



November 2013
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AGENCY REVIEW

BUREAU FOR CHILDREN AND FAMILIES DEPARTMENT OF HEALTH AND HUMAN RESOURCES

AUDIT OVERVIEW

The Bureau for Children and Families Is Unable to Determine the Effectiveness of the Youth Services Program Because It Lacks Sufficient Management Information



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EXECUTIVE SUMMARY

This evaluation of the Bureau for Children and Families (BCF) is part of the agency review of the Department of Health and Human Resources, as authorized by *West Virginia Code §4-10-8(b)(5)*. The Legislative Auditor was asked to determine how the BCF measures the effectiveness of the Youth Services Program. The findings of our review are highlighted below.

Issue 1: The BCF Is Unable To Determine the Effectiveness of the Youth Services Program Because It Lacks Sufficient Management Information.

Report Highlights

- The BCF is not in compliance with Youth Services reporting requirements established by *West Virginia Code* and does not have data to determine the effectiveness of interventions for more than 80 percent of Youth Services cases. The data for the other 20 percent of Youth Services cases is not specific to the Youth Service Program and includes youth in ongoing Child Protective Services cases.
- The BCF is unable to determine which rehabilitative facilities and programs have been successful in curbing undesirable behavior, if interventions have prevented future court involvement, and the total costs of the Youth Services Program.
- The BCF tracks and reports Youth Services cases and Child Protective Services cases in the same data system, but it is unable to report data on the programs separately. Additionally, much of the data stored in the BCF system is in a narrative format, which makes the data difficult to analyze or query.

PERD Evaluation of the Agency's Written Response

The Office of the Legislative Auditor's Performance Evaluation and Research Division received the BCF's response on November 7, 2013. The BCF concurred with the findings and recommendations and indicated that it has taken immediate action to begin implementing the recommendations. The BCF has created a task team to develop specific programmatic goals, determine what data sources will allow the agency to measure outcomes related to the Youth Services Program, and create a method to track and report information to the Legislature. The agency response can be found in Appendix L.

Recommendations

1. *The Bureau for Children and Families should establish performance goals and measures, then begin tracking outcome data specifically for youth who have received services through the Youth Services Program. These data should be reported in the Youth Services Annual Reports.*

2. *The Bureau for Children and Families should begin to track and report all information mandated by West Virginia Code §49-5b-7. The Bureau for Children and Families should update the Legislature on its progress toward meeting its mandated responsibilities within six months.*
3. *The Bureau for Children and Families should develop a method to allow the Family and Children Tracking System database to track and report Child Protective Services cases and Youth Services cases separately.*
4. *The Bureau for Children and Families should develop a method to track and report the response to treatment for each youth in a rehabilitative facility.*

BACKGROUND

Chapter 49, Article 5B of *West Virginia Code* requires the Department of Health and Human Resources (DHHR) to create, manage, and continuously refine programs to prevent juvenile delinquency while rehabilitating juvenile delinquents and status offenders. The term juvenile delinquent means a juvenile who has been adjudicated for an act which would be a crime under state law or municipal ordinance if committed by an adult. A status offender is a juvenile who is under the auspices of the court system for repeated offenses that are not crimes if committed by an adult. Examples of status offenses include consuming alcohol or tobacco under the legal age, truancy, and running away from home.

To meet this Code requirement, the DHHR Bureau for Children and Families (BCF) created the Youth Services Program (Youth Services). The Youth Services Program Policy Manual states the purpose of Youth Services interventions are to “*provide services which alter the conditions contributing to unacceptable behavior by youth involved with the Department system; and to protect the community by controlling the behavior of youth involved with the Department.*” The target population for Youth Services is juveniles under the age of 18, or between the ages of 18 and 21 if under the jurisdiction of the court.

It is possible for a youth to be both a Child Protective Services (CPS) case and Youth Services case. Generally speaking, a youth becomes a CPS case if an issue with behavior is exhibited by the youth’s parents while a youth becomes a Youth Services case if an issue with behavior is exhibited by the youth. Four types of services are available to families with open Youth Services cases:

- Family Support Services,
- Family Preservation Services,
- Foster Care Services, and
- Reunification Services.

All four service types may include referrals to community-based assistance groups such as the YMCA, Alcoholics Anonymous, family therapists, and substance abuse centers. For a list of services provided and definitions of each service type see Appendix C. Table 1 details the number of cases that received the four types of services during fiscal years 2010 through 2012. This is a duplicated count and a family may receive multiple types of services offered through the Youth Services Program.

West Virginia Code requires the Department of Health and Human Services (DHHR) to create, manage, and continuously refine programs to prevent juvenile delinquency while rehabilitating juvenile delinquents and status offenders.

A status offender is a juvenile who is under the auspices of the court system for repeated offenses that are not crimes if committed by an adult.

**Table 1
Total Youth Services Clients by Service Classification
and Year FY 2010-2012**

Service Type	2010	2011	2012
Family Support Services	5,698	7,419	7,134
Family Preservation Services	1,247	1,272	1,278
Foster Care Services	921	1,161	1,219
Reunification Services	959	1,019	893

Source: Data provided by BCF staff.

The BCF directly employs 109 Youth Services workers. In addition, the BCF provides grant funding to six private entities across the state to employ an additional 50 Youth Services workers who provide casework services for children in foster care facilities.¹ These workers adhere to the same casework policies, procedures, and requirements as DHHR workers. Appendix D provides caseload data for the Youth Services Program for fiscal years 2010 through 2012.

¹The private entities provided with grant funding for Youth Services workers are Youth Services System, Braley and Thompson, Burlington United Methodist Family Services, Elkins Mountain School, Children's Home Society, and Pressley Ridge.

ISSUE I

The BCF Is Unable To Determine the Effectiveness of the Youth Services Program Because It Lacks Sufficient Management Information.

Issue Summary

The Bureau for Children and Families (BCF) operates the Youth Services Program (Youth Services) as required by *West Virginia Code* §49-5b-7. The Code requires the BCF to publish a Youth Services Annual Report each year and also requires specific information to be included within the report. The Legislative Auditor requested performance data and goals for the Youth Services Program. The information provided by the BCF led the Legislative Auditor to conclude that the BCF possesses insufficient management information concerning the effectiveness of the program.

The information provided by the BCF was specific to foster care and included children in Child Protective Services cases. The BCF has not designed its data system in a way to measure performance and information is tracked alongside Child Protective Services cases. Additionally, most information tracked is entered into case files in a narrative form and does not facilitate reporting or monitoring. The BCF has also not conducted any longitudinal studies to determine the effectiveness of Youth Services interventions. Because of the lack of sufficient management data specific to the Youth Services Program, the BCF is not in compliance with reporting requirements found in *WVC* §49-5B-7 and is ultimately unable to judge the effectiveness of the Youth Services Program.

The Legislative Auditor recommends that the BCF begin to track and report all information required by *WVC* §49-5b-7, develop a method for its database to track Youth Services and Child Protective Services cases separately, develop a method to track the responses to rehabilitative treatment programs on a case-by-case basis, and establish performance goals and measures specific to the Youth Services Program.

The BCF Does Not Have Sufficient Data to Determine the Effectiveness of the Youth Services Program

The goal of the Youth Services Program is to prevent future delinquency and status offenses by juveniles within the program. **The BCF does not have any data to determine the effectiveness of Youth Services interventions for 5,148 children – more than 80 percent of the youth who received Youth Services in FY 2012.** The BCF has performance measures for Youth Services cases entering foster care, but this information is not tracked specific to the Youth Services Program

The information provided by the BCF led the Legislative Auditor to conclude that the BCF possesses insufficient management information concerning the effectiveness of the program.

*Because of the lack of sufficient management data specific to the Youth Services Program, the BCF is not in compliance with reporting requirements found in *WVC* §49-5B-7 and is ultimately unable to judge the effectiveness of the Youth Services Program.*

because it also includes Child Protective Services data. In FY 2012 a total of 6,367 children were enrolled in the Youth Services, and 1,219 (19 percent) of those children were placed in foster care. Youth receiving Youth Services account for 30 percent of the total foster care population of 4,076.

