Oregon
John A. Kitzhaber, MD, Governor

Department of Human Services
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April 8, 2013

DHS
Oregon Department
of Human Services

The Honorable Alan Bates, Co-Chair
The Honorable Nancy Nathanson, Co-Chair
Ways and Means Subcommittee on Human Services
900 Court Street NE
Salem, OR 97301

Dear Co-Chairs:

During the April 2nd Department of Human Services (DHS) Phase I Wrap-Up and KPMs Presentation, you asked the following questions for follow up.

1. **I'm not convinced that technology is our total answer, but interested in watching to make sure it doesn't cost more than it saves, also interested in impact on the workforce.**

<u>**Answer**</u>

Technology alone is not the answer. If the technology does not meet both the customer need and the business need it will be ineffective. In order to succeed DHS needs sufficient staff combined with well thought out business processes. Automating bad process will not help DHS. This is why Lean Daily Management System (LDMS and the Performance Model are such a high priority for DHS. However, from our technology we need:

- Comprehensive high quality **data capture, aggregation and access** for clients, providers, partners, public, and staff (such as data sharing for the CCOs).
- **Payment** accuracy, flexibility, and systems integration.
- **Analytics** such as linked data sets supported by data use agreements and state-of-the-art modeling and reporting tools.
- **Alignment, coordination and standardization** of agency programs and data.
- **Self-directed services** for clients, providers, partners and the public.
- **Staff and partners able to work remotely** using modern computing devices.

2. I'd like to see you look at the number of caseworkers you have that are members of minorities. Are we making efforts to recruit and retain those workers?

Answer

There are approximately 2,167 Child Welfare caseworkers. Of those workers, 397 are people of color. Under the affirmative action plan, Child Welfare caseworkers are part of a job category called "Professionals." According to the data we collected for our 2013 – 2015 Affirmative Action Plan, the Department of Human Services had a small underutilization of 5 FTE in people of color and underutilization of 128 FTE in people with disabilities. The data for people with disabilities is an estimate as it is based on employees that self-identify which we suspect is much lower than the actual number.

As a department DHS has a very close representation to the Oregon Population. (see Attachment A). However, there is more to be done in most regions of the state including availability of bilingual staff and the hiring of people with disabilities.

Recruitment and Retention

DHS has a commitment to continually improve its efforts to recruit and retain a highly trained, culturally competent and diverse workforce including people with disabilities. Currently DHS strategies are included in a variety of classifications and locations throughout the state of Oregon. Some of the efforts we have made to under-represented and/or minority and disabled populations include attending career fairs, advertising in various publications and websites, outreach to various community groups/associations and partnering with other DHS|OHA programs.

However, DHS is in the process of changing its strategies in order to make improvements. The agency is currently in the process of reviewing a new recruitment and retention plan that focuses specifically on diversifying our workforce, as well as ensuring that individuals of color and with disabilities have the opportunity to advance within the organization. Some of the action items in the area of recruitment include: implementation of a Hiring Process Diversity Best Practices plan; utilizing applicant flow/adverse impact analysis for each recruitment; requiring an EEO Outreach plan approved by the Affirmative Action Officer; ensuring several recruiters are dedicated specifically to focusing on diversity and EEO recruitment.

Action items regarding retention include: implementing policy and procedures for employee resource groups, equitable inclusion in leadership development

opportunities, targeted mentorship opportunities, stay and exit interviews and an analysis of the agency's discipline and termination processes to ensure there are no violations of EEO and non-discrimination laws. This is also addressed, in part, by Office of Equity and Multicultural Services which includes a Diversity and Inclusion manager as well as a Civil Rights/EEO Officer (also Affirmation Action coordinator).

3. How will implementing a statewide electronic record keeping system in Developmentally Disability programs help with the issues of duplicative data entry?

<u>Answer</u>
This system will allow Community Developmental Disability Programs (CDDPs) and Support Service Brokerages, to utilize a common case management system, that integrates with the primary billing and payment systems at DHS. In addition, having this common case management system will allow DHS staff to have access to information currently residing in multiple systems making it more readily available for data analytics, reporting and trouble shooting of client issues. The system will also allow for sharing of information with critical partners serving individuals with I/DD, such as OHA and Coordinated Care Organizations.

