

State of Alaska
FY2005 Governor's Operating Budget

Department of Health and Social Services
Children's Services
Results Delivery Unit Budget Summary

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Children's Services Results Delivery Unit

Contribution to Department's Mission

The mission of the Office of Children's Services is to promote the safety, permanency and well being of Alaska's vulnerable children and families.

Core Services

The Office of Children's Services provides a range of resources and support systems to prevent and remedy child abuse and neglect. These resources include child protective services, foster care, residential care, family support and family preservation services, adoption and guardianship, permanency planning, and health and nutrition services.

The Children's Services Management component delivers comprehensive program, managerial and financial support to the division's front line social workers. This component has six primary units: the Director's Office, the Family Services Unit, the Administrative Support Unit, the Grants/Contracts/Purchase of Services Unit, the Federal Financing Unit and the Data Processing Unit.

The Children's Services Training component provides education and training for OCS social workers, licensing workers, supervisors and managers to enhance their ability to recognize abuse and neglect. Training also increases employees' skills in working with children and their families, and strengthens their ability to assess when it is necessary to remove children from potentially harmful situations before physical or mental injury occurs or is repeated.

The Front Line Social Workers component delivers services to carry out the legal mandates of the department to prevent and remedy abuse, neglect, and the exploitation of children. For child protective services, primary activities include investigation of reports of harm; crisis intervention; assessment of the risk of future harm in the absence of intervention; family strength and needs assessment; and case planning. Additional functions are assessing progress toward achieving case plan goals, initiating legal action to protect clients, monitoring implementation of treatment plans, and coordinating services. Services of the Front Line Social Workers component also include arranging out-of-home care, when appropriate and necessary, in the least restrictive setting and arranging alternative permanent placement for children when a return home is not possible.

The Family Preservation component furnishes grants statewide to non-profit agencies to provide services to strengthen and support families, including adoptive, foster and extended families. Grantees provide family preservation services that help children at risk of foster care placement remain safely with their families; follow-up care once a child has been returned from foster care and respite care to provide child care relief to families where a child is at risk of being abused or neglected.

The department's Foster Care Base Rate, Foster Care Augmented Rate and Foster Care Special Needs programs enable the state to find temporary homes for children who have been abused or neglected. The department supports these foster care placements with services that both meet the needs of children in state custody and the Department's statutory mandate to care for them. The Foster Care Base Rate program reimburses foster care providers for the basic ongoing costs of raising a child. The Augmented Foster Care Rate benefit covers extraordinary costs and higher levels of supervision not otherwise covered with base rate benefits. Foster Care Special Needs reimbursements are for pre-approved "one time" or "irregular" expenditures that are not covered through the Foster Care Base Rate program and that have been assessed on an as-needed basis.

The Subsidized Adoption & Guardianship component furnishes permanent homes for children that are in the permanent custody of the state and have a documented special needs that makes adoption without a subsidy unlikely. This highly successful program is due to increased emphasis on permanency planning and the office's commitment to move children from foster care to a permanent placement timely.

Residential Child Care facilities provide high quality, time-limited residential treatment services for abused, neglected, and delinquent children. These facilities deliver 24-hour care for children who are unable to remain in their own home or who need more structure and treatment than foster care provides. The OCS delivers four levels of residential treatment

that include emergency stabilization and assessment, intensive residential treatment, residential diagnostic treatment and residential psychiatric treatment.

Independent Living services support education, vocational training and life skills of youth in foster care as they enter early adulthood. These youths, 16 years and older, frequently lack the family or financial support and guidance needed to gain self-sufficiency in adulthood.

The Healthy Families program delivers intense, home visitation services to families, designed to prevent child abuse and neglect and improve childhood health outcomes. These services are initiated prenatally or at the time of birth. The program also supports the parent as well as parent-child interactions and child development.

The Infant Learning Program ensures that young children who may have disabilities or developmental delays receive an evaluation to identify the potential need for early intervention services. Comprehensive, coordinated, home-based early intervention services include individualized family service plans outlining goals for the family and the child; child development information; home visits; physical, occupational or speech therapy; specialized equipment; and/or referrals to other needed services.

