



June 2016
PE 16-01-585

PERFORMANCE UPDATE

THE BUREAU FOR CHILDREN AND FAMILIES

AUDIT OVERVIEW

The Bureau for Children and Families Continues to Improve Its Management of Child Protective Services Workforce Resources and Is Working to Have a Workforce Management Plan Completed by July 1, 2016

The Bureau for Children and Families Has Developed and Implemented a Centralized Intake System to Improve Child Protective Services Investigations and Is in the Process of Implementing an Online Reporting Form for Certain Mandated Reporters

The Bureau for Children and Families Is Taking the Responsibility to Review, Analyze, and Publicly Report Annually on Child Protective Services' Child Fatality and Near Fatality Data as a Way to Improve Child Protective Services and Public Accountability



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EXECUTIVE SUMMARY

The Performance Evaluation and Research Division (PERD), within the Office of the Legislative Auditor, conducted this compliance review of the Department of Health and Human Resources (DHHR) Bureau for Children and Families' (BCF) Child Protective Services (CPS) as authorized under the authority of the Legislative Auditor, Chapter 4, Article 2, Section 5, of the West Virginia Code. A primary purpose of CPS is to investigate child abuse and neglect allegations in a timely manner as stipulated by statute. The objective of this update is to determine to what extent the BCF has complied with the recommendations which it was in partial or planned compliance in PERD's January 2015 performance update.

Frequently Used Acronyms in This Report:

DHHR: Department of Health and Human Resources

BCF: Bureau for Children and Families

CPS: Child Protective Services

OHRM: Office of Human Resource Management

Report Highlights

Issue 1: The Bureau for Children and Families Continues to Improve Its Management of Child Protective Services Workforce Resources and Is Working to Have a Workforce Management Plan Completed by July 1, 2016.

- The BCF is in full compliance with three recommendations and partial compliance with two recommendations made in Issue 1 of the 2013 report and updated in 2015.
- The BCF has improved its management of CPS workforce resources and hopes to complete detailed, long-term plan for CPS' workforce by July 1, 2016. The DHHR has amended its online employee exit survey by including questions that address the nature of work and work environment.
- Recent legislation introducing an agency-specific social work license has been beneficial to the CPS workforce. The BCF is still experiencing difficulty in minimizing the need for overtime by CPS workers.

Issue 2: The Bureau for Children and Families Has Developed and Implemented a Centralized Intake System to Improve Child Protective Services Investigations and Is in the Process of Implementing an Online Reporting Form for Certain Mandated Reporters.

- The BCF is in planned compliance for the only recommendation made in Issue 2 of the 2013 and updated in 2015.
- The agency plans to start a pilot project testing the use of an online form for judges, magistrates, prosecutors, and other appropriate legal professionals in the coming month

Issue 3: The Bureau for Children and Families Is Taking the Responsibility to Review, Analyze, and Publicly Report Annually on Child Protective Services' Child Fatality and Near Fatality Data as a Way to Improve Child Protective Services and Public Accountability.

- The BCF is in full compliance with two recommendations made in Issue 3 of the 2013 report.
- The BCF completed its first annual report of state-wide child fatalities or near-fatalities due to abuse or neglect for federal fiscal year 2015.
- Since the BCF began conducting formal child fatality reviews, it is identifying trends related to child fatalities and near fatalities and is using this information to educate and inform the public.

PERD's Evaluation of the Agency's Written Response

The Performance Evaluation and Research Division received the Bureau for Children and Families' response to the draft copy of this compliance review on June 7, 2016. The BCF concurs with the findings of the review. The BCF indicates that it is continuing to implement the two recommendations that it is in partial compliance and the one that it is in planned compliance. The BCF is on schedule to complete its CPS staff retention plan by July 1, 2016. The BCF continues to monitor and review CPS' overtime usage. Finally, the BCF is currently operating its pilot program which allows the use of an online reporting form for judges, family court judges, magistrates and prosecutors to report suspected child abuse and neglect. The agency response can be found in Appendix C.

ISSUE1

Updated Issue 1 of 2013 PERD Report

The Bureau for Children and Families Continues to Improve Its Management of Child Protective Services Workforce Resources and Is Working to Have a Workforce Management Plan Completed by July 1, 2016.

Recommendation 1 (2013)

The Bureau for Children and Families should develop a long-term plan that establishes appropriate Child Protective Services turnover rates, timelines for achieving the appropriate turnover rates, and sufficient workforce levels for the state, regions, and districts.

Level of Compliance: Partial Compliance

The Bureau for Children and Families (BCF) has made progress in developing a long-term workforce management plan for CPS since the 2015 update report. The BCF has established a means to track turn-over rates and workforce levels for its CPS workforce. In November 2015, the BCF began working with the Capacity Building Center for States within the United States Department of Health and Human Services for the purpose of receiving technical assistance and establishing peer-to-peer sharing of information between states on reducing staff turnover and improving retention. The technical assistance being provided will be added to work already completed by the BCF to build and develop a continuous retention improvement plan to address the CPS's workforce, turnover, and staffing capacities. The basic outline of the plan contains the following steps:

1. calculate turnover,
2. calculate cost of turnover,
3. diagnose causes of turnover,
4. identify solutions,
5. prioritize and implement solutions,
6. evaluate success of solutions, and
7. adjust course as needed.