This effort is separate but not distinctly different from the modernization effort occurring in the self-sufficiency and aging and people with disabilities program areas. The modernization effort will modernize a variety of DHS systems over time, starting with the application processing system for Medicaid and SNAP. The longer term plan will be to replace other outdated technology, allowing staff in DHS and our partner agencies (for example AAA staff serving our aging and physically disabled clients) to become more efficient by elimination of duplicated efforts in multiple legacy systems. This longer term strategy will roll out over the next five years.

4. Is there variation across the state in caseload, staffing and technology?

<u>Answer</u>
For caseloads information please see the following link
http://www.oregon.gov/dhs/aboutdhs/dhsbudget/budget20132015/reference-docs.pdf

The information is also provided in the materials as part of the ways and means document and shows the forecast used at GBB statewide, by DHS district and certain caseloads by voting district.

The agency continually adjusts staffing levels in local offices as attrition occurs, based upon the changing needs reflected in caseload counts. Attrition also plays a part in creating a disproportionate level of staffing between offices as the hiring process takes time and we are unable to fill positions immediately upon their becoming vacant, especially during times of hard hiring freezes.

For technology – specifically Bandwidth, due to budget freezes and expanding use of technology, many DHS offices have inadequate network bandwidth. As a result, workers experience moderate to extreme slowness during normal work activity and, in some cases, cannot use tools like teleconferencing without slowing down work processes in the rest of the office. As DHS rolls out Modernization in conjunction with the Health Insurance Exchange, this experience will get worse for both DHS and OHA.

Current plan
DHS conducted a pilot project that completed bandwidth upgrades in 25 offices that were experiencing extreme slowness. Based on the pilot, DHS established a base minimum standard of 100Kpbs per workstation. Based on that standard, DHS identified 86 offices that were short of the standard and developed a plan to increase bandwidth in these offices to the minimum standard, upgrading the most deficient offices first.

As of March 8, the Office of Information Services had completed 14 of these upgrades and 25 offices were in progress, leaving 47 to be completed by the end of June.

Although these upgrades involve some capital costs, most of the increased cost is in the ongoing monthly charge. Because we are so close to the end of the biennium, almost all the cost will fall into the current biennium. Thus additional allocations in the 13-15 budget are not needed.

The State Office of the COO, Improving Government Team, and Enterprise Technology Services Utility Board are sponsoring significant initiatives to reduce the ongoing cost of bandwidth. These efforts are important to make bandwidth costs sustainable and to set a foundation for development and use of more effective tools to support workers to achieve better, more consistent outcomes as efficiently as possible. The goal should be to meet the business needs in each are and not through a one size fits all approach. Currently some Administrative Rules may be preventing the state from taking advantage of more efficient and economical options to provide the unique needs of each field office or agency.

5. CW: how the positions and funding will be allocated.

<u>Answer</u>
In general, positions and S&S are allocated every 6 months by a workgroup using the Child Welfare workload model based on the number of cases in each District. Each District will allocate positions to each branch based on need.

Please let me know if you have questions.

Thank you.

Sincerely,

Eric Luther Moore
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ELM/cw

cc: Laurie Byerly

DHS | OEMS

Attachment A

Data as of Jan 1, 2013				
DHS State-Wide	**Total Employees**	**Total Female**	**Total Minority**	**Total People with Disabilities**
DHS Employee Population Count	6,882	5,284	1,454	301
DHS Employee Population Percent	100%	77%	21%	4%

TABLE 1: DHS Employee Population Summary

TABLE 2: Population by Race & Ethnicity

Data as of Jan 1, 2013		White NH	Black NH	Native American NH	Asian/Pacific Islander NH	Hispanic
State-wide	**DHS Employee Population**	5,428	239	124	291	789
	DHS %	79.00%	3.48%	1.80%	4.24%	11.48%
	U.S. Census Oregon Population	3,204,614	98,479	109,223	212066	450,062
	Oregon %	83.6%	2.6%	2.9%	5.6%	11.7%

TABLE 3: DHS Employees Compared to the General U.S. Census Population for Oregon for Hires, Promotions, & Separations

The results in these tables indicate the degree to which the distribution of employees in self-identified race categories is more or less than the distribution of the Oregon population along those same race categories

DHS state-wide	Employees - Data as of Jan 1, 2013	Relative % Black NH In locality	Relative % Native American NH in locality	Relative % Asian/Pacific Islander NH In locality	Relative % Hispanic In locality
Higher is better	**DHS Employee Population as a % of Oregon Population**	159.91%	131.91%	99.17%	102.53%
Higher is better	**DHS New Hires as a % of Oregon Population**	134.23%	160.05%	85.46%	58.66% Below Parity
Higher is better	**DHS Promotions as a % of Oregon Population**	143.67%	76.14% Below Parity	146.35%	176.71%
Lower is better	**DHS Separations as a % of Oregon Population**	225.64% Higher than Parity	269.05% Higher than Parity	143.65% Higher than Parity	104.08%

A score = 100% indicates that the "% of employees by specific race in a locality" matches the "% of population by that specific race in that locality".