The Women, Infants, and Children program seeks to help pregnant women, new mothers and young children eat well, learn about good nutrition and stay healthy. Pregnant, postpartum, and breastfeeding women, infants and children receive nutrition education, referrals, and food warrants that will improve their health and nutritional status.

The Child Protection Legal Services component strengthens the State's ability to process Child In Need of Aid cases through the legal system in order to increase the number of children legally eligible to be adopted. Child Protective Legal Services funds enable the Department of Law to focus on the legal proceedings needed for children who have been in custody the longest.

End Results	Strategies to Achieve Results
<p>(1) Outcome Statement - Children who come to the attention of OCS are, first and foremost, protected from abuse or neglect.</p> <p><u>Target:</u> Implement Federal Program Improvement Plan. <u>Measure:</u> Reduction in repeat child abuse and neglect.</p>	<p>(1) Reduce recurrence of maltreatment.</p> <p><u>Target:</u> The target for this measure is 22% or less by December 2004. <u>Measure:</u> Of all children associated with a substantiated or unconfirmed finding of maltreatment during the first six months of the preceding calendar year, what percentage had another substantiated or unconfirmed finding of maltreatment within six months.</p> <p>(2) Reduce the percentage of children placed outside the home who are the subject of maltreatment by a provider.</p> <p><u>Target:</u> The target for this measure is no more than 1.77% by December 2004. <u>Measure:</u> Of all children placed outside the home during the preceding calendar year, what percentage were victims of substantiated or unconfirmed maltreatment by the out-of-home care provider.</p> <p>(3) Retain an effective and efficient workforce.</p> <p><u>Target:</u> Reduce the turnover rate to 15 percent by December 2005. <u>Measure:</u> Annual employee turnover rate.</p>

End Results	Strategies to Achieve Results
	<p>(4) Provide nutrition intervention to improve health status of women, infants and children in Alaska (Clients eligible under WIC).</p> <p><u>Target:</u> Pregnant, breastfeeding, and postpartum women, infants and children age 0 to 5. <u>Measure:</u> Target population of 80% WIC USDA eligible population is served or exceeded.</p>

FY2005 Resources Allocated to Achieve Results							
<p>FY2005 Results Delivery Unit Budget: \$133,333,500</p>	<p>Personnel:</p> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="padding-left: 20px;">Full time</td> <td style="text-align: right;">441</td> </tr> <tr> <td style="padding-left: 20px;">Part time</td> <td style="text-align: right;">3</td> </tr> <tr> <td style="padding-left: 20px;">Total</td> <td style="text-align: right; border-top: 1px solid black;">444</td> </tr> </table>	Full time	441	Part time	3	Total	444
Full time	441						
Part time	3						
Total	444						

Performance Measure Detail

(1) Result: Outcome Statement - Children who come to the attention of OCS are, first and foremost, protected from abuse or neglect.

Target: Implement Federal Program Improvement Plan.
Measure: Reduction in repeat child abuse and neglect.

Analysis of results and challenges: In September 2003, OCS began operating under a program improvement plan (PIP) developed in response to findings of the federal Child and Family Services Review. A major focus of the PIP is to improve the safety of children including reducing repeat child abuse and neglect. Goals include reducing the recurrence of maltreatment, reducing the incidence of maltreatment by out-of-home care providers, establishing sufficient staffing levels to meet national caseload standards, and increasing services to families. For more detail, refer to the tables and analyses for specific measures in the Strategies to Achieve End Results section.

(1) Strategy: Reduce recurrence of maltreatment.

Target: The target for this measure is 22% or less by December 2004.
Measure: Of all children associated with a substantiated or unconfirmed finding of maltreatment during the first six months of the preceding calendar year, what percentage had another substantiated or unconfirmed finding of maltreatment within six months.

Percent Children with Recurrence of Maltreatment by Calendar Year

Year				YTD Total
1998				23.2%
1999				26.4%
2000				23.6%
2001				24.3%
0				
0				

Analysis of results and challenges: Alaska has a high rate of recurrence of maltreatment. In September 2003,

OCS began operating under a program improvement plan (PIP) developed in response to findings for the federal Child and Family Services Review. One goal of the PIP is to reduce recurrence of maltreatment. As part of this plan, the agency is reviewing its Structured Decision Making tool to see if changes are needed to better identify the risk of recurrence and provide more timely intervention. (Structured Decision Making is a formal process used throughout a case to assess the risk to children and the needs and protective capacities of the family.) The agency is regularly identifying and reporting children with recurrence of maltreatment to local office supervisors for review. OCS is coordinating with the foster parent service agencies and the courts to improve training, with the Family Services Training Academy to research issues related to substance abuse, and with communities and other partners to improve the availability and accessibility of services.