A full description of the continuous retention improvement plan is in Appendix C. The BCF anticipates completing the plan by July 1, 2016. The BCF states that once the plan is developed, it will be submitted to PERD.

Since the BCF continues to make progress in the management of its CPS workforce resources and plans to have its CPS workforce

The Bureau for Children and Families (BCF) has made progress in developing a long-term workforce management plan for CPS since the 2015 update report. The BCF has established a means to track turn-over rates and workforce levels for its CPS workforce.

The BCF-anticipates completing the continuous retention improvement plan by July 1, 2016.

management plan completed later this summer, the Legislative Auditor determines that the BCF is in partial compliance with recommendation 1.

Recommendation 2 (2013)

The Bureau for Children and Families should improve the exit survey process to include more questions that focus on the nature of the work and the work environment and other factors mentioned in this report that may contribute to CPS workers terminating their employment.

Level of Compliance: In Compliance

The Department of Health and Human Resources' (DHHR) Office of Human Resource Management (OHRM) operates an online exit survey for all DHHR staff. The OHRM has amended its exit survey from the time of PERD's previous update to allow for broad-based questions that are worded in such a way as to address the nature of work for specific job fields within DHHR. The survey asks respondents to identify the top three factors in making their decision to leave. Respondents are then asked to rate their degree of satisfaction in the areas of the job, supervisor, bureau/office, DHHR, and compensation and benefits. There are also text boxes for the respondent to type in more specific information related to each of these areas if he or she chooses. The survey ends asking respondents if they would recommend their specific office and the DHHR as a good place to work and if they would consider working there in the future.

During FY 2015, the OHRM began separating the survey results for CPS by job classification for specific analysis. This information is reviewed by BCF's commissioner, deputy commissioners, and director of human resources. The information is then shared with regional directors and other members of BCF's leadership team. The exit survey for staff departing CPS in FY 2015 has a 24 percent response rate. The separation of exit survey data for CPS positions assists the BCF management in better understanding why its departing CPS staff chooses to leave. The most common reasons CPS employees gave for leaving the agency are low wages and high workload.

Recommendation 4 (2013)

The Bureau for Children and Families needs to improve its method of compiling and monitoring its workforce information for district and regionally allocated positions.

The OHRM has amended its exit survey from the time of PERD's previous update to allow for broad-based questions that are worded in such a way as to address the nature of work for specific job fields within DHHR.

The most common reasons CPS employees gave for leaving the agency are low wages and high workload.

Level of Compliance: In Compliance

In January 2016, the OHRM began reporting the number of vacancies and positions filled semimonthly to the BCF’s commissioner and members of its leadership team. According to the BCF, the new report avoids issues from the past concerning the reporting of CPS staffing levels by separating all classifications of CPS staff by field staff, centralized intake, and customer service centers/client services. For each job classification, including CPS worker, the report identifies the number of allocated positions, the number and percentage of workers with less than one year of tenure as well as the number and percentage of vacancies. The report also includes a five-month trend analysis for the percentage of workers with less than one year of tenure and vacancies by job classification and location.

In January 2016, the OHRM began reporting the number of vacancies and positions filled semimonthly to the BCF’s commissioner and members of its leadership team.

The BCF also receives a monthly report from its Office of Planning, Research Evaluation that identifies the number of allocated CPS staff, vacancies, staff in training, staff on extended leave, allocated caseload average, functional caseload average and number of referrals open over 30 days for each district and county.

Recommendation 5 (2013)

The Bureau for Children and Families should determine to what extent the social work licensure requirement is affecting recruitment and retention.

Level of Compliance: In Compliance

When PERD’s previous report was completed in January 2015, the BCF informed PERD that the DHHR had developed course work and implemented a program with Concord University to allow its employees who fall under the social work licensure rule that was in effect at the time to complete 12 hours of college course work in order to obtain a social work license. This rule was expected to assist the BCF in lessening any impact the social work licensure requirement might have on recruitment and retention. However, the BCF believed this rule was making it harder for it to recruit new employees who did not have a social work license. The BCF states, “Many candidates were fresh out of college and had no desire to take additional courses so soon after graduating. Many could not afford the classes or books.” This led to work on new legislation to address BCF’s problems of recruitment and changed the rule as it related to the social work license requirement.

In 2015, the West Virginia Legislature passed Senate Bill 559, creating a new type of social work license for DHHR employees.