This lack of data exists, because according to an agency official, the BCF only tracks data for Youth Services cases in foster care and “*does not currently collect data on cases where the youth does not enter Foster Care.*” Without this data the BCF is unable to judge the effectiveness of the Youth Services Program.

The BCF was also unable to provide the source of referral for all youth receiving Youth Services. However, the BCF does track the source of referral for Youth Services cases placed in foster care. Youth are referred to Youth Services by one of three sources, which are:

- A petition of a court ordering the youth to receive Youth Services.
- The Youth and his/her parents “voluntarily” asks the DHHR for Youth Services.
- The youth was advised (no petition) to receive Youth Services by a court or school, but not required.

Table 2 details Youth Services cases by referral source for fiscal year 2010 through 2012.

Source of Referral	FY 2010	FY 2011	FY 2012
Petition	819	989	1,072
Voluntary	31	56	57
No Petition	71	116	90
Total Known	921	1,161	1,219
Source of Referral Unknown	4,494	4,674	5,148
<i>Source: Information supplied by BCF.</i>			

According to an agency official, the BCF only tracks data for Youth Services cases in foster care and “does not currently collect data on cases where the youth does not enter Foster Care.”

The BCF Does Not Have Outcome Data Specific to the Youth Services Program

The Legislative Auditor asked the BCF to provide performance goals and measures related to Youth Services. The BCF stated that it

tracks foster care placement stability and re-entry as outcome measures.²

However, this data includes all children in foster care and is not specific to the Youth Services Program. See Appendix E for re-entry data and Appendix F for foster care placement stability data. Data necessary to determine the effectiveness of Youth Services interventions for children in foster care placements is not specific to Youth Services. Because of this, the Legislative Auditor finds that the BCF does not possess clear performance goals or reliable outcome data specific to the Youth Services Program.

Data necessary to determine the effectiveness of Youth Services interventions for children in foster care placements is not specific to Youth Services.

The Legislative Auditor recommends that the BCF establish performances goals and measures and begin tracking outcome data specifically for youth who have received services through the Youth Services Program. These data should be reported annually in the Youth Services Annual Reports. In addition, the BCF could track high school graduation rates, GED completion rates, or entry and graduation from colleges or trade schools to provide outcome data for the Youth Services Program. These outcome data could then be benchmarked to establish a performance goal and then measured year to year to illustrate if the Youth Services interventions are resulting in better outcomes.

...the BCF could track high school graduation rates, GED completion rates, or entry and graduation from colleges or trade schools to provide outcome data for the Youth Services Program.

Total Expenditures for the Youth Services Program Cannot Be Determined

The BCF reported it spent \$7.8 million to fund 159 Youth Services worker positions in FY 2012. Table 3 provides information related to administrative program expenditures.

Table 3			
Youth Services Expenditures FY 2010-2012			
Expenditure	FY 2010	FY 2011	FY 2012
YS Administrative Expenditures	\$4,688,986	\$4,830,399	\$4,886,059
YS Caseworker Grant Expenditures	\$2,735,229	\$2,680,479	\$2,911,026
Total Staff and Administrative Expenditures	\$7,424,215	\$7,510,878	\$7,797,085

Source: Data provided by the BCF.

²Placement stability measures the number of foster care placements a youth has received and the time of residence within each placement. Re-entry refers to a youth leaving a foster care situation and returning home to his or her prior caregiver.

However, staff expenditures do not provide a full financial picture. Youth in Youth Services cases can be removed from their home and placed into foster care facilities. The BCF is unable to separate Youth Services foster care expenses from foster care expenses for Child Protective Services cases because the BCF does not track and store data for Child Protective Services and Youth Services as two separate programs, and children from both programs are placed into the same foster care facilities. Because the BCF was unable to determine the total foster care placement cost for the Youth Services Program, the total expenditures for the program cannot be determined. Table 4 below provides the total foster care placement expenditures for residential placement facilities. This information is not specific to Youth Services and includes children with ongoing CPS cases.

Because the BCF was unable to determine the total foster care placement cost for the Youth Services Program, the total expenditures for the program cannot be determined.

Placement Type	FY 2010	FY 2011	FY 2012
In-State Residential Foster Care Placement	\$43,812,475	\$43,925,253	\$47,239,080
Out-of-State Residential Foster Care Placement	\$20,006,700	\$19,210,965	\$20,228,198
Total Residential Foster Care Placement	\$63,819,176	\$63,136,219	\$67,467,278

Source: Data provided by the BCF.

The BCF Has Not Published Yearly Youth Services Annual Reports as Required and Is Not in Compliance With Reporting Requirements

West Virginia Code §49-5B-7 requires the DHHR to annually review its programs and services and submit a report to the Legislature on their effectiveness. The DHHR did not submit a Youth Services Annual Report for fiscal years 2008 through 2011. A BCF official stated these reports were not published due to staff vacancies and turnover. The 2012 Youth Services Annual Report was published in January 2013.

West Virginia Code §49-5B-7 specifies that the Youth Services Annual Report shall provide the following information:

The DHHR did not submit a Youth Services Annual Report for fiscal years 2008 through 2011.

- an analysis and evaluation of programs and services continued, established, and discontinued during the period covered;
- a description of programs and services that should be implemented; and
- information concerning the number of juveniles comprising the population of rehabilitative facilities including the length of the juvenile’s residence in the facility, the nature of the problems for each juvenile in a facility, the juvenile’s response to programs and services, and other information that will enable a user of the report to ascertain the effectiveness of the facility as a rehabilitative facility.

Because the BCF had not provided annual reports for FY 2008 through 2011, the Office of the Legislative Auditor reviewed the published Youth Services Annual Reports from FY 2003-2007 and FY 2012 to determine the BCF’s compliance with the provisions of *WVC* §49-5B-7. **Our review found that for FY 2003 through FY 2012, the BCF had not provided any of the information specified and required by this code section.** The Legislative Auditor then asked the BCF to provide the required information, if available. The BCF was unable to provide any of the required information.

The BCF has not reported and was unable to supply the number of juveniles within the Youth Services Program in each rehabilitative facility.

The BCF Has Not Reported an Evaluation the Expansion of Services

When asked to provide the required evaluation of services continued, established, and discontinued for the period of FY 2008 through FY 2012, the BCF provided a list of all services currently existing but not a list of services that were newly created or discontinued. The BCF stated that some services were expanded to a grant-funded program that is available to all children in West Virginia, not just those in Youth Services. This suggests that the BCF is not monitoring the effectiveness of Youth Services.

The BCF Has Not Reported or Tracked Required Information Concerning Juveniles in Rehabilitative Facilities

The BCF has not reported and was unable to supply the number of juveniles within the Youth Services Program in each rehabilitative facility. Rehabilitative facilities are a specialized type of foster care placement meant for children with additional psychiatric or adjustment needs. There

are two types of rehabilitative facilities: group residential care facilities and psychiatric residential treatment facilities. Group residential care facilities provide case management services; counseling; and a wide range of medical services including physicians and psychologists. Psychiatric residential treatment facilities provide residential treatment services for children with psychiatric needs.

According to information obtained from the BCF, it is currently utilizing 65 group residential care facilities within West Virginia housing 666 youth; this includes 64 privately-operated facilities and the West Virginia Children's Home operated by the DHHR. Two psychiatric hospitals, River Park Hospital in Huntington and Chestnut Ridge in Morgantown, house an additional 101 youth in various psychiatric care programs. Two state-owned facilities operated by the West Virginia Division of Juvenile Services, the Robert Shell Juvenile Center and the Gene Spadaro Juvenile Center, are currently housing 10 youth in the custody of the DHHR.

The BCF also utilizes 79 out-of-state private group residential care and psychiatric facilities to house foster children. The out-of-state group residential care facilities are currently housing 175 youth while out-of-state psychiatric facilities house 75 youth. Appendix G provides a list of in-state residential care facilities and psychiatric hospitals with a maximum capacity count for each facility while Appendix H provides the total amount paid to each facility, fiscal years 2010 through 2012.