The agency continues to work to improve data quality and consistency in classifying and recording reports of harm and in timely entry of investigation outcomes to reduce data errors that lead to an over count of recurrence. OCS also plans to implement finding categories more consistent with those used in other states. These measures will reduce the recurrence due to data anomalies.

Note that recurrence of maltreatment is calculated using a calendar year period based on standard federal methodology. OCS is currently working to complete 2002 data. The rate for 2002 will be posted when available.

(2) Strategy: Reduce the percentage of children placed outside the home who are the subject of maltreatment by a provider.

Target: The target for this measure is no more than 1.77% by December 2004.

Measure: Of all children placed outside the home during the preceding calendar year, what percentage were victims of substantiated or unconfirmed maltreatment by the out-of-home care provider.

Percentage of Children Maltreated by an Out-of-home Care Provider by Calendar Year

Year					YTD Total
1998					1.87%
1999					1.29%
2000					1.91%
2001					2.00%
0	0	0	0	0	0
0	0	0	0	0	0

Analysis of results and challenges: Alaska has a high rate of maltreatment by out-of-home care providers. In September 2003, OCS began operating under a program improvement plan (PIP) developed in response to findings of the federal Child and Family Services Review. One goal of the PIP is to reduce maltreatment by out-of-home care providers. The agency is developing standards for unlicensed relative caregivers and working to improve foster parent screening and training. OCS is also working to improve consistency in classifying these incidents and improve data quality.

Note that prior to 2003, to conform to federal standards, the percent for this measure was calculated based on data for the nine-month period, January-September. Beginning with 2003, the percent will be calculated based on data for the full 12 months of the year. To calculate the percent, the number of children placed in out-of-home care who are maltreated by a provider during the period is divided by the total number of children in out-of-home care during the period.

OCS is currently conducting a quality assurance review of 2002 data. The percentage for 2002 will be posted when available.

(3) Strategy: Retain an effective and efficient workforce.

Target: Reduce the turnover rate to 15 percent by December 2005.

Measure: Annual employee turnover rate.

Front Line Social Workers Statewide Turnover Rate by State Fiscal Year

Year					YTD Total
2001					24.84%
2002					24.21%
2003					23.55%

Analysis of results and challenges: The Office of Children's Services intends to continue exit surveys to all employees who leave their jobs. Currently all employees who leave their jobs receive a letter from the director and a survey within 30 days of leaving. The information gained from those surveys are gathered and considered for certain trends.

The office also plans to increase social worker positions and adopt the Commission on Child Protection recommendation that, "... social worker caseloads not exceed nationally accepted standards and that the caseloads be capped..."

Continue to focus on improving supervisory and management skills with training. New supervisors are required to attend training one day per quarter during their first year, then quarterly meetings and trainings thereafter. Training for supervisors (and managers) have included the Certified Public Managers, Level I, courses.

Continue to use all hiring tools available through Division of Personnel. Currently the division is using multiple PCN listing, on-call worker program, and continuous recruitment bulletins as tools for hiring.

(4) Strategy: Provide nutrition intervention to improve health status of women, infants and children in Alaska (Clients eligible under WIC).

Target: Pregnant, breastfeeding, and postpartum women, infants and children age 0 to 5.

Measure: Target population of 80% WIC USDA eligible population is served or exceeded.

Percentage of Target Served by State Fiscal Year

Year					YTD Total
2000					102%
2001					95%
2002					101%
2003					103%

Analysis of results and challenges: The agency's target is to serve 80% of the USDA eligible population. In SFY 2003, WIC provided benefits and services to 25,384 participants per month. This represents 103% of the agency's target.

