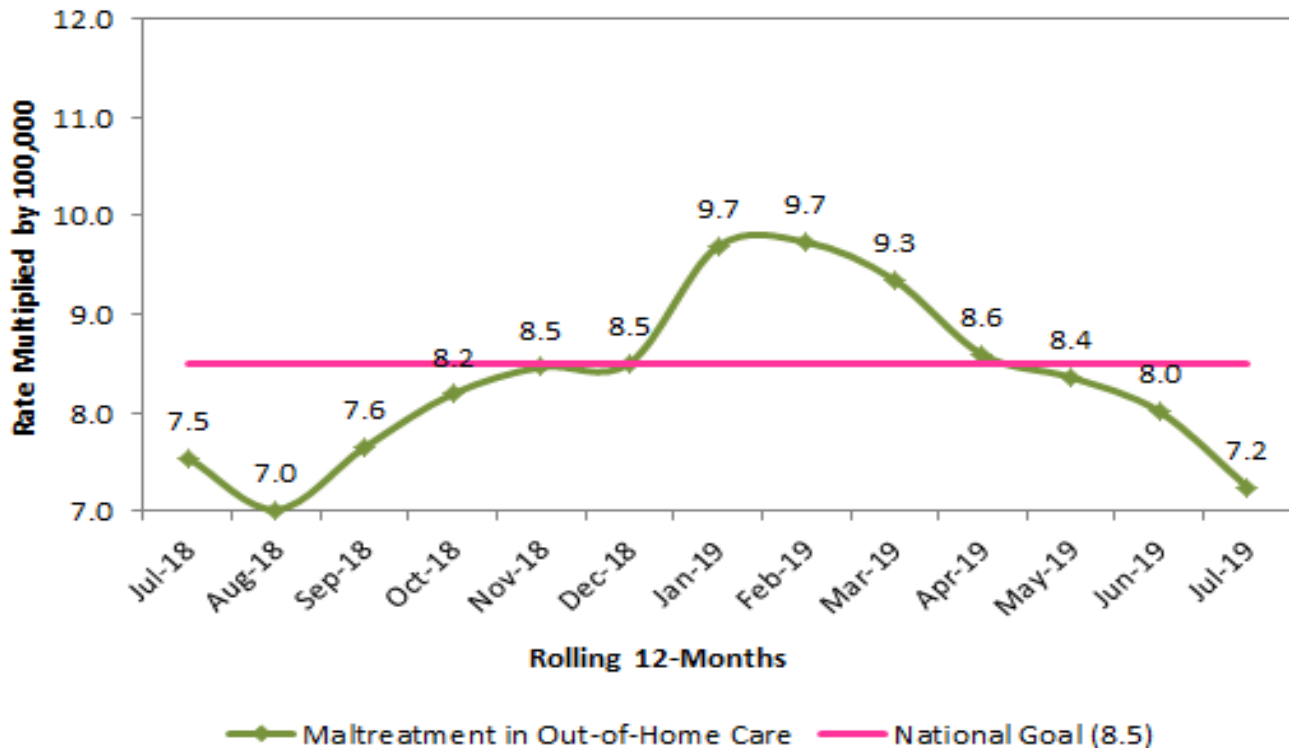
09/2019 SLIDE 26
Internal Working Document



Source Data: ROM report “Percent of Eligible Children with a completed Roadmap to Success (Independent Living Plan)”

Chart 3 shows the rate of maltreatment incidents per 100,000 days in out-of-home care during a rolling 12 month period. Out-of-home care refers to a child or youth in the child welfare system who is in county custody and placed in an out-of-home setting such as a residential child care facility, foster home or other setting. Maltreatment in out-of-home care occurs when the child/youth who has been removed and placed into out-of-home care experiences maltreatment while in out-of-home care. Increased caseworker staff time spent with children/youth in out-of-home care allows for better assessment of their safety. Moreover, when caseworkers spend more time with children/youth, the time spent in out-of-home care can be reduced.

Chart 3. Maltreatment in Out-of-Home Care



Data Source: ROM Report “ Maltreatment in Out-of-Home Care”

Proposed Solution:

The Department of Human Services requests \$3,062,702 in total funds consisting of \$2,250,324 General Fund, \$306,270 cash funds, and \$506,108 federal funds in FY 2020-21, and \$2,862,702 in total funds consisting of \$2,102,964 General Fund, \$286,270 cash funds, and \$473,468 federal funds for FY 2021-22 and beyond to increase county child welfare case workers to promote safety for children and youth. The cash funds are local matching funds. The federal funds are from Title IV-E of the Social Security Act.