In 2015, the West Virginia Legislature passed Senate Bill 559, creating a new type of social work license for DHHR employees. This legislation eliminated the need for the additional 12 hours of college course

work that were required at the time of PERD’s 2015 report. The new license is called a “restricted provisional license” and is only available to employees of the DHHR and allows individuals with a degree that is not in social work, or a related field, to obtain a social work license.

Applicants for the license must complete a 220-hour curriculum and pass a competency test prior to being assigned caseload. The training includes both online and classroom instruction conducted by BCF employees or in collaboration with the West Virginia Social Work Education Consortium which consists of representatives from accredited schools of social work in West Virginia including West Virginia University, Marshall University, Concord University, West Virginia State University, Shepherd University, and West Liberty State University. This training is conducted during regular work hours no fees are charged to CPS staff. The pre-service training takes 11 weeks. After being assigned a caseload, the employee must complete an additional 100 hours of training during the first year of licensure and 60 hours of training each year during the second, third, and fourth years of licensure. After completing the four-year training program, the applicant must pass the Board of Social Work’s license examination before becoming licensed. Once obtained, this license cannot be transferred to an external agency.

At the time of this update, 89 individuals have received the “restricted provisional license” of which 54 work in Child Protective Services. The BCF states that this new license has improved recruitment since it would not have been able to hire these individuals if it was not for the “restricted provisional license.” The “restricted provisional license” went into effect in June 2015. Therefore, the BCF has yet to determine the impact of the “restricted provisional license” on retention.

Recommendation 6 (2013)

The Bureau for Children and Families should enforce its overtime policy by scheduling regular work assignments in a manner that minimizes the need for overtime.

Level of Compliance: Partial Compliance

Although the BCF has tried to implement ways to cut overtime costs including scheduling regular work assignments and allowing flexible work schedules for staff, it is not been able to reduce overtime costs. According to the BCF, it has encountered a series of impediments that have prevented it from reducing overtime costs. The BCF states:

1. *West Virginia is suffering from a drug epidemic especially opioid abuse. This has caused much more intense investigations, protection planning, safety planning,*

The new license is called a “restricted provisional license” and is only available to employees of the DHHR and allows individuals with a degree that is not in social work, or a related field, to obtain a social work license.

The BCF states that this new license has improved recruitment since it would not have been able to hire these individuals if it was not for the “restricted provisional license.”

Although the BCF has tried to implement ways to cut overtime costs including scheduling regular work assignments and allowing flexible work schedules for staff, it is not been able to reduce overtime costs.

emergency ratifications and more removals overall. This has become overwhelming for new staff which has caused the issue of turnover to continue to be a problem for the Bureau. This has led to less staff to deal with more cases and more severe cases.

- 2. A significant increase in the number of abuse/neglect referrals were accepted and assigned to child protective services staff. In 2013 the Bureau assigned 18,630 referrals for investigation, in 2014 the Bureau assigned 20,194 referrals for investigation and in 2015 the Bureau assigned 23,325 referrals.*
- 3. From year ending 2014 until year ending 2015, open child protective services cases increased from 3,128 cases to 3,649 cases with no additional staff.*
- 4. A change in the workweek to accommodate Oasis implementation has resulted in more overtime being paid especially for on-call work on the weekends. The work week used to end on Fridays at 5:00 pm, but with the change it now ends on Friday at midnight. If employees had to work on the weekends which were at the beginning of the workweek, they could adjust their work hours through the remainder of the week so that they don't go over on hours worked and have to claim overtime, but due to Friday at midnight being included at the end of the workweek it results in less opportunity to adjust time.*

PERD's analysis of earnings and overtime for CPS staff since the 2015 update report remains comparable to the recent past fiscal years (see Table 1). Although the BCF has implemented actions with the purpose of minimizing its need for overtime, these actions have not had an effect on the overall amount of overtime being paid to CPS staff. **Therefore, the Legislative Auditor determined that the BCF is in partial compliance with recommendation 6.**

Table 1
CPS Workforce Regular and Overtime Earnings
FY 2011 Through FY 2015

Fiscal Year	2011	2012	2013	2014	2015
Regular Earnings	\$15,047,732	\$15,972,592	\$15,705,858	\$15,604,062	\$15,405,977
# Employees Paid	538	559	559	555	565
Overtime Earnings	\$964,693	\$1,258,506	\$1,280,247	\$1,125,246	\$1,403,557
# Employees Paid	457	495	480	487	495

Source: Legislative Auditor's calculations using payroll data from the State Auditor's Employee Payroll Information Control System.

Conclusion

The BCF is in compliance with three recommendations and partial compliance with two recommendations from Issue 1. The BCF has taken actions to improve its compliance with all recommendations made in Issue 1. The agency anticipates having a CPS workforce management plan complete by July 1, 2016, which would bring it in compliance with the recommendation that it is currently in partial compliance. However, the BCF, through its best efforts, is still struggling with reducing its overtime hours for CPS.

The BCF is in compliance with three recommendations and partial compliance with two recommendations from Issue 1.