Youth housed in rehabilitative facilities may be schooled at the facility; however not all in-state residential facilities have an on-grounds school. For facilities with no on-grounds school, all the children attend public school. For facilities with on-grounds schools, the determination of whether or not a child attends public school or an on-grounds school is made through the case planning process.

The BCF is able to determine how many children are in each foster care placement type, but is unable to separate Youth Services cases from Child Protective Services cases. As a result, the BCF is unable to report how many children in rehabilitative facilities are Youth Services cases or how long they have been there as required by Code. The Family and Children Tracking System (FACTS) tracks the number of children placed in group residential care facilities, as well as entrance and exit dates on a child-by-child basis. A BCF official stated “*drilling down through the data to cull out only those children in an open Youth Services case is more difficult.*” BCF staff explained that the issue could be resolved by the creation of a new report and data warehouse that would show placement data for just children within the Youth Services Program. The BCF has not created a new report or data warehouse to allow these data to be tracked.

To run queries and generate reports from data in the FACTS database, the BCF utilizes the Cognos software program developed by

The BCF is unable to report how many children in rehabilitative facilities are Youth Services cases or how long they have been there as required by Code.

IBM. The Cognos program searches through databases and then generates reports detailing a specified request. The BCF is unable to run a query for foster care data separating the Youth Services Program from CPS cases because the FACTS database stores case data for both programs without a distinguishing field label. The FACTS system shares many of the same screens between Youth Service cases and CPS cases. While the assessments employed in the two programs are different, both use the same demographic, placement, removal, court and case plan screens.

With the current data limitations, to provide the required information the BCF would need to go into the individual case file for each of the more than 4,000 West Virginia children in foster care, determine if the case was a Youth Services or CPS case, determine where the child was placed, then count the number of children within each of the group residential care facilities and psychiatric residential treatment facilities. Appendix J details the current location of each child within foster care in September 2013 but is not Youth Services specific and includes children involved in open CPS cases. For a definition of each placement type, see Appendix I.

Because of the lack of data, the BCF cannot assess the effectiveness of individual rehabilitative facilities as required by *WVC* §49-5b-7. To adequately manage Youth Services interventions, the BCF needs to be able to determine which facilities and programs have resulted in successful interventions. Without this data, the BCF may be sending youth, sometimes out of state, to facilities that have been unsuccessful in preventing future unwanted activity.

Because the BCF is unable to differentiate Youth Services foster care placements from CPS foster care placements, the agency is unable to report how many cases are in each facility. **The Legislative Auditor recommends that the Bureau for Children and Families should develop a method to allow the Family and Children Tracking System database to track and report Child Protective Services cases and Youth Services cases separately.**

The BCF Is Not Able to Supply Each Juvenile’s Response to Treatment

The BCF was also unable to supply the nature of problems for each juvenile in a group residential care facility and their response to treatment. A BCF official stated “*diagnoses and responses to treatment are not currently tracked within the FACTS system.*” Because the BCF is not tracking responses to treatment, it cannot be determined which group residential care facilities are meeting and are not meeting the mission and purpose to prevent further juvenile delinquency or rehabilitate juvenile delinquents. **The Legislative Auditor recommends the BCF should develop a method to track and report the response to treatment for**

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A BCF official stated “diagnoses and responses to treatment are not currently tracked within the FACTS system.”

each youth in a rehabilitative facility.

The FACTS system does contain enough data to ascertain a youth's treatment and response to treatment, but this information is entered into the FACTS case file in a narrative form and thus not able to be queried other than on a case-by-case basis.

Most of the information gathered to assess the situation of the youth and his or her family is found in the Youth Behavioral Evaluation (YBE) and Youth Services Family Assessment. These assessments rely on narrative documentation from the case worker. To see screenshots of the YBE and Family Assessment from a fictitious case file created for this review, see Appendix K. BCF staff stated the FACTS database contains the following information for each case:

“... demographic information on the household members, including the child, a mix of client focused and case focused program assessment information. A large part of the record contains information necessary to process title IV-E eligibility (which includes: incomes, assets, debts, citizenship status, employment status, client relationships, education status, disabilities, and legal custody status). . . . information about the foster care process including the placement plan, visitation plan, treatment plan, permanency plan, removal circumstances, placement and service histories, court hearing, orders and judicial and administrative reviews. There is also a narrative log of visitation notes and a payment history for non Medicaid placements and services.”

...the BCF responded that the information was “not accurately tracked to be able to report diversion success or failure.”

In some cases, a youth in a rehabilitative facility may require medical treatments. Medical treatments, however, are not in the FACTS database and are instead in the Medical Management Information System within the DHHR Bureau for Medical Services. The reason for this is that all youth who are in foster care are eligible for Medicaid, and all medical services provided to a child in foster care are paid for through Medicaid. Medical treatment information paid through Medicaid funds is entered into the MMIS database, not FACTS. MMIS database information is not shared with the BCF.

The BCF Is Unable to Determine If Youth Services Interventions Prevented Future Court Involvement

When asked to provide any performance measures related to the effectiveness of Youth Services interventions in preventing future court involvement, the BCF responded that the information was “*not accurately tracked to be able to report diversion success or failure.*” The BCF conducts an evaluation to measure the Behavior Control Influences (BCI)

of juveniles in the Youth Services Program at both the beginning and end of the case. The BCI reviews are used to indicate if behaviors that led to DHHR involvement with the family have been resolved and are conducted on a case-by-case basis. **These BCI reviews can provide information regarding the effectiveness of Youth Services interventions; however, the BCF has not created a report to illustrate any summary findings from the reviews.**

BCF officials indicated that the agency is seeking assistance from the National Resource Center for In-home Services and the National Resource Center for Youth Development to “*establish a process for measuring the effectiveness of service delivery and establish outcome data reporting methodology.*” Specifically, the BCF will seek to measure the reduction of behaviors and the diversion from future court involvement.

Additionally a recent federal mandate has required all states to begin conducting surveys of 17 year olds who have been in foster care. The information will be updated at the ages of 19 and 21. The survey was given to 366 youth who were 17 years old and in foster care during FY 2011. These youth represented 8 percent of the total foster care population of 4,475 children. The survey was not restricted to youth receiving Youth Services and included youth in Child Protective Services. As a result, any outcome data gleaned from the survey will not provide specific outcome data for the Youth Services Program and will include outcome data for CPS cases. The BCF should attempt to correct this problem by establishing identifying fields to differentiate youth in the Youth Services Program from those in Child Protective Services.

Conclusion

The Bureau for Children and Families has not designed its systems to monitor the performance of the Youth Services Program. The BCF has outcome data for less than 20 percent of Youth Services cases. However these outcome data are not specific to the Youth Services Program and include youth in ongoing Child Protective Services cases. Because the BCF has such limited data concerning outcomes of youth who have received services through the Youth Services Program, the Legislative Auditor is unable to determine the effectiveness of the program. The Legislative Auditor questions how the BCF can adequately manage and modify the program with such limited data. There is no data-driven method to determine which of the vast array of services, programs, providers, or rehabilitative facilities within the Youth Services Program have been successful in reducing unwanted behavior and which have not been.

Ultimately, the Youth Services Program is operated with limited knowledge of whether or not its purpose is achieved. Additionally, the true cost of the program cannot be determined by the BCF. The success

...the BCF will seek to measure the reduction of behaviors and the diversion from future court involvement.

Because the BCF has such limited data concerning outcomes of youth who have received services through the Youth Services Program, the Legislative Auditor is unable to determine the effectiveness of the program.

or failure of Youth Services interventions weighs far beyond the cost of the program. It is a program designed to target children who are high-risk for a future life of crime; improve their circumstances and behavior; and bring about positive change in their life. Successful Youth Services interventions help at-risk children to better assimilate into society. Without enough information to make data-driven decisions, agencies are unable to make sound decisions to alter programs in order to meet their objectives.