A score <100% indicates that the "% of employees by specific race in a locality" is less than the "% of population by that specific race in that locality".

A score >100% indicates that the "% of employees by specific race in a locality" is more than the "% of population by that specific race in that locality".

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Oregon

John A. Kitzhaber, MD, Governor

MEMORANDUM

To: Co-Chairs and Members of the Human Services Sub Committee

From: Kate Nass and Blake Johnson,
               DAS, Chief Financial Office

Date: April 4, 2013

Subject: Responses to Questions from CFO Presentation (April 2, 2013)

Please see below in response to the questions that came up during the CFO presentation of the Governor's budget for DHS.

- **How will implementing a statewide electronic record keeping system in Developmentally Disability programs help with the issues of duplicative data entry?**

  This investment made in the Governor's Budget is the agency's Policy Package 109-9 and is funded at $4.89 million total funds ($2.45 million GF) and adds 2 positions (1.66 FTE).

  This investment will allow for the implementation of an electronic case management system. This system will be used by all provider and case management entities with users, including state staff, having access via assigned user roles for security purposes. This system will interface with the current service payment systems already in place and used by the Office of Developmental Disability Services.

- **Is there variation across the state in DHS offices relating to technology and staffing levels?**

  Although experiences can vary across the state, DHS stands by the no wrong door approach and works with field offices to maintain consistency. This means reviewing staffing levels every six months and realigning to equalize the levels. As to network connectivity, DHS is planning to have a minimum bandwidth for all field offices by June this year.

- **In the Differential Response package, what are the specific positions and funding allocations?**

  Below is a link with the detail around the specific investments in the package. This includes an investment of $23.6 million GF ($40.2 million TF) and 281 positions, the majority (175) being Case Workers. One thing to note, this investment is an enhancement to the current child welfare practice model. DHS anticipates that Differential Response will dramatically change its approach to serving some families after DHS receives a report of neglect or threat of harm. DR requires resources connected to its implementation, monitoring and the training associated with the practice change. The staffing levels in the Governor's budget are connected both to DR and to existing staffing/workload issues in DHS child welfare. While the two are interconnected with both benefiting from the other, the workload issues will remain if we do not move forward with DR and will need to be addressed. Conversely, DR cannot effectively be implemented without an additional investment in DHS CW staff to raise the staffing levels above the current 67% level.

2013-15 Policy Option Package

Agency Name: Department of Human Services
Program Area Name: Child Welfare Programs
Program Name: Child Welfare Program Delivery
Policy Option Package Initiative:
Policy Option Package Title: Differential Response Positions
Policy Option Package Number: 106-2
Related Legislation: not applicable
Program Funding Team: Safety

Summary Statement:	Every family receives a comprehensive assessment when contacted by Child Welfare. Differential response is a design for child welfare intervention that allows for more than one way of responding to reports of suspected child abuse or neglect. Adding differential response allows greater flexibility for an earlier and more collaborative process of addressing families' needs. Differential Response evolved out of the growing understanding that not all families are well served through the traditional response that relies on a disposition and identification of the perpetrator of the abuse. The traditional Child Protective Services response is used for the higher risk cases where significant state intervention is needed. Differential response allows for a focus on engaging the family in the identification of stressors that led to their children being unsafe in the first place. This will provide a better connection for families with culturally specific community based services that may prevent further contact with the Child Welfare System. It also provides for a reconnection of the family to their community. Differentiating the front door of Child Welfare has been found in other states to reduce the number of children entering the foster care system.

	General Fund	Other Funds	Federal Funds	Total Funds
Policy Option Package Pricing:	**$23,635,363**	**$2,654,738**	**$13,896,302**	**$40,186,403**

1. **WHAT WOULD THIS POLICY OPTION PACKAGE (POP) DO AND HOW WOULD IT BE IMPLEMENTED?**

   The overall CW staffing level is projected to only move from 70.1% to 73.3% of need in 2013-15. The request for additional staff is to address workload concerns and to support the implementation of Differential Response as directed by the 2011-13 Legislative session. The safety of children depends on an appropriate staffing level within Child Welfare which allows for proper assessment of need, provision of service, follow-up on compliance and connection to resources within communities. This initiative will increase the overall number of Child Welfare staff to 80% of need over the 2013-15 biennium ensuring that children who are at risk of abuse and/or neglect receive appropriate services to impact safety, stabilization, reunification and permanency.