ISSUE2

Updated Issue 2 of 2013 PERD Report

The Bureau for Children and Families Has Developed and Implemented a Centralized Intake System to Improve Child Protective Services Investigations and Is in the Process of Implementing an Online Reporting Form for Certain Mandated Reporters.

Recommendation 8 (2013)

The Bureau for Children and Families should create an online form to allow mandated reporters to report suspected child abuse and neglect.

Level of Compliance: Planned Compliance

Accepting CPS reports from mandated reporters via an online form poses a problem as W. Va. Code §49-2-209 states, “Reports of child abuse and neglect pursuant to this article shall be made immediately by telephone to the local child protective services agency and shall be followed by a written report within forty-eight hours if so requested by the receiving agency.” The intent of this recommendation would be met if the BCF creates an online form that, once filled-out, serves as the written report that is to be completed within 48 hours after a telephone call has been made to CPS.

The DHHR has recently approved a pilot program permitting the use of an online process and related form for use by mandated reporters from the legal system only. This includes judges, family court judges, magistrates, and prosecutors. **However, this online form is to be used for the purpose of completing a written report within 48 hours and does not replace the “contact by telephone” requirement as stipulated by Code.** The BCF will start this procedure within the coming month. The procedure will be evaluated and based upon results, may enable BCF to extend this procedure to other mandated reporter types identified in W. Va. Code §49-2-803 including but not limited to medical personnel, school personnel, members of the clergy, and social service workers.

The DHHR has recently approved a pilot program permitting the use of an online process and related form for use by mandated reporters from the legal system only.

Conclusion

The BCF is in planned compliance for the only recommendation in this issue. The agency plans to start a pilot project testing the use of an online form for judges, magistrates, prosecutors, and other appropriate

legal professionals in the coming month. Providing an online form for mandated reporters to document reports of child abuse and neglect after telephoning CPS should help streamline the process of reporting and allow for the collection of consistent information.

ISSUE3

Updated Issue 3 of 2013 PERD Report

The Bureau for Children and Families Is Taking the Responsibility to Review, Analyze, and Publicly Report Annually on Child Protective Services' Child Fatality and Near Fatality Data as a Way to Improve Child Protective Services and Public Accountability.

Recommendation 10 (2013)

The Bureau for Children and Families should conduct a formal child fatality review for each child abuse and neglect death or near death in each state fiscal year.

Level of Compliance: In Compliance

The Bureau for Children and Families completed its first annual critical incident report entitled, "Report on Child Fatalities and Near Fatalities Due to Abuse or Neglect in West Virginia" in February 2016. The report is available online on the BCF's website. The report provides a summary of child fatality and near fatality incidences that took place in the state during federal fiscal year (FFY) 2015. The report also includes a brief description of each child fatality and near fatality that took place in the state during FFY 2015.

Since the BCF has completed this report and plans to make future reports on an annual basis, the Legislative Auditor concludes that the BCF is in compliance with recommendation 10.

The Bureau for Children and Families completed its first annual critical incident report entitled, "Report on Child Fatalities and Near Fatalities Due to Abuse or Neglect in West Virginia" in February 2016.

Recommendation 12 (2013)

The Legislature should consider legislation mandating the formal Bureau for Children and Families Child Protective Services child fatality and near fatality report and annual presentation to the Health and Human Resources Committee.

Level of Compliance: Requires Legislative Action

No legislative action has been taken on this issue.

Recommendation 14 (2013)

The Bureau for Children and Families should identify trends and use information to educate and inform the public.

Level of Compliance: In Compliance

The BCF found that unsafe sleep practices and drug abuse were factors in child fatalities and near fatalities in the state while completing its first annual incidence report. In order to address this, the BCF developed a plan to increase awareness of these two factors and to support case practice to improve the outcomes in child welfare cases. The BCF's plan included the following activities:

- The BCF provided training to staff to increase knowledge and understanding of critical incidents. The training is mandatory for all social service staff and will be incorporated into the new worker training curriculum for all staff hired in the future. The training will be continuously updated to reflect the findings of the on-going review of critical incidents as part of the Bureau's continuous quality improvement program.
- The BCF updated the mandated reporter training curriculum to include the centralized intake process for making a referral to CPS. The BCF discovered in the review of critical incidents that mandated reporters had not always made a report on a child when abuse and neglect were suspected or present. This training is readily available and can be provided to any mandated reporter upon request or when the BCF determines that there is a need.
- The BCF strengthened the CPS policy on drug-exposed infants. The changes increased the emphasis on conducting a thorough interview with the reporter making a CPS referral to determine if there is a reason to suspect that the child is subject to conditions or circumstances that would likely result in abuse or neglect due to the abuse of substances by a caregiver. If the report alleges substance abuse by the parents or a caregiver, the report must be accepted and assigned for immediate assessment.