Key RDU Challenges

Reduce Child Protection Worker Caseloads and Implement the Program Improvement Plan: The final Child and Family Services Federal Review, a comprehensive review of Alaska's child protection system, included a number of recommendations for improvement. Among the recommendations made was the need for additional child protection workers to reduce the high caseloads maintained by the front line staff. Some workers are carrying as high as twice the national standard of 15 families per worker. High caseloads affect every facet of casework practice, including the ability to establish a relationship with the child and family. It is through that relationship that work is accomplished timely and wisely for every child in state custody. The current high number of cases also prevent the division's front line workers from responding to all reports of harm, are a significant factor in explaining high employee turnover, and bar social workers from meeting with clients even one time per month. The Federal Review also identified the need for enhancements to current programs and quality assurance. The proposed FY2005 budget includes an increment for the Front Line Social Worker component to address high caseloads and quality assurance, that is also critical to the successful implementation of OCS' federally mandated Program Improvement Plan.

Increase Federal Title IVE Revenue: The OCS is reimbursed from the Federal Title IVE program for direct services OCS provides when removal of a child from their home is necessary to protect the child. As the number of children certified as eligible for Title IVE benefits increases, the federal reimbursement rate and federal receipts OCS claims increases. As

part of its continuing efforts to increase the number of children qualified for Title IVE benefits, Eligibility Technicians in the Front Line Social Worker component focus on timely and accurate Title IV-E eligibility determination and benefit authorizations for OCS clients.

Develop and implement ORCA: The Office of Children's Services will continue to develop and implement the ORCA system, which will support better services to families and children. Project-assigned staff as well a larger cross section of OCS employees and other stakeholders will continue to participate in the design process of ORCA. Project staff will work to insure that contractor deliverables are reviewed and approved by the division in a timely manner to maintain the aggressive 18-month development schedule.

Support the Family Unit with Continued Family Support Services: Children and families referred or mandated to receive services are presenting more severe behaviors and experiences which require much more intensive intervention in order to preserve or support the family unit. These services enable the safe return of the child to the family home and include counseling, substance abuse treatment, mental health services, assistance to address domestic violence, visitation with family members, parenting classes, in-home services, temporary child care services, and transportation.

Subsidized Adoption & Guardianship Caseload Increases: As of September 2003, 1,969 children were living in permanent homes provided under the Subsidized Adoption & Guardianship program. The Department projects a 7% growth rate in FY2005 and requires additional funds to ensure continuity of subsidy payments.

Promote the Alaska Adoption Exchange. The Alaska Adoption Exchange promotes earlier identification of children in the system waiting for permanent homes and potential families wanting them. The Exchange also lists potential adoptive families considered for placements of special needs children. This includes children who are not legally free but have termination of parental rights planned and for whom the division has court approval to register them on the Exchange.

WIC Program: Work is underway with U.S. Department of Agriculture and the Congressional delegation to ensure long-term adequate funding for the WIC program, taking into account the higher costs relative to delivering services in Alaska.

Infant Learning Program Short Federal Receipt Authority: The Office of Children's Services has requested an increment of \$1,657.0 federal receipt authority to restore federal receipts not transferred to OCS during the DHSS reorganization July 1, 2003. The federal fund increment will enable Infant Learning Program services to continue for children and families.

Significant Changes in Results to be Delivered in FY2005

To improve services to children and families, the Office of Children's Services is implementing a federally approved Program Improvement Plan to address division inadequacies identified in the recently completed federal Child and Family Services Review (CFSR). Many of the areas identified as needing improvement were attributed to high caseloads, which average 24 per social worker, well above the national average. To address the problem, the OCS proposes to establish 20 social worker positions.

The CFSR found that there is no statewide quality assurance process and no formal process for clients or stakeholders to evaluate OCS' performance. The division intends to develop an on-site Quality Assurance program.

The office proposes to improve services to youth who "age out" of foster care and are often ill prepared to live independently. The office will establish four new positions, which will enable the OCS to assess the needs of each child at the age of 14 and to develop individual independent living plans to aid in the transition out of foster care and assist the child towards responsible adulthood.

Major RDU Accomplishments in 2003

Provided for Children in Custody: In FY2003, the OCS provided foster care benefits to an average of 1,125 children daily; 34.7% of these children benefited from augmented rates. These benefits covered a multiple of items such as the customary ongoing cost of raising a child along with critical services such as physical and/or psychological therapy, child care and extraordinary clothing needs.