   To reach 80% of need based on the workload model an additional 175 case workers, 57 support staff and 25 Supervisors need to be funded. These positions will be brought in on phases to accommodate the training need and coincide with the roll-out of Differential Response.

2. **WHY DOES DEPARTMENT OF HUMAN SERVICES PROPOSE THIS POP?**

   Appropriate and timely services to children at risk of abuse or neglect are paramount to prevent escalating harm and hasten the ability to reunite or provide permanent families to Oregon children. The additional Child Welfare staff will support appropriate response, address and facilitate implementation of differential response, and support the integrated system goal of:
   - Keeping children safely at home

- Increasing and enhancing effective preventive and family reunification services
- Improving the disporportionality of placement and length of stay for African-American and Native American children
- Strengthening partnerships between Child Welfare, community-based organizations, and families.

The expected outcomes of Differential Response and increased staffing are;
- An increased number of children will safely remain at home where possible;
- Parents and/or caregivers will demonstrate improved protective capacities and additional skills in adequately protecting their children by meeting their needs at the end of their service referral;
- Families are connected to timely services that meet their needs and are culturally specific, resulting in increased participation and better outcomes;
- Providers will observe child safety and will identify and respond to changes in family conditions or circumstances that indicate potential safety threats or harm to children, as they emerge;
- Longer periods between incidents without the need for Child Welfare intervention and fewer overall reports of suspected child abuse and/or neglect;
- Increased partnership between Child Welfare and community providers and partners;
- Increased overall worker satisfaction.

3. **HOW DOES THIS FURTHER THE AGENCY'S MISSION OR GOALS?**
The mission of the Department of Human Services is to help Oregonians in their own communities achieve wellbeing and independence through opportunities that protect, empower, respect choice and preserve dignity. Improvements in the staffing of Child Welfare will
- Directly support people to be safe and live as independently as possible by providing improved staff resources to provide timely and appropriate services to facilitate children safety and improve outcomes for children to remain at home when possible.

- Improve the ability to provide equal access, service excellence and equity for all through improving the disproportional representation of African-American and Native American children in care along with length of stay.
- Support strong community and business relationships by increasing partnering with communities to support families and children, within their communities, to be safe. This is achieved by addressing resources for parents as needed either directly or through referral.
- Retain a highly qualified, effective and valued workforce. Currently the workload greatly exceeds the ability to provide an effective service and is affecting our staff ability to remain employed.

4.   IS THIS POP TIED TO A DEPARTMENT OF HUMAN SERVICES PERFORMANCE MEASURE? IF YES, IDENTIFY THE PERFORMANCE MEASURE. IF NO, HOW WILL DEPARTMENT OF HUMAN SERVICES MEASURE THE SUCCESS OF THIS POP?
Child re-abuse rate
Number of Children in Foster Care
Number of Children receiving In-Home services

5.   DOES THIS POP REQUIRE A CHANGE(S) TO AN EXISTING STATUTE OR REQUIRE A NEW STATUTE? IF YES, IDENTIFY THE STATUTE AND THE LEGISLATIVE CONCEPT.
No change in existing statute is required
No new statute is required.

6.   WHAT ALTERNATIVES WERE CONSIDERED AND WHAT WERE THE REASONS FOR REJECTING THEM?
The only alternative is to not increase the number of Child Welfare staff available to implement the Differential Response system and to remain grossly understaffed. This alternative and not fully implementing Differential Response will result in continued risk to children.

7. **WHAT WOULD BE THE ADVERSE EFFECTS OF NOT FUNDING THIS POP?**
   By not funding this POP, we will expect to see an increase in the number of Oregon children that come into and/or remain in foster care. Additionally, the system of Differential Response will not be adequately funded and the expected outcomes not achieved.