The BCF has also been involved in activities to help educate the public. The agency has been involved in promoting safe sleep practices and preventing shaken-baby syndrome through the Our Babies: Safe & Sound program. As part of this program, the BCF coordinates with participating hospitals and home visitation programs on the evaluation of safe sleep practices in the state. This program reaches 81 percent of West

The BCF found that unsafe sleep practices and drug abuse were factors in child fatalities and near fatalities in the state while completing its first annual incidence report.

Virginia's birthing population through the participation of 21 hospitals and 27 home visitation programs located throughout the state. The BCF is providing training workshops and providing technical assistance to hospitals and home visitation staff as part of the promotion of safe sleep practices and preventing shaken-baby syndrome. The BCF has also distributed 25,240 pamphlets educating the public on promoting safe sleep practices and preventing shaken-baby syndrome during the first quarter of FFY 2016.

The BCF has identified trends related to child abuse and neglect and has taken steps to improve its own performance in addressing such trends. The agency is also educating and informing the public through various activities. Therefore, the Legislative Auditor concludes that the BCF is in compliance with recommendation 14.

Conclusion

The BCF is in full compliance with the two recommendations from Issue 3. The BCF is conducting a formal child fatality review for each child abuse and neglect death and near death and publishes this information in an annual report. Since the BCF began conducting formal child fatality reviews, it is identifying trends related to child fatalities and near fatalities and is using this information to educate and inform the public.

The BCF has identified trends related to child abuse and neglect and has taken steps to improve its own performance in addressing such trends.

The BCF is in full compliance with the two recommendations from Issue 3.

Appendix A Transmittal Letter

WEST VIRGINIA LEGISLATURE *Performance Evaluation and Research Division*

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John Sylvia
Director

May 31, 2016

Karen L. Bowling, Cabinet Secretary
Department of Health and Human Resources
1 Davis Square, Suite 100 East
Charleston, West Virginia 25301

Dear Secretary Bowling:

This is to transmit a draft copy of the update to the 2015 PERD report on the Bureau of Children and Families' management of Child Protective Services. This report is tentatively scheduled to be presented during the June 12-13 interim meeting 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 committee members may have during or after the meeting.

If you would like to schedule an exit conference to discuss any concerns you may have with the report, please notify us by Thursday, June 2, 2016. In addition, we need your written response by noon on Wednesday, June 8, 2016 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 304-340-3192 by Thursday, June 9, 2016 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,


John Sylvia

Enclosure

_____ *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, conducted this performance update of the Department of Health and Human Resources (DHHR) Bureau for Children and Families' (BCF) Child Protective Services (CPS) as authorized under the authority of the Legislative Auditor, Chapter 4, Article 2, Section 5, of the West Virginia Code. A primary purpose of CPS is to investigate child abuse and neglect allegations in a timely manner as stipulated by statute.

Objective

The objective of this compliance review is to determine BCF's level of compliance to each of the 8 recommendations that were in partial or planned compliance in the Legislative Auditor's January 2015 performance update report.

Scope

The scope of this compliance review focuses on the agency's responses to the recommendations that were in partial or planned compliance in the January 2015 performance update report. The scope was limited to the activities documented in the agency's response to the entrance letter for this compliance review, the agency's Centralized Intake: Protocols and Desk Guide for workers and supervisors, the agency's social worker licensure contract and tracking log and child fatality and near fatality annual report.

Methodology

The principal research methods used to examine report issues included interviews and documentation review and confirmation.

- 1. Interviews.** PERD, DHHR and BCF representatives met on March 18, 2016 to discuss what actions the BCF had taken in regards to the recommendations that were in partial or planned compliance in the January 2015 performance update report and to what extent it was in compliance with those recommendations. At that meeting, the BCF provided PERD staff with a written testimonial indicating what actions BCF had taken in regards to the report since January 2015. Key DHHR and BCF staff interviewed included the DHHR Director of Internal Control and Policy Development, the BCF Commissioner, and DHHR's Director of Employee Management. Interviews and verbal comments made by the agency were confirmed by written statements and, in most cases, by corroborating evidence.
- 2. Documentation Review.** PERD reviewed a variety of agency documents including CPS workforce turnover plans; employee surveys (specifically exit surveys); centralized intake program documentation; social worker licensure contract and tracking log; web site information; and all child fatality and near fatality reviews and annual reports completed since January 2015.