Given the current new county welfare staffing allocations, the Department estimates that it would take three additional years, in addition to this FY 2020-21 request, for counties to increase their capacity to the staffing level recommended in the 2014 workload study. Based on this estimation, the Department recommends increasing the county child welfare workforce by 50 FTE in FY 2020-21 and beyond. This request is for new county child welfare staff only and not to supplement other county costs. Once these 50 FTE are allocated in FY 2020-21, then 126.25 FTE remain to be allocated to achieve the staffing levels recommended by the 2014 workload study.

Anticipated Outcomes:

The Department, through an increase of county child welfare staff for the counties, can better serve children, youth, and families. Counties will have the resources to hire additional child welfare case workers, supervisors, and case aides. Case aides will assist with family visitation, filing, transcription, and transportation of children and family. Additional child welfare case workers and related staff are expected to reduce adverse effects, leading to higher employee morale, job satisfaction, and staff retention and caseload continuity.

The Workload Study noted that in order to spend the required amount of time on cases, caseworkers would need between 18% and 157% more time than they actually did during the study. Hiring additional county child welfare staff will result in better management of a more appropriate number of cases in accordance with caseload ratio recommendations from the Caseload Study. As a result of hiring more caseworkers, more time would be allocated to working cases correctly and as a result, the outcomes on performance measures will improve.

If this Phase 6 funding request is not approved, county departments will continue to struggle in case practice and therefore struggle to meet the federal guidelines while seeing continuous high caseworker 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.

Assumptions and Calculations:

In Colorado, counties are responsible for approximately twenty (20%) percent of the cost of child welfare services, with state and federal funds making up the remaining eighty (80%) percent. A county that qualifies as Tier 1 or Tier 2 for the County Tax Base Relief Fund, as defined in 26-1-126 C.R.S. (2019), is funded at one hundred (100%) 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 for funding the prior four phases (FY 2015-16, FY 2016-17, FY 2017-18, FY 2018-19, and FY 2019-20) and this request represents the same 90/10 split.

Tables 7 and 8 summarize the cost of the county staff for FY 2020-21 and ongoing. Salaries are based on data collected from a salary survey administered by the Department during Summer 2019. Operating and training costs are estimated to be approximately \$3000 per employee over the two years.

	Table 7: Department Request - County Staffing Costs FY 2020-21					
	Number of staff	Salaries and Ongoing Expenses	Total Cost	General Fund	Cash Funds	Federal Funds
Supervisors	8.00	\$ 594,864	\$ 594,864	\$ 434,251	\$ 59,486	\$ 101,127
Caseworkers and Case Aides	42.00	\$ 2,423,438	\$ 2,423,438	\$ 1,783,661	\$ 242,344	\$ 397,433
Training Costs*	48.00	\$ 44,400	\$ 44,400	\$ 32,412	\$ 4,440	\$ 7,548
Total FY 2020-21 Request	50.00	\$ 3,062,702	\$ 3,062,702	\$ 2,250,324	\$ 306,270	\$ 506,108

*Case Aides incur \$0 Training Cost, which is why Number of Staff is 48. Training cost is \$550/supervisor and \$1000/caseworker.

	Table 8: Department Request - County Staffing Costs FY 2021-22					
	Number of staff	Salaries and Ongoing Expenses	Total Cost	General Fund	Cash Funds	Federal Funds
Supervisors	8.00	\$ 562,864	\$ 562,864	\$ 410,891	\$ 56,286	\$ 95,687
Caseworkers and Case Aides	42.00	\$ 2,255,438	\$ 2,255,438	\$ 1,659,661	\$ 225,544	\$ 370,233
Training Costs*	48.00	\$ 44,400	\$ 44,400	\$ 32,412	\$ 4,440	\$ 7,548
Total FY 2021-22 Request	50.00	\$ 2,862,702	\$ 2,862,702	\$ 2,102,964	\$ 286,270	\$ 473,468

*Case Aides incur \$0 Training Cost, which is why Number of Staff is 48. Training cost is \$550/supervisor and \$1000/caseworker.

Table 9 shows the Department's implementation plan for allocating the FTE

Table 9: Implementation Plan

Task	Completion Date
Submit data request to Research and Data Team for DCAT inputs (Average Monthly Referrals, assessments, Out-Of-Home Involvements, and In-Home Involvements).	4/1/2020
Update DCAT tool with data provided from RAD team for initial allocation of 100 FTE.	4/22/2020
Send award letters with attestation statements to counties receiving FTE from DCAT.	5/20/2020
Receive attestation statements from counties accepting FTE with the plan for hiring new FTE (The Child Welfare Allocations Committee decides the distribution of any unaccepted FTE).	8/1/2020
Confirm the FTE positions accepted by counties have been filled (If positions are not filled by September 1, 2020, funds will be refunded back to the State and redistributed to other counties).	9/1/2020