Recommendations

1. *The Bureau for Children and Families should establish performances goals and measures, then begin tracking outcome data specifically for youth who have received services through the Youth Services Program. These data should be reported in the Youth Services Annual Reports.*
2. *The Bureau for Children and Families should begin to track and report all information mandated by West Virginia Code §49-5b-7. The Bureau for Children and Families should update the Legislature on its progress toward meeting its mandated responsibilities within six months.*
3. *The Bureau for Children and Families should develop a method to allow the Family and Children Tracking System database to track and report Child Protective Services cases and Youth Services cases separately.*
4. *The Bureau for Children and Families should develop a method to track and report the response to treatment for each youth in a rehabilitative facility.*

Appendix A
Transmittal Letter

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John Sylvia
Director

October 30, 2013

Nancy Exline, Commissioner
West Virginia Department of Health and Human Resources
Bureau for Children and Families
350 Capitol Street Suite 700
Charleston, WV 25301

Dear Ms. Exline:

This is to transmit a draft copy of the Performance Review of the Bureau for Children and Families, Youth Services Program. This report is scheduled to be presented during the November 18-20 interim meetings of the Joint Committee on Government Operations, and the Joint Committee on Government Organization. We will inform you of the exact time and location once the information becomes available. It is expected that a representative from your agency be present at the meeting to orally respond to the report and answer any questions the committees may have.

We need to schedule an exit conference to discuss any concerns you may have with the report. We would like schedule the meeting on or before November 5, 2013. Please notify us to schedule an exact date and time. In addition, we need your written response by noon on Thursday, November 7 in order for it to be included in the final report. If your agency intends to distribute additional material to committee members at the meeting, please contact the House Government Organization staff at 340-3192 by Thursday, November 14 to make arrangements.

We request that your personnel not disclose the report to anyone not affiliated with your agency. Thank you for your cooperation.

Sincerely,

Handwritten signature of John Sylvia in blue ink.
John Sylvia

_____ *Joint Committee on Government and Finance* _____

Appendix B

Objective, Scope and Methodology

The Performance Evaluation and Research Division (PERD) within the Office of the Legislative Auditor evaluated the Bureau for Children and Families (BCF) as part of the agency review of the Department of Health and Human Resources (DHHR) as required under *West Virginia Code* §4-10-8. The purpose of the Bureau for Children and Families Youth Services Program, as established in *West Virginia Code* §49-5B-7, is to prevent juvenile delinquency while rehabilitating juvenile delinquents and status offenders.

Objectives

The BCF is required by *West Virginia Code* §49-5B-7 to submit an annual report for the Youth Services Program each year. The BCF did not submit a report for the Youth Services Program from fiscal year 2007 through fiscal year 2011. The objectives of this review are to determine if the Bureau for Children and Families collects code-mandated data and if the agency has adequate information to measure the effectiveness of Youth Services interventions.

Scope

The scope of this review consisted of the Youth Services Program within the Bureau for Children and Families. This review focuses on the information that the agency is required to report to the Legislature and Governor each year in its Annual Report. The scope for budgetary, staffing, and programmatic data is FY 2010 through FY 2012. Due to missing annual reports, the scope for annual reports was extended to FY 2003 through FY 2012. The review includes the performance measures and goals of the agency related to the Youth Services Program as well as output measures. The Bureau for Children and Families data system was unable to differentiate and query data between Child Protective Services cases and Youth Services cases. This review does not attempt to determine the overall effectiveness of the Youth Services Program related to the prevention of juvenile delinquency and incarceration or the effectiveness of interventions in deterring juveniles from further crime.

Methodology

PERD gathered and analyzed several sources of information and conducted audit procedures to assess the sufficiency and appropriateness of the information used as audit evidence. This information and audit procedures are described below.

- 1. Interviews.** Testimonial evidence gathered for this review through interviews with the Bureau for Children and Families' staff was confirmed by written statements and in some cases by corroborating evidence and documentation. PERD staff spoke with the BCF's director of the FACTS system, the chief financial officer, and policy staff. PERD staff maintained continuous telephone and email contact with BCF officials to verify the accuracy information provided.
- 2. Documentation Review.** PERD staff visited the agency's main office in Charleston, WV and reviewed information housed within the Family and Children Tracking System database (FACTS). PERD staff also reviewed screen captures of FACTS file information. PERD obtained and reviewed the published

Youth Services Annual Reports, policy and procedures manuals, budgetary data provided by the BCF, and reports from the FACTS database generated by the BCF. The information obtained from the BCF is limited in that the BCF was unable to query and report a significant amount of data about the Youth Services Program. The FACTS database has information in narrative fields and cannot report Youth Services cases separate from Child Protective Services cases. These statements were corroborated with statements from multiple agency officials. PERD did not seek to test the reliability of evidence generated by the FACTS database in this audit as the focus was not on data reliability but rather data relevance and mandated reporting.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit is planned and performed to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. The Legislative Auditor believes that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

Appendix C

Youth Services Program Available Services

- **Family Support Services:** These services deal with issues which may cause the youth to be at risk for court involvement. Family Support Services assist a family in identifying short and long-term needs to support the family function and assist in securing access to medical, social, behavioral health, and educational services.
- **Family Preservation Services:** Services designed to address issues which have already led to court or DHHR involvement. Family Preservation Services provide counseling, training, and case management to the family in areas such as parenting, adult life skills, and conflict resolution. These services also link families to local support activities, as well as mentoring services for the youth, and temporary relief periods from parenting responsibilities for the parents to reduce stress and family conflicts.
- **Foster Care Services:** Foster Care Services are meant for families with a child in foster care and mirror those provided by Family Preservations Services. These services may also be provided to the foster family or to help a youth develop independent living skills, be prepared to enter the workforce or continue his or her education once they exit foster care. During the delivery of Family Preservation Services if issues cannot be resolved, or the youth's safety is at risk, then the DHHR may attempt to have the youth placed outside of the home and into foster care. If the youth has been adjudicated as a juvenile delinquent or for status offenses, then courts may order the youth removed from the home and placed into foster care.
- **Reunification Services:** Services that help families to rebuild the family structure when a youth is returning from an out-of-home placement. Reunification Services provide the same type of services as those provided by Family Preservation Services, but focus on achieving a secure and stable family reunification.

Types of Services Offered

Family Support Services

- Needs Assessment/Service Plan
- Case Management Services

Youth Services Family Preservation Services

- Family Assessment
- Case Management Services
- Safety Services
- Individualized Parenting
- Adult Life Skills
- Family Crisis Response
- Emergency Respite
- Child-Oriented Activity
- Group Child-Oriented Activity
- Individual Review
- In-State Home Study
- Out-of-State Home Study
- Multi-disciplinary Team Attendance
- Supervised Visitation
- Private Transportation

- Agency Transportation
- Community Based Team
- Intensive Family Preservation

YS Foster Care Services

- Family Assessment
- Case Management Services
- Adult Life Skills
- Individualized Parenting
- Family Crisis Response
- Situational or Behavioral Respite
- Daily Respite
- Multi-disciplinary Team Attendance
- Individual Review
- In-State Home Study
- Out-of-State Home Study
- Tutoring
- Supervised Visitation
- Connection Visit
- Agency Transportation
- Private Transportation
- Away From Supervision Support
- Community Based Team Meetings
- Pre-Community Integration
- Intensive Foster Care Re-entry
- Transitional Living Placement Pre-Placement Activities
- Transitional Living Placement

Youth Services Reunification Services

- Safety Services
- Supervision
- Adult Life Skills
- Individualized Parenting
- Family Crisis Response
- Emergency Respite
- Respite
- Child-Oriented Activity
- Multi-disciplinary Team Attendance
- Private Transportation
- Public Transportation
- Agency Transportation
- Supervised Visitation
- Community Based Team
- Intensive Family Reunification

Appendix D

Youth Services Caseload FY 2010-2012

Youth Services Caseloads			
Fiscal Year	FY 2010	FY 2011	FY 2012
BCF YS Workers Allocation	109	109	109
Grant-funded YS Workers Allocation	50	50	50
Total YS Workers	159	159	159
Total Caseload*	5,415	5,835	6,367
YS Foster Care Cases	921	1,161	1,219
Cases Per Worker**	34.05	36.69	40.04
<p>* The BCF stated the reason for the upward trend in cases is attributable to a 2010 change in truancy law. House Bill 4593 reduced the number of allowable unexcused absences in a single school year from ten to five. After five unexcused absences court involvement is allowed and some courts refer truant youth and their families to the Youth Services Program.</p> <p>** The BCF operates with a goal of 12 cases per Youth Services Worker. The Child Welfare League of America, a leading child welfare research and advocacy organization, recommends no more than 17 cases per worker and no more than 12 to 15 foster care cases per worker.</p> <p>Source: Data provided by the BCF and FY 2012 Youth Services Annual Report.</p>			