Moved Children From Foster Care to Permanent Homes: The Subsidized Adoption & Guardianship program provided

permanent homes for 285 "hard-to-place" children that were in the permanent custody of the state.

Continued to Provide Community Grants: Since 1997, 981 children have been referred to two community grantees that provide assistance to adoptive families. As of September 2003, there have been 432 adoptions, 177 permanent guardianships and 225 children with adoption or guardianships in process.

Increased Enrollment in the Infant Learning Program: Enrollment in Infant Learning Programs increased from 1,691 during FY2002 to 1,721 in FY2004. The waitlist was decreased approximately 24.4% from 176 on 6/30/02 to 133 on 6/30/03.

Professional Review and Analysis: Children's Services Management staff provided professional reviews and analysis on all issues involving the division; controlled OCS' financial resources; prepared the office's budget request; audited accounting data for compliance with contracts and grants; provided financial projections; statistical, cost and budget analyzes; and prepared comprehensive financial reports.

Healthy Families Services: The Healthy Families programs provided services for greater than 12 months to 46% of families enrolled in the programs. The following promising outcomes have been achieved: 23% of primary care givers (usually mothers) have become employed or started school; 26% have graduated from the Alaska Temporary Assistance Program; 31% of those who felt isolated, are no longer experiencing isolation; 15% had stabilized their mental health issues; and 10% had completed their GED or graduated from high school.

Nutrition and Education Services Supplied: WIC provided nutritional services and education to over 26,000 individuals each month. WIC Farmer's Market Program provided warrants to 14,000 clients in 83 communities statewide.

Residential Care Provided: A continuum of four levels of residential care was available to children in state custody.

Statewide Protocol Established: A uniform statewide protocol for operation of Departmental Regional Residential Placement has been developed. Committees are to assure necessary expertise and resources are devoted to planning and providing appropriate services for children in the State's custody who require residential treatment.

Web Site for Alaska Children involved in Foster Care: The OCS has funded a pilot project grant to design and operate a web site for children involved in foster care. The site will provide age-appropriate chat rooms and opportunities for individual "chats" with professional therapists and information useful to children in foster care, including community events and resources.

Family Preservation Services Available: The OCS worked with non-profit service providers across the state and funded 45 Family Preservation, Family Support and Time-Limited Family Reunification grants.

Prepared Employees: The Children's Services Training Center delivered 77 training sessions, representing 195 days of in-service training to 289 existing OCS workers and 59 new OCS workers.

Contact Information

Contact: Janet Clarke, Director, Administrative Services
Phone: (907) 465-1630
Fax: (907) 465-2499
E-mail: Janet_Clarke@health.state.ak.us

**Children's Services
RDU Financial Summary by Component**

All dollars shown in thousands

	FY2003 Actuals				FY2004 Authorized				FY2005 Governor			
	General Funds	Federal Funds	Other Funds	Total Funds	General Funds	Federal Funds	Other Funds	Total Funds	General Funds	Federal Funds	Other Funds	Total Funds
Formula												
Expenditures												
Children's Medicaid Services	0.0	0.0	0.0	0.0	0.0	5,725.3	0.0	5,725.3	4,322.3	6,529.4	0.0	10,851.7
Foster Care Base Rate	0.0	0.0	0.0	0.0	5,979.4	2,540.2	991.5	9,511.1	5,076.3	3,439.9	1,590.7	10,106.9
Foster Care Augmented Rate	0.0	0.0	0.0	0.0	2,209.9	396.2	79.4	2,685.5	1,729.9	396.2	0.0	2,126.1
Foster Care Special Need	0.0	0.0	0.0	0.0	2,660.6	701.7	1,350.0	4,712.3	2,660.3	701.7	1,300.0	4,662.0
Subsidized Adoptions/Guardians	0.0	0.0	0.0	0.0	11,856.7	6,526.0	0.0	18,382.7	12,727.6	7,005.3	0.0	19,732.9
Non-Formula												
Expenditures												
Children's Services Management	0.0	0.0	0.0	0.0	1,351.2	5,827.2	1,922.3	9,100.7	1,124.8	5,429.3	754.1	7,308.2
Children's Services Training	0.0	0.0	0.0	0.0	423.4	797.0	0.0	1,220.4	419.1	789.9	0.0	1,209.0
Front Line Social Workers	0.0	0.0	0.0	0.0	10,578.0	12,359.1	2,750.7	25,687.8	11,640.7	15,492.2	1,604.7	28,737.6
Family Preservation	0.0	0.0	0.0	0.0	2,064.3	7,191.2	550.0	9,805.5	1,732.7	7,003.0	549.9	9,285.6
Residential Child Care	0.0	0.0	0.0	0.0	10,819.9	625.0	6,962.8	18,407.7	4,609.8	625.0	0.0	5,234.8
Infant Learning Program Grants	0.0	0.0	0.0	0.0	4,871.9	0.0	330.7	5,202.6	4,827.1	2,734.7	98.1	7,659.9
Women, Infants and Children	0.0	0.0	0.0	0.0	78.0	21,761.7	4,268.8	26,108.5	80.1	21,410.7	4,274.6	25,765.4
Children's Trust	0.0	0.0	0.0	0.0	0.0	30.0	396.8	426.8	0.0	30.0	395.9	425.9