In order to determine the level of compliance of the BCF to the appropriate recommendations from the August 2013 report PERD used the following table:

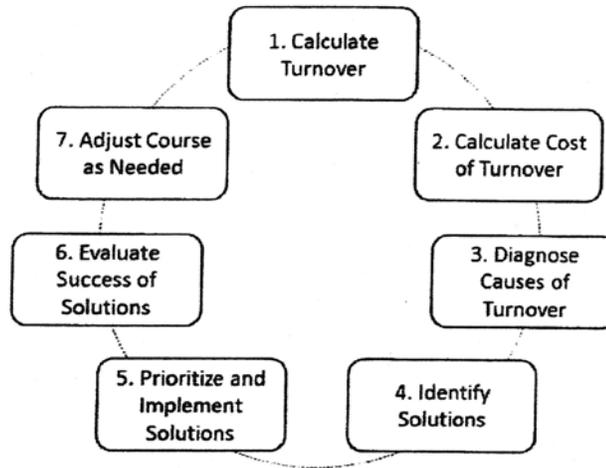
Levels of Compliance	
In Compliance	The agency has corrected the problems identified in the previous audit report.
Partial Compliance	The agency has partially corrected the problems identified in the previous audit report.
Planned Compliance	The agency has not corrected the problem, but it has provided sufficient and appropriate evidence that it is in the planning stages of resolving the problem.
In Dispute	The agency does not agree does not agree with either the problem identified or the proposed solution.
Non-Compliance	The agency has not corrected the problem identified in the previous audit report.
Requires Legislative Action	The recommendation was directed to the Legislature for statutory amendment.

This compliance review 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. We believe that the evidence obtained provides a reasonable basis for the report’s findings and conclusions based on our audit objectives.

Appendix C

Continuous Retention Improvement Process

Continuous Retention Improvement Process



1. Calculate Turnover

Goal: Identify undesirable turnover and isolate target areas for improvement

- *What constitutes leaving?*
 - Leaving the position, the job, the office, the region, the Bureau, DHHR?
- *What type of leaving?*
 - voluntary vs involuntary
 - avoidable vs unavoidable
 - functional dysfunctional
- *Are there leaving patterns?*
 - Who is leaving?
 - Age, gender, education type & level, race, other key variables?
 - When are they leaving?
 - Timing relative to hire, training, caseload assignments, other key events?
 - Does leaving vary by location?
 - Supervisor, office, region, other geographical units?
 - Does leaving vary by job or primary duties?
 - CPS, Youth Services?
 - Intake, initial assessment, ongoing, adoption?

- *How is the number of employees measured?*
 - # at beginning of month
 - # at end of month
 - average of two days in month
 - average across all days in month
 - # at beginning of month + hires

2. Calculate or Estimate Costs of Turnover

Goal: Know what the status quo is costing, be able to compare the costs of interventions with the costs of turnover

Process

1. Identify all tasks performed to *separate* and *replace* an employee and *train* a new employee
2. Determine
 - amount of time needed to perform each task
 - hourly wages (base pay + benefits) for person performing the task
 - material, equipment, facility, and travel costs associated with each task

Types of Costs

Separation Costs	Replacement Costs	Training Costs
<ul style="list-style-type: none"> ✓ Exit interview or survey ✓ Administrative requirements ✓ Separation benefits ✓ Case reassignment ✓ Overtime for staff covering cases 	<ul style="list-style-type: none"> ✓ Advertising/recruitment ✓ Application processing ✓ Screening applicants ✓ Selection process (interviews, assessments, reference checks, background checks, drug screening, selection decision) ✓ Administrative requirements (follow up with unsuccessful candidates, process new employee) 	<ul style="list-style-type: none"> ✓ Orientation ✓ Formal training ✓ Field training, mentoring, coaching

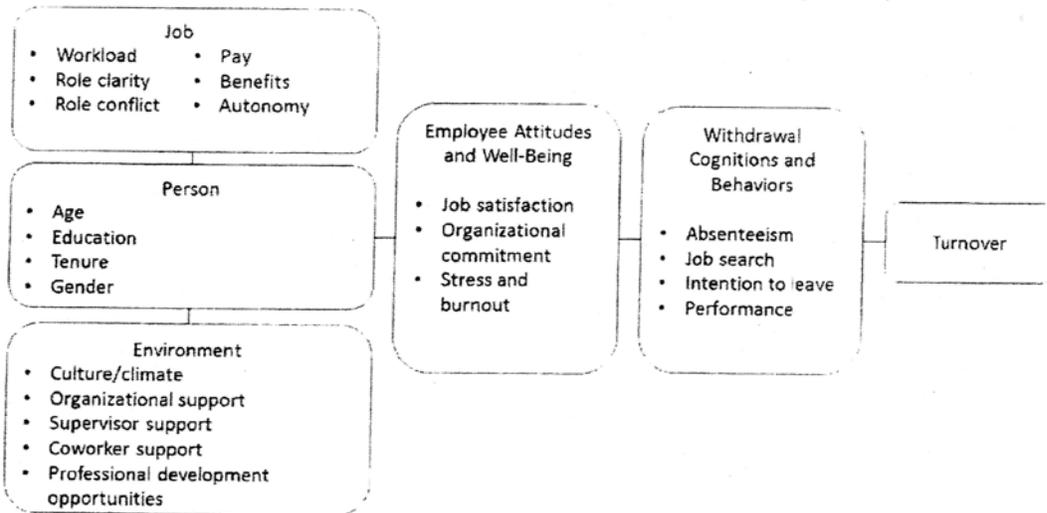
Published Cost Studies

Nebraska ¹	New York (4 counties) ²
\$10,000 (1995)	\$27,487 per turnover in ~2006
\$15,625 per turnover today	\$32,467 per turnover today
45% of salary (not benefits)	unknown