Appendix E

Foster Care Entry and Re-Entry Federal FY 2009-2011

Status	FFY 2008	FFY 2009	FFY 2010	FFY 2011
Entering foster care for the first time	2,580 (80.5)	2,229 (77.7)	2,235 (78.7)	2,667 (81.4)
Re-entering care within 12 months of exit from foster care	349 (10.9)	382 (13.3)	346 (12.1)	338 (10.3)
Re-entering care more than 12 months after exit from foster care	260 (8.1)	235 (8.2)	250 (8.8)	256 (7.8)
Missing Data	16 (0.5)	23 (0.8)	10 (0.4)	16 (0.5)
Total	3,205	2,869	2,841	3,277
<i>Source: West Virginia Context Data published by the Children's Bureau.</i>				

Appendix F Foster Care Placement Stability FFY 2008-2011 by Percent

	In Care Less Than 12 Months				In Care at Least 12 Months but Less Than 24 Months				In Care for 24 Months or Longer				Missing Time in Care			
	2008	2009	2010	2011	2008	2009	2010	2011	2008	2009	2010	2011	2008	2009	2010	2011
Children with 2 or fewer placements	88.7	86.7	87.8	86.8	65.4	66.2	65.2	65.1	34.5	36.2	39.1	37.6	100.0	84.6	93.3	100.0
Children with 3 or more placements	11.3	13.3	12.2	13.2	34.6	33.8	34.8	34.9	65.5	63.8	60.9	62.4	0.0	15.4	6.7	0.0
Missing placement setting counts	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Number	3,866	3,603	3,521	3,940	1,860	1,879	1,768	1,815	1,756	1,659	1,673	1,507	4	13	15	14

Source: West Virginia Context Data published by the Children's Bureau.

Appendix G

Bed Capacity Children's In-State Residential Placement Programs

Agency/Site Name	County	Coed Capacity	Male Capacity	Female Capacity	Facility Capacity
Board of Child Care					
Board of Child Care	Berkeley	50	0	0	50
Board of Child Care Level II	Berkeley	8	0	0	8
Braley and Thompson					
A.C.T.T House	Kanawha	0	6	0	6
Burlington United Methodist Family Services					
Main Campus	Mineral	20	0	0	20
Keyser Group Home	Mineral	0	0	7	7
Craig House	Mineral	0	7	0	7
Beckley Center Level II	Raleigh	0	10	0	10
Beckley Center Level III	Raleigh	20	0	0	20
Daniels House	Raleigh	8	4	4	16
Cammack Children's Center					
Cammack Children's Center	Cabell	32	0	0	32
Chestnut Ridge Hospital					
Chestnut Ridge Hospital Sexual Offender	Monongalia	0	15	0	15
Chestnut Ridge Hospital Dual Diagnosis	Monongalia	0	12	0	12
Chestnut Ridge Hospital Acute Unit	Monongalia	6	0	0	6
Children's Home Society of West Virginia					
Martinsburg Children's Shelter	Berkeley	8	0	0	8
Hovah H Underwood Children's Home	Cabell	15	0	0	15
Lewisburg Child Shelter	Greenbrier	8	0	0	8
Romney Child Shelter	Hampshire	10	0	0	10
Davis Child Shelter	Kanawha	10	0	0	10
Harless Children's Home	Logan	10	0	0	10
Paul Miller Home	McDowell	10	0	0	10
Faltis Child Shelter	Nicholas	10	0	0	10
Southern WV EYES	Raleigh	5	0	0	5
Gustke Child Shelter	Wood	10	0	0	10
Davis Stuart Inc					
Main Campus	Greenbrier	44	0	0	44
Alicia McCormick House	Greenbrier	0	0	6	6
Bluefield Group Home	Mercer	0	0	6	6
Princeton Group Home	Mercer	0	6	0	6
Beckley Group Home	Raleigh	0	6	0	6

Agency/Site Name	County	Coed Capacity	Male Capacity	Female Capacity	Facility Capacity
Daymark Inc					
Turning Point I	Kanawha	5	0	0	5
Turning Point II	Kanawha	6	0	0	6
Patchwork	Kanawha	10	0	0	10
Elkins Mountain School					
Elkins Mountain School Level II	Randolph	0	15	0	15
Elkins Mountain School Level III	Randolph	0	48	0	48
Family Connections					
Brooke Place	Brooke	0	0	12	12
Florence Crittenton Services Inc					
Florence Crittenton Services Inc	Ohio	0	0	42	42
Genesis Youth Crisis Center Inc					
Alta Vista Children's Shelter	Harrison	8	0	0	8
Emergency Crisis Shelter	Harrison	15	0	0	15
Golden Girl Inc					
Golden Girl Inc Level I	Wayne	0	0	4	4
Golden Girl Inc Level II	Wayne	0	0	20	20
Home Base Inc					
Home Base Inc Shady Brook	Lewis	0	5	0	5
Home Base Inc Woods	Upshur	0	5	0	5
Monongalia County Youth Center					
Monongalia County Youth Center	Monongalia	8	0	0	8
New River Ranch					
New River Ranch	Fayette	26	0	0	26
Olympia Center					
Olympia Center	Preston	29	0	0	29
Potomac Center					
Birch Lane Group Home	Hampshire	6	0	0	6
Main Campus	Hampshire	24	0	0	24
Washington Street Group Home	Hampshire	8	0	0	8
Pressley Ridge					
Grant Gardens Level II	Cabell	20	0	0	20
Grant Gardens Level III	Cabell	20	0	0	20
Laurel Park	Harrison	40	0	0	40
Odyssey	Monongalia	0	0	10	10
Richwood	Monongalia	0	3	0	3
White Oak	Wood	61	0	0	61
Rescare					
Woodward	Cabell	4	0	0	4
Terra Alta Children's Home	Preston	5	0	0	5

Agency/Site Name	County	Coed Capacity	Male Capacity	Female Capacity	Facility Capacity
River Park Hospital					
BRIDGE Program	Cabell	12	0	0	12
ROAD Program	Cabell	10	0	0	10
Barboursville School	Cabell	22	0	0	22
Sex Offender Program ROUNDTABLE	Cabell	0	21	0	21
St. John's Home for Children					
St. John's Home for Children	Ohio	0	8	0	8
Stepping Stone					
Stepping Stone	Marion	0	10	0	10
Stepping Stones					
It's My Move Supported Apartments	Cabell	6	0	0	6
It's My Move Scattered Sites	Cabell	12	0	0	12
Stepping Stones	Wayne	0	4	0	4
Stepping Stones Level II	Wayne	0	14	3	17
The Children's Home of Wheeling					
The Children's Home of Wheeling	Ohio	0	14	0	14
West Virginia Children's Home					
West Virginia Children's Home	Randolph	25	0	0	25
West Virginia Division of Juvenile Services					
Robert Shell Juvenile Center	Cabell	0	23	0	23
Gene Spadaro Juvenile Center	Fayette	23	0	0	23
Youth Academy					
YORE Academy	Marion	24	18	6	48
Youth Academy LLC					
Youth Academy LLC	Marion	22	0	0	22
Youth Services System					
Helinski Shelter	Marshall	0	0	16	16
Samaritan House	Ohio	0	12	0	12
Youth Achievement Center	Ohio	0	8	0	8
Tuel Center Transitional Living	Wetzel	9	0	0	9
Total System Capacity		744	274	136	1,154

Source: Information obtained from the WV Children's Network Placement Report accessed October 8, 2013.