**Children's Services
RDU Financial Summary by Component**

All dollars shown in thousands

	FY2003 Actuals				FY2004 Authorized				FY2005 Governor			
	General Funds	Federal Funds	Other Funds	Total Funds	General Funds	Federal Funds	Other Funds	Total Funds	General Funds	Federal Funds	Other Funds	Total Funds
Programs												
Child Protection	0.0	0.0	0.0	0.0	227.5	0.0	0.0	227.5	227.5	0.0	0.0	227.5
Legal Svcs												
Totals	0.0	0.0	0.0	0.0	53,120.8	64,480.6	19,603.0	137,204.4	51,178.2	71,587.3	10,568.0	133,333.5

Children's Services
Summary of RDU Budget Changes by Component
From FY2004 Authorized to FY2005 Governor

All dollars shown in thousands

	<u>General Funds</u>	<u>Federal Funds</u>	<u>Other Funds</u>	<u>Total Funds</u>
FY2004 Authorized	53,120.8	64,480.6	19,603.0	137,204.4
Adjustments which will continue current level of service:				
-Children's Medicaid Services	4,325.6	-442.1	0.0	3,883.5
-Children's Services Management	-1.5	-327.0	-495.1	-823.6
-Front Line Social Workers	539.0	1,610.5	79.0	2,228.5
-Family Preservation	-60.0	-186.3	0.0	-246.3
-Foster Care Base Rate	-900.0	900.0	0.0	0.0
-Residential Child Care	-4,242.4	0.0	0.0	-4,242.4
-Infant Learning Program Grants	-44.8	1,077.7	308.1	1,341.0
-Women, Infants and Children	2.1	-351.0	5.8	-343.1
Proposed budget decreases:				
-Children's Medicaid Services	-3.3	0.0	0.0	-3.3
-Children's Services Management	-224.9	-70.9	-673.1	-968.9
-Children's Services Training	-4.3	-7.1	0.0	-11.4
-Front Line Social Workers	-140.4	-6.1	-1,225.0	-1,371.5
-Family Preservation	-271.6	-1.9	-0.1	-273.6
-Foster Care Base Rate	-3.1	-0.3	-0.8	-4.2
-Foster Care Augmented Rate	-480.0	0.0	-79.4	-559.4
-Foster Care Special Need	-0.3	0.0	-50.0	-50.3
-Residential Child Care	-1,967.7	0.0	-6,962.8	-8,930.5
-Infant Learning Program Grants	0.0	0.0	-540.7	-540.7
-Children's Trust Programs	0.0	0.0	-0.9	-0.9
Proposed budget increases:				
-Children's Medicaid Services	0.0	1,246.2	0.0	1,246.2
-Front Line Social Workers	664.1	1,528.7	0.0	2,192.8
-Foster Care Base Rate	0.0	0.0	600.0	600.0
-Subsidized Adoptions/Guardians	870.9	479.3	0.0	1,350.2
-Infant Learning Program Grants	0.0	1,657.0	0.0	1,657.0
FY2005 Governor	51,178.2	71,587.3	10,568.0	133,333.5