8. **WHAT OTHER AGENCIES (STATE, TRIBAL AND/OR LOCAL GOVERNMENT) WOULD BE AFFECTED BY THIS POP? HOW WOULD THEY BE AFFECTED?**
   None known at this time

9. **WHAT ASSUMPTIONS AFFECT THE PRICING OF THIS POP?**
   - In-Home caseload will increase overtime (could be closer to the end of the biennium)
   - Sub-care caseload will decrease overtime (could be closer to the end of the biennium)
   - Training has the capacity to adequately train staff as they come on board
   - Differential Response plan will be delivered and approach will be accepted
   - Engagement of the community and partners will be successful
   - Current case staffing is maintained
   - Vacancy fill rate of 100% for SSS1's is maintained
   - DHS meets the requirements of HB 4131 enabling the filling of supervisor positions to support the SSS1's

Implementation Date(s):
- October 1, 2013 (1st stage of hiring);
- January 1, 2014 (2nd stage of hiring);
- July 1, 2014 (3rd stage of hiring)

End Date (if applicable): _____Ongoing_____

a.   Will there be new responsibilities for Department of Human Services? Specify which Program Area(s) and describe their new responsibilities.

b.   Will there be new administrative impacts sufficient to require additional funding? Specify which office(s) (i.e., facilities, computer services, etc.) and describe how it will be affected. See Addendum A - Administrative Services Division LC/POP Impact Questionnaire (at the end of this document).

Additional computers would be necessary to ensure staff have tools necessary to perform duties, facility costs may be impacted to guarantee staff have place to perform work (depending on service delivery models), desk chairs and basic office equipment would be required.

c.   Will there be changes to client caseloads or services provided to population groups? Specify how many in each relevant program.

Additional staff will support the efforts of safely retaining or returning children to their home, an expected caseload factor will be a shift from sub-care to in-home care. There is an expected increase in workload time associated with conducting screening and assessments.

d. **Will it take new staff or will existing positions be modified? For each classification, list the number of positions and the number of months the positions will work in each biennium. Specify if the positions are permanent, limited duration or temporary.**
This will take new staff:
- Case worker (SSS1) - 175 positions
- Supervisor (PEMC) - 25 positions
- Support staff (OS2) - 57 positions
- Accounting Technician 3 - 1 position
- Accountant 4 - 2 positions
- Human Resource Analyst 3 - 1 position
- Info Systems Specialist 6 - 3 positions
- Info Systems Specialist 7 - 5 positions
- Info Systems Specialist 8 - 2 positions
- Operations Policy Analyst 3 - 8 positions
- Operations Policy Analyst 4 - 2 positions

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Total – 281 positions

e. **What are the start-up costs, such as new or significant modifications to computer systems, new materials, outreach and training?**
Bandwidth must be able to support additional staff in field offices
Some offices may require additional space
PSU will need to add 6 case worker cohort sessions and 1 supervisor cohort
Computer and basic office equipment will be required (including chairs)
Some staff will require blackberries or equivalent (if in assessment)

f.   What are the ongoing costs?
Travel for training (will be an increase in overall budget)
Phone equipment

g.   What are the potential savings?
Reduction in sub-care but increase in the In-home caseload (not aware of an overall decrease)

h.   Based on these answers, is there a fiscal impact?

TOTAL FOR THIS PACKAGE

Category	GF	OF	FF	TF	Position	FTE
Personal Services	$15,832,177	$2,2473,512	$9,569,551	$27,645,240	281	205.69
Services & Supplies	$5,793,220	$402,980	$3,524,716	$9,720,916		
Capital Outlay	$0	$0	$0	$0		
Special Payments	$2,009,966	$8,246	$802,035	$2,820,247		
Other	$0	$0	$0	$0		
Total	**$23,635,363**	**$2,654,738**	**$13,896,302**	**$40,186,403**	**281**	**205.69**

DHS - Fiscal Impact Summary by Program Area:

	Child Welfare Delivery	Program Area 2	Program Area 3	Program Area 4	Total
General Fund	$23,635,363	$0	$0	$0	$23,635,363
Other Fund	$2,654,738	$0	$0	$0	$2,654,738
Federal Funds- Ltd	$13,896,302	$0	$0	$0	$13,896,302
Total Funds	$40,186,403	$0	$0	$0	$40,186,403
Positions	281	0	0	0	281
FTE	205.69	0.00	0.00	0.00	205.69

What are the sources of funding and the funding split for each one?

Child Welfare Delivery Revenue Impact:

Description of Revenue	OF	FF	TF
Licensing fees (Comp Srce 0975)	$0	$0	$0
Medicaid (Comp Srce 0995)	$0	$0	$0
Other (Comp Srce 0975)	$2,654,738	$0	$0
Other (Comp Srce 0995)	$0	$13,896,302	$0
Other (Comp Srce XXXX)	$0	$0	$0