3. Diagnose Causes of Turnover

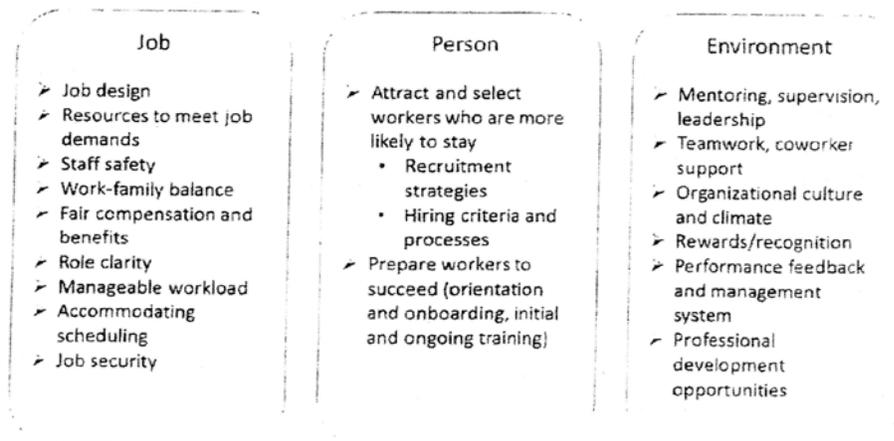
Goal: Collect and analyze data to determine causes of turnover

- Potential sources of information
 - Turnover rates and patterns
 - Employee surveys
 - Focus groups
 - Exit interviews/surveys
 - Stay interviews/surveys
- What does the research say predicts or impacts turnover? (examples only below)



4. Identify Solutions

Goal: Identify interventions or strategies that match the identified causes and needs (examples only below)



5. Prioritize and Implement Solutions

Goal: Select optimal solutions and implement with fidelity

- Identify what criteria are important for selecting a solution (e.g., match with need, cost, time, personnel resources, internal capacity to implement, evidence for effectiveness)
- Evaluate each potential solution on the identified criteria
- Select one or more solutions
- Develop and execute an implementation plan

6. Evaluate Success of Solutions

Goal: Determine what works

- Monitor
 - Implementation fidelity (i.e., solution being carried out as planned)
 - Suspected causes (e.g., perceptions of supervisor support)
 - Employee attitudes and well-being
 - Job satisfaction
 - Organizational commitment
 - Stress and burnout
 - Employee withdrawal cognitions and behaviors
 - Intentions to quit
 - Job search behaviors
 - turnover rate

7. Adjust Course as Needed

Goal: Use information about results to adjust plans and processes

- Adjust and refine current approach
- Expand current approach
- Discontinue current approach

References

¹Graef, M. I., & Hill, E. (2000). Costing child protective services staff turnover. *Child Welfare, 79* (5), 517–533.

²Dorch, E., McCarthy, M. L., & Denofrio, D. (2008). Calculating child welfare separation, replacement, and training costs. *Social Work in Public Health, 23*(6), 39–54.

Appendix D Agency Response



STATE OF WEST VIRGINIA
DEPARTMENT OF HEALTH AND HUMAN RESOURCES

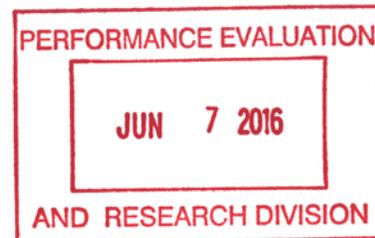
Earl Ray Tomblin
Governor

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

June 7, 2016

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 Child Protective Services.

Attached is our response to the report for all items that are in partial or planned compliance. As the Commissioner for the Bureau, I will be available for the oral response on Sunday, June 12, 2016.

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

Sincerely,

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

Ms. Nancy N. Exline
Commissioner



WV Legislature

Performance Evaluation and Research Division

Updated Issue 1: The Bureau For Children And Families Has Improved Its Management Of Child Protective Services Workforce Resources But Further Progress Is Needed.

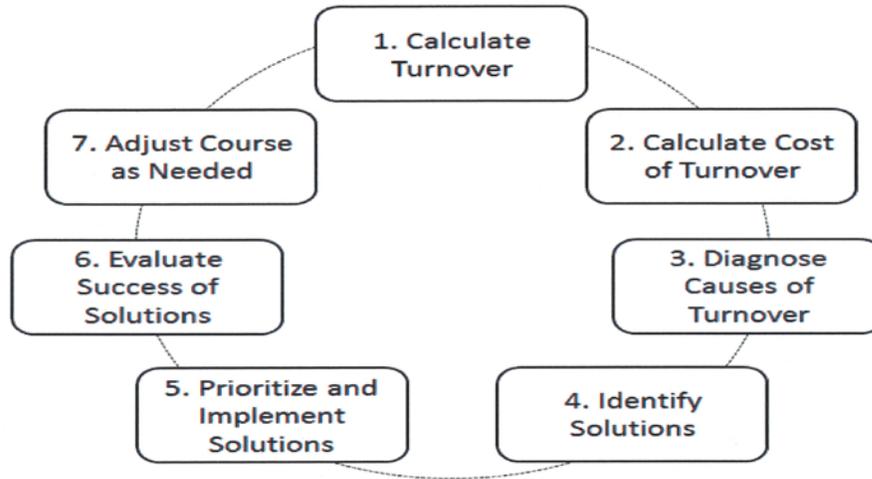
Recommendation 1: (2013)