Appendix H

Amount Paid To Each Residential Placement and Psychiatric Facility FY 2010-2012

In-State Facilities			
Provider Name	FY 2010	FY 2011	FY 2012
Board of Child Care - Falling Waters	\$2,465,739	\$2,388,838	\$2,740,456
Brale and Thompson ACTT group home	\$404,659	\$457,598	\$407,371
Burlington Beckley Co-Existing Disorders Group Home	\$557,284	\$702,411	\$744,263
Burlington United Methodist- Beckley- Level II	\$642,786	\$667,935	\$603,624
Burlington United Methodist Family Services, Inc. - Keyser Group Home	\$468,424	\$359,087	\$263,990
Burlington United Methodist Family Services, Inc. - Main Campus	\$910,523	\$1,196,817	\$1,308,035
Burlington United Methodist Family Services, Inc.- Pathways	-	\$4,441	\$262,365
Burlington United Methodist Family Services, Inc.-Craig House	\$379,058	\$329,772	\$319,709
Burlington United Methodist-Beckley-Level III	\$982,737	\$953,347	\$1,091,627
Cammack Children's Center	\$1,546,137	\$1,506,420	\$1,452,893
Children's Home of Wheeling-Level II	\$564,784	\$635,822	\$689,938
Children's Home Society-Davis Child Shelter	\$438,908	\$469,465	\$537,869
Children's Home Society-Faltis Child Shelter	\$431,814	\$460,778	\$517,418
Children's Home Society-Gustke Child Shelter	\$379,940	\$429,377	\$466,343
Children's Home Society-Hovah Hall Underwood Children's Home	\$699,763	\$745,201	\$799,641
Children's Home Society-June Montgomery Harless Child Shelter	\$359,507	\$395,555	\$558,886
Children's Home Society-Lewisburg Child Shelter	\$294,848	\$354,325	\$394,410
Children's Home Society-Martinsburg Child Shelter	\$329,255	\$361,230	\$349,808
Children's Home Society-Paul Miller Child Shelter	\$300,343	\$380,032	\$424,949
Children's Home Society-Romney Child Shelter	\$380,267	\$440,475	\$383,940
Davis Stuart-Alicia McCormick Group Home	\$225,910	\$258,554	\$287,592
Davis Stuart-Beckley Group Home	\$214,350	\$208,366	\$255,956
Davis Stuart-Bluefield Group Home	\$157,034	\$153,184	\$269,191
Davis Stuart-Lewisburg Group Home	\$2,207,213	\$2,222,630	\$2,286,893
Davis Stuart-Princeton Group Home	\$218,667	\$190,335	\$208,382
Daymark-Patchwork	\$150,345	\$80,836	\$186,937
Daymark-Turning Point I	\$254,038	\$254,703	\$247,186
Daymark-Turning Point II	\$212,793	\$257,579	\$247,634
Elkins Mountain School	\$2,263,870	\$2,105,079	\$2,234,860
Elkins Mountain School-Oak Ridge	\$704,413	\$701,471	\$747,637

In-State Facilities			
Provider Name	FY 2010	FY 2011	FY 2012
Family Connections-Brooke Place	\$396,168	\$307,433	\$362,074
Florence Crittenton Home	\$1,969,810	\$2,141,201	\$2,157,658
Genesis Youth Center-Alta Vista Child Shelter	\$424,408	\$458,154	\$481,976
Genesis Youth Center-Crisis Shelter	\$664,920	\$735,569	\$902,401
Golden Girl Level II	\$1,019,304	\$1,206,971	\$1,316,090
Golden Girl-Group Residential Level I	\$366,447	\$215,306	\$266,875
Home Base-Lewis County	\$214,968	\$238,235	\$236,931
Home Base-Upshur County	\$2,950,625	\$2,989,823	\$3,256,257
Monongalia County Youth Services Center	\$336,224	\$310,473	\$344,610
New River Ranch	\$1,237,286	\$1,171,046	\$1,279,381
Olympia Center Preston, Inc.	\$1,139,537	\$934,194	\$1,036,997
Pressley Ridge Grant Gardens-Level III	\$901,724	\$935,501	\$985,782
Pressley Ridge Schools - Odyssey House	\$431,775	\$426,596	\$459,127
Pressley Ridge Schools-Richwood Avenue	\$366,464	\$343,519	\$360,337
Pressley Ridge-Grant Gardens-Level II	\$908,479	\$866,111	\$942,172
Pressley Ridge-Laurel Park	\$1,780,400	\$1,795,048	\$1,883,297
Pressley Ridge-White Oak Village	\$3,729,322	\$3,648,024	\$3,889,862
St. John's Home for Children	\$373,300	\$411,868	\$568,258
Stepping Stone	\$430,271	\$469,343	\$439,456
Stepping Stones Group Residential Level I	\$125,890	\$224,918	\$199,571
Stepping Stones-Group Residential Level II	\$673,292	\$600,200	\$697,022
Yore Academy, Inc.	\$1,354,920	\$1,322,317	\$1,412,980
Youth Academy LLC	\$1,177,755	\$1,157,462	\$1,215,751
Youth Achievement Center	\$439,007	\$401,708	\$334,986
Youth Service System-Helinski Shelter	\$653,065	\$454,685	\$656,451
Youth Service System-Samaritan House	\$601,707	\$487,889	\$262,977
In-State Total	\$43,812,476	\$43,925,253	\$47,239,080
<i>Source: Data obtained from the BCF.</i>			

Out-of-State Facilities			
Provider Name	FY 2010	FY 2011	FY 2012
Abraxas-Center for Adolescent Females	\$171,179	\$164,782	\$84,800
Abraxas-Cornell Abraxas Blue Jay	\$109,803	\$143,517	\$150,112

Out-of-State Facilities			
Provider Name	FY 2010	FY 2011	FY 2012
Abraxas-Cornell Abraxas Erie	\$12,864	\$33,976	-
Abraxas-Cornell Abraxas Hardware Secure Total	\$236,916	\$10,421	\$254,965
Abraxas-Cornell Abraxas Leadership Dev Program	\$401,399	\$252,062	\$322,191
Abraxas-Cornell Abraxas Pittsburgh	\$48,207	-	-
Abraxas-Cornell Abraxas Youth Center	\$656,054	\$726,592	\$609,547
Abraxas-Erie Mental Health	-	-	\$35,198
Adelphoi Village, Inc.	\$1,190,295	\$724,753	\$725,405
Barry Robinson Center	\$26,076	\$38,150	\$132,730
BELLEFAIRE- Level 3 Total	\$427,192	\$421,145	\$541,724
Childhelp Inc	\$343,543	\$573,800	\$397,564
Cumberland Hospital LLC- Review Only	\$202,608	-	\$313,969
Devereux Foundation-Arizona	-	\$102,887	-
Devereux Foundation-Brandywine	\$29,249	\$37,055	\$96,667
Devereux Foundation-Florida-Medicaid	\$48,237	\$39,095	\$72,022
Devereux Foundation-Florida-Non-Medicaid	\$46,671	\$521,902	\$779,889
Devereux Foundation-Georgia Treatment Network	\$58,567	\$50,125	-
Devereux Foundation-Kanner CIDDS	\$132,218	\$57,218	\$173,575
Devereux Foundation-League City	\$2,696		
Devereux Foundation-Stone & Gables	-	\$10,754	-
Elk Hill Farm, Inc.	\$4,657	-	-
FAIRFIELD ACADEMY	\$623,020	\$263,090	\$143,022
FOX RUN RESIDENTIAL TREATMENT CTR	\$34,337	-	-
Gateway Rehabilitation Center Level 2	\$11,005	\$16,022	\$30,926
George Junior Republic-Diagnostics Total	\$299,460	\$437,738	\$379,199
George Junior Republic-Drug & Alcohol	\$343,049	\$200,704	\$489,294
George Junior Republic-Intensive Supervision	\$87,812	\$169,595	\$233,959
George Junior Republic-PA	\$1,516,479	\$2,025,206	\$1,656,380
George Junior Special Needs	\$704,249	\$1,087,029	\$1,138,909
Glen Mills Schools- Non-Clinical	\$33,487	\$15,708	\$21,041
Grafton School Community Based Group Home	\$818,408	\$689,762	\$680,142
GRAFTON SCHOOL RESIDENTIAL TREATMENT	\$225,662	\$313,380	\$868,935
Gulf Coast Youth Services	-	-	\$117,180

Out-of-State Facilities			
Provider Name	FY 2010	FY 2011	FY 2012
Kidspace National Center	\$51,554	\$93,066	\$162,488
Leary-Timber Ridge School	\$5,495,912	\$4,479,783	\$4,774,563
Liberty Point Behavioral Healthcare, LLC	-	-	\$167,618
Necco Center	\$488,270	\$465,375	\$343,680
New Hope Carolinas - Triad	\$88,904	\$68,850	\$9,866
Pomegranate Health Systems of Columbus	\$293,288	\$28,594	-
Psychiatric Solutions, INC DBA North Springs Behavioral Health	\$26,639	\$120,191	\$146,100
Ramey Estep Homes	-	\$42,224	\$91,658
San Mar Children's Home	\$222,588	\$167,855	\$194,890
Southwood Psychiatric Hospital	\$68,882	\$59,940	\$63,443
Summit Academy Total	\$1,146,927	\$784,521	\$580,179
The Bradley Center, Inc.	\$47,313	\$163,123	\$399,404
The Camelot Schools- Kingston Academy - Tennessee	\$112,261	\$5,683	-
The Children's Center of Ohio, Inc. Level 2	\$31,350	\$165,900	\$227,400
The Village Network Level 3, Boys Village Campus	\$113,937	\$61,899	-
The Village Network, Knox Network	\$62,640	\$18,560	\$40,407
True Balance Youth Services LLC.-Non Clinical	\$18,300	-	-
UHSK-AL Clinical Schools	\$46,625	\$9,250	\$59,475
UHSK-Cedar Grove	\$450,673	\$517,744	\$311,033
UHSK-Foundations for Living-Richland Center	\$425,056	\$175,684	\$1,250
UHSK-Memphis-McDowell Center For Children	\$58,395	-	\$37,235
UHSK-Mountain Youth Academy	\$30,750	\$11,000	\$3,875
UHSK-Natchez Trace Youth Academy	\$227,106	\$378,824	\$647,177
UHSK-National Deaf Academy	-	-	\$167,254
UHSK-Newport News	-	\$4,225	\$141,250
UHSK-PA Clinical	\$323,901	\$268,901	
UHSK-Rock River	-	\$85,700	\$10,343
UHSK-TN Clinical-Hermitage Hall	\$1,004,528	\$1,491,125	\$746,995
Universal Health Services - Coastal Harbor	\$141,113	\$224,398	\$192,874
WOODS SERVICES - Level 2	\$184,392	\$192,083	\$196,964
Woodward Academy Total	-	-	\$16,280
Youth Educational Services of PA, LLC Total	-	-	\$45,155
Out-of-State Total	\$20,006,700	\$19,210,966	\$20,228,198
<i>Source: Data obtained from the BCF.</i>			

Appendix I

Foster Care Placement Definitions

Agency Emergency Shelter Care: Provide short-term placement during a crisis situation.

Agency Foster Family Care: A family placement designed for children with few problems who can best be served in a family setting pending the development of a permanent living arrangement.

Department Adoptive Home: A home that the Department of Health of Human Resources Bureau for Children and Families has recruited, trained, and certified as a potential adoptive placement. These homes serve children who are in the custody of DHHR whose parent's parental rights have been terminated.

Detention Centers: Secure residential facility designed to physically restrict the movements and activities of juveniles held in custody.

Group Residential Care: A structured 24-hour group care setting that targets youths with needs that range from adjustment difficulties in school, home, and/or community to those in need of a highly structured program with formalized behavioral programs and therapeutic interventions.

Kinship/Relative: Services provided by any person related to the child by blood or marriage including cousins and in-laws. Persons whom the child considers a relative, such as a godparent or significant others whom the child claims as kin may also be considered as a placement option.

Medical Hospital: The child is currently in receiving treatment in a medical facility.

Psychiatric Facility (Long-Term): A Psychiatric Residential Treatment Facility provides a medically supervised interdisciplinary program of behavior health treatment which addresses the psychiatric needs of each child and his/her family.

Psychiatric Hospital (Short-Term): Acute psychiatric inpatient hospitalization lasting 30 days or less and providing intensive, 24-hour psychiatric care, including crisis stabilization and diagnostic treatment.

School For Children With Special Needs: WV School for the Deaf and Blind located in Romney, WV.

Specialized Family Care and Specialized Family Care Home (Medley): A specially recruited and trained family that family atmosphere for anyone with a developmental disability. These placement types assist children with development disabilities to move into a community setting and often become the child's permanent home.

Therapeutic Foster Care: A Family placement designed for children with significant treatment needs due to emotional and/or physical problems. Foster parents are professionally trained and supported to aid children in overcoming problems.

Transitional Living Client: Older youth (17-20 years of age) who are assisted in moving from a foster home or group residential setting to their own community to established a household while continuing educational/vocational goals or entering the workforce.

Appendix J

Foster Care Placement Data September 2013

Provider Type	In State Youth	Out-of-State Youth	Total Youth
Agency Emergency Shelter	146	0	146
Agency Foster Family Care	965	30	995
Department Adoptive Home	181	21	202
Detention Centers	10	0	10
Group Residential Care	666	175	841
Kinship/Relative	665	24	689
Medical Hospital	3	3	6
Psychiatric Hospital (Long Term)	70	75	145
Psychiatric Hospital (Short Term)	31	0	31
School for Children with Special Needs	1	0	1
Specialized Family Care (Medley)	14	0	14
Specialized Family Care Home (Medley)	13	0	13
Therapeutic Foster Care	901	11	912
Transitional Living Client	71	0	71
Total	3,737	339	4,076
<i>Source: Information obtained from FACTS database.</i>			

Appendix K

Facts Sample Case Screenshots

FACTS - Version 24.0 - Connected to Acceptance Database

File Edit Functions Tools Reports Interfaces Approvals Web Links Help

Workload Log Inbox Supervisor Personnel Fin Admin Provider Training Sys Admin Search Chat List Ticklers File Cabinet

Workload Case Plan YBE Youth Family Community Conclusion BCP

YBE Youth - SHINN - New

Evaluation Date: 00/00/0000 Date Created: 00/00/0000 00:00 AM By: Add Change Delete Clear

Behavior Relationships Self Perception Mental Health Academic Performance History and Socialization Parent/Caretaker Attitude

Describe youth's typical daily functioning
Zeus daily function is appropriate for his age, except for him selling illegal substances and using them.

Risk Factors / Behavior Control Influences
Behavior - Mild Select... Cancel

Case: 20284342 Client: 3006870 jwm_8101_as_ybe_youth 10/04/2013 01:52 PM

FACTS - Version 24.0 - Connected to Acceptance Database

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Workload Log Inbox Supervisor Personnel Fin Admin Provider Training Sys Admin Search Chat List Ticklers File Cabinet

Workload Case Plan YBE Youth Family Community Conclusion BCP

YBE Youth - SHINN - New

Evaluation Date: 00/00/0000 Date Created: 00/00/0000 00:00 AM By: Add Change Delete Clear

Behavior Relationships Self Perception Mental Health Academic Performance History and Socialization Parent/Caretaker Attitude

Describe youth's relationships
Zeus is not that sociable towards his peers. He prefers to develop friendships with older individuals. These individuals are giving him the drugs to sell.

Risk Factors / Behavior Control Influences
Relationships - Extreme Select... Cancel

Case: 20284342 Client: 3006870 jwm_8101_as_ybe_youth 10/04/2013 01:54 PM

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Workload Case Plan YBE Youth Family Community Conclusion BCP

YBE Youth - SHINN

Evaluation Date: 10/04/2013 Date Created: 10/04/2013 02:11 PM
By: Sharon Shinn

Behavior Relationships Self Perception Mental Health Academic Performance **History and Socialization** Parent/Caretaker Attitude

Describe youth's behavior history and socialization
Zeus was adopted at 7 weeks old by his mother. He does not know he was adopted. His mother, Sharon has never been married so Zeus has not had an male role models in his life.