The Bureau for Children and Families should develop a long-term plan that establishes appropriate Child Protective Services turnover rates, and sufficient workforce levels for the state, regions and districts.

Level of Compliance: Partial Compliance

BCF Response

The Bureau for Children and Families continues their work with the Capacity Building Center for States to complete by July 1, 2016 a formal Workforce Plan for Child Welfare Staff. On June 7, 2016, Ann Knefel the West Virginia contact for Capacity Building and Dr. Megan Paul from the University of Nebraska traveled back to WV to review the draft sections of the Bureau's plan providing feedback, additional research, and suggestions to assist the Bureau in moving towards their goal. The draft plan is based on the Continuous Quality Improvement model that allows leadership to use the fundamental structure created to update the interventions as needed without creating a new plan each time. The process for the plan is outlined below in a very basic chart show how the plan will allow for new issues and concerns to be diagnosed, solutions identified, implementation planning and evaluation to be administered for each intervention. The Bureau will provide the final report to the auditors once completed.



Recommendation 2: (2013)

The Bureau for Children and Families should improve the exit survey process to include more questions that focus on the nature of the work and the work environment and other factors mentioned in this report that may contribute to CPS workers terminating their employment.

Level of Compliance: In Compliance

Recommendation 4: (2013)

The Bureau for Children and Family’s needs to improve its method of compiling and monitoring its workforce information for district and regional allocated positions.

Level of Compliance: In Compliance

Recommendation 5: (2013)

The Bureau for Children and Families should determine to what extent the social work licensure requirement is affecting recruitment and retention.

Level of Compliance: In Compliance

Recommendation 6: (2013)

The Bureau for Children and Families should enforce its overtime policy by scheduling regular work assignments in a manner that minimizes the need for overtime.

Level of Compliance: Partial Compliance



BCF RESPONSE:

The Bureau for Children and Families over the last three years has diligently worked to provide training and policy clarification to our managers and supervisors to utilize practices in the field to reduce overtime usage. In addition, we have required overtime usage be not only monitored but approved beyond small amounts for each district by each of our four Regional Directors. The use of overtime is often dictated by the following:

- Number of vacant or untrained employees in a district
- The number of evening, night, and weekend referrals that require an immediate response
- An increase in the number of referrals
- Number of children in care
- The complicated nature and duration of the cases we currently open and provide case management

The Bureau continues to monitor and review our overtime usage, but as referral numbers climb, and the number of open cases increase due to the substance abuse epidemic in the state, along with vacancies in our larger districts the use of overtime will be needed to meet our legal obligations as a Bureau.

Updated Issue 2. The Bureau For Children And Families Has Developed And Implemented A Centralized Intake System To Improve Child Protective Services Investigations.

Recommendation 8: (2013)

The Bureau for Children and Families should create an online form to allow mandated reporters to report suspected child abuse and neglect.

Level of Compliance: Planned Compliance

BCF RESPONSE:

As indicated by the Legislative Auditors, the Bureau is currently piloting a process to allow judges, family court judges, magistrates, and prosecutors to report to Centralized Intake reports of abuse and neglect online. The process is under evaluation and once fully implemented the results will be submitted to the auditors to bring BCF into full compliance.

Updated Issue 3: The Bureau For Children And Families States That It Intends To Take A State-Level Responsibility To Review, Analyze, And Publically Report Annually



On Child Protective Services' Child Fatality Data As A Way To Improve Child Protective Services And Public Accountability.

Recommendation 10: (2013)

The Bureau for Children and Families should conduct a formal child fatality review for each child abuse and neglect death or near death in each state fiscal year.

Level of Compliance: In Compliance

Recommendation 12: (2013)

The Legislature should consider legislation mandating the formal Bureau for Children and Families Child Protective Services child fatality and near fatality report and annual presentation to the Health and Human Resources Committee.

Level of Compliance: Requires Legislative Action

BCF Response:

The Bureau provided our FFY 2015 Report the Legislature and plans to provide our FFY 2016 report in January of 2017. Should any committee request the Bureau to discuss the report or make a presentation the Bureau will be available.

Recommendation 14: (2013)

The Bureau for Children and Families should identify trends and use information to educate and inform the public.

Level of Compliance: In Compliance



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