Risk Factors / Behavior Control Influences
History and Socialization - Mild Select...

Add Change Delete Clear Cancel

Case: 20284342 Client: 3006870 jvm_8101_as_ybe_youth 10/07/2013 06:29

start | Inboxes - Mailbox - Shin... | Youth Service Presen... | FACTS - Version 24.0... | 6:29 AM

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Workload Log Inbox Supervisor Personnel File Admin Provider Training Sys Admin Search Client List Ticklers File Cabinet

Workload Case Plan YBE Youth Family Community Conclusion BCP

YBE Conclusion - SHINN

Evaluation Date: 10/04/2013 Date Created: 10/04/2013 02:11 PM
By: Sharon Shinn

Behavior Control Influences In-Home Behavior Control Plan Risk Rating

- ___ Youth refuses to live at home or is a runaway and has no established residence
- ___ Youth is violent, physically aggressive or out of control +
- ___ Family members are violent to each other +++
- ___ Youth is self-destructive +
- ___ Youth abuses alcohol, drugs or other dangerous substances +
- ___ Youth inflicted intentional harm to a person, animal or property without remorse
- ___ Parents request placement because of youth's behavior and their inability to control it
- ___ Parent refuses to let youth live at home and youth has no permanent "appropriate" place to reside ++
- ___ Parents do not function in parental role specifically related to control of youth's unacceptable or negative behavior and the youth's behavior is a threat to the community or the youth
- ___ Youth's behavior provokes a serious reaction from others

+ Consider need to involve/refer to Mental Health
++ Consider need to involve CPS
+++ Consider need to involve Domestic Violence Services

Add Change Delete Clear Approval... Cancel

Case: 20284342 Client: 3006870 jvm_8115_as_ybe_conclusion 10/07/2013 06:38

start | Inboxes - Mailbox - Shin... | Youth Service Presen... | FACTS - Version 24.0... | 6:38 AM

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File Edit Functions Tools Reports Interfaces Approvals Web Links Help

Workload Log Inbox Supervisor Personnel Fin Admin Provider Training Sys Admin Search Client List Ticklers File Cabinet

Workload Case Plan Y3 Fam Plan Svc Plan Summary

Youth Services Family Service Plan - SHINN

Family Involvement Strengths/Needs/Goals Services

Reason DHHR is involved with your family.
Zeus was arrested for selling illegal substances. Also he failed a drug screen.

What must happen for DHHR to no longer be involved with your family?
Zeus shall follow the laws and not sell drugs. Understand the consequences of using drugs and how they will affect his live negatively.

Add
Change
Delete
Clear
Find...
Approval...
Cancel

Case: 20284342 jwm_8126_cm_y3f_service_plan 10/07/2013 06:53

start | Inbox - Mailbox - Shin... | Youth Service Presen... | FACTS - Version 24.0... | 6:54 AM

FACTS - Version 24.0 - Connected to Acceptance Database

File Edit Functions Tools Reports Interfaces Approvals Web Links Help

Workload Log Inbox Supervisor Personnel Fin Admin Provider Training Sys Admin Search Client List Ticklers File Cabinet

Workload Case Plan Y3 Fam Plan Svc Plan Summary

Youth Services Family Service Plan - SHINN

Family Involvement Strengths/Needs/Goals Services

Responsible Party	Service	Begin	End Date
PHOENIX PSYCHOLOGICAL	Drug Abuse Counseling	10/07/2013	00/00/0000
NA	Drug Abuse Counseling	10/07/2013	00/00/0000

Update Service

Responsible Party Information Services Service Review [Read-Only]

Service: Drug Abuse Counseling Specify Service: NA meetings (Court Ordered)

*Est. Begin Date: 10/07/2013
Est. End Date: 01/06/2014
*Begin Date: 10/07/2013

Frequency: Weekly
Specify:

Client(s)
ZEUS F. SHINN Select...

Add
Change
Delete
Clear
Find...
Approval...
Cancel

Case: 20284342 jwm_8126_cm_y3f_service_plan 10/07/2013 07:24

start | Inbox - Mailbox - Shin... | Youth Service Presen... | FACTS - Version 24.0... | 7:24 AM

Appendix L Agency Response



STATE OF WEST VIRGINIA DEPARTMENT OF HEALTH AND HUMAN RESOURCES

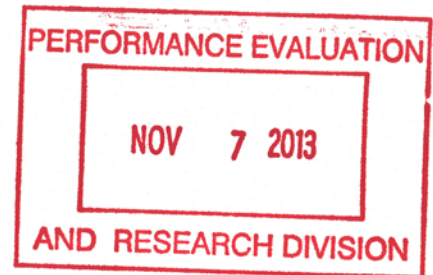
Earl Ray Tomblin
Governor

Bureau for Children and Families
Commissioner's Office
350 Capitol Street, Room 730
Charleston, West Virginia 25301-3711
Telephone: (304) 558-0628 Fax: (304) 558-4194

Karen L. Bowling
Cabinet Secretary

November 7, 2013

John Sylvia, Director
West Virginia Legislature
Performance Evaluation and Research Division
Building 1, Room W-314
1900 Kanawha Boulevard, East
Charleston, West Virginia 25305



Dear Mr. Sylvia:

The West Virginia Department of Health and Human Resources has reviewed the draft copy of the assessment conducted by the Legislative Auditor's Office Performance and Evaluation and Research relating to the Youth Services Program.

Attached is our response to the issue of our lack of management information and the recommendations presented in the report.

At this time, we would like to thank the West Virginia Legislative Auditor's Office Performance Evaluation and Research Division staff for their time and efforts to provide this review of our practices concerning the Youth Services Program.

Sincerely,

A handwritten signature in blue ink that reads "Nancy N. Exline".

Nancy N. Exline
Commissioner

Issue 1: The Bureau for Children and Families is unable to determine the effectiveness of Youth Services Program because it lacks sufficient management information.

1. A Bureau for Children and Families Task Team has been established to begin the work of reviewing the current policies, procedures, and WV Code as it pertains to the Youth Services Program. In addition, the team will review available data, reporting tools, and additional resources for data and management information. This team consists of members from our policy unit, FACTS System, and field operations. The team will begin with the following tasks:

- A- Review WV Code and develop Youth Services Program goals.
- B- Develop measurable outcomes based on program goals.
- C- Determine the sources of data from within the FACTS system or from other partnerships that will allow the Bureau to measure outcomes more effectively.
- D- Develop a means to track Youth Services independently of Child Protective Services.
- E- Develop a method to track and report the response to treatment for each youth in a rehabilitative facility.
- F- Develop a new template for our Youth Services Annual Reports for the Legislature.
- G- Deliver to the Legislature our Fiscal Year 2013 report on the Youth Services Program by the December 31, 2013 deadline.
- H- Provide to the Legislature a six-month update on our progress.

2. The Bureau Task Team will expand the core group over the next three months in order to track and report information from WV Code 49-5B-7. The information for the reports and data will come from different sources and will require continued collaboration with WV Division of Juvenile Services, WV Court Improvement Project, and all providers of services and treatment associated with the Youth Services Program.

An update will be provided in six months to the Legislature concerning the efforts made by the Bureau to comply with the code section. In the report, the ability to report all data sources outlined in this report will be reviewed and if clarification of the code section is required, the report will outline those areas.

3. As part of the work of the Bureau Task Team, methods to track the Youth Services Case independently will be explored and will be part of our six-month update to the legislature. Many items concerning Youth Services Cases, particularly those associated with youth in the custody of DHHR, must

be tracked with the same measures as any other child or youth in the custody of the state per federal regulations. In addition, to determine ways to develop these separate tracking methods, funding to make these changes will be explored during this six-month period.

4. The Task Team will develop methods and tools to determine the effect of each youth's response to treatment in a rehabilitative facility. Should the FACTS system be unable to track this information, an alternative will need to be developed. As part of the six-month update, our progress on this centralized tracking of response to treatment will be discussed.



WEST VIRGINIA LEGISLATIVE AUDITOR

PERFORMANCE EVALUATION & RESEARCH DIVISION

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