

**State of Alaska**  
**FY2006 Governor's Operating Budget**

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

## Children's Services Results Delivery Unit

### Contribution to Department's Mission

The mission of the Office of Children's Services is to promote stronger families, safer children.

### 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 four primary units: the Director's Office; the Family Services Unit; the Program Eligibility and Tribal Relations Unit; and the Healthy Families Program. In FY2005, many administrative functions were consolidated into Finance and Management Services under the Office of the Commissioner.

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. The high success of the 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><b>A: Outcome Statement - Children who come to the attention of OCS are, first and foremost, protected from abuse or neglect.</b></p> <p><u>Target #1:</u> Improve the ability of at-risk families to care for their children.</p> <p><u>Measure #1:</u> Decrease the rate of repeat maltreatment.</p>	<p><b>A1: Reduce the percentage of children placed outside the home who are the subject of maltreatment by a provider.</b></p> <p><u>Target #1:</u> The target for this measure is no more than 1.77% by December 2004.</p> <p><u>Measure #1:</u> Of all children placed outside the home during federally defined periods, what percentage were victims of substantiated or unconfirmed maltreatment by the out-of-home care provider.</p> <p><b>A2: Retain an effective and efficient workforce.</b></p> <p><u>Target #1:</u> Reduce the turnover rate to 15 percent by December 2005.</p> <p><u>Measure #1:</u> Annual employee turnover rate.</p> <p><b>A3: Provide nutrition intervention to improve health status of women, infants and children in Alaska (Clients eligible under WIC).</b></p> <p><u>Target #1:</u> Pregnant, breastfeeding, and postpartum women, infants and children age 0 to 5.</p> <p><u>Measure #1:</u> Target population of 80% WIC USDA eligible population is served or exceeded.</p>

### FY2006 Resources Allocated to Achieve Results

<b>FY2006 Results Delivery Unit Budget: \$141,323,900</b>	<b>Personnel:</b>	
	Full time	464
	Part time	3
	<b>Total</b>	<b>467</b>

## Performance Measure Detail

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

**Target #1:** Improve the ability of at-risk families to care for their children.

**Measure #1:** Decrease the rate of repeat maltreatment.

**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.

### A1: Strategy - Reduce the percentage of children placed outside the home who are the subject of maltreatment by a provider.

**Target #1:** The target for this measure is no more than 1.77% by December 2004.

**Measure #1:** Of all children placed outside the home during federally defined periods, 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 , January-September \*

Year	YTD
1998	1.87%
1999	1.29%
2000	1.91%
2001	2.00%
2002	2.09%
2003	1.35%
2004	1.20%

**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.

For this measure, OCS exceeded its target of no more than 1.77% by December 2004 with a rate of 1.35% for calendar year 2003. The rate has been further reduced, as of June 2004, to 1.20%. The national standard is 0.57%. OCS continues efforts to reduce the maltreatment of children by out-of-home care providers.

\* Note that to conform to federal standards, the percent for this measure is calculated based on data for the

nine-month period, January-September. 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. As 2004 data for the period from January-September 2004 is not yet compiled, the most recent statistics available for the nine month period of October 2003 - June 2004 are provided above.

## A2: Strategy - Retain an effective and efficient workforce.

**Target #1:** Reduce the turnover rate to 15 percent by December 2005.

**Measure #1:** Annual employee turnover rate.

### Front Line Social Workers Statewide Turnover Rate by State Fiscal Year

Year	YTD
2001	24.84%
2002	24.21%
2003	23.55%
2004	31.96%

**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.

## A3: Strategy - Provide nutrition intervention to improve health status of women, infants and children in Alaska (Clients eligible under WIC).

**Target #1:** Pregnant, breastfeeding, and postpartum women, infants and children age 0 to 5.

**Measure #1:** Target population of 80% WIC USDA eligible population is served or exceeded.

### Percentage of Target Served by State Fiscal Year

Year	YTD
2000	102%
2001	95%
2002	101%
2003	103%
2004	106%

**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 were 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. In 2005, OCS will engage a contractor to prepare a workload study.

*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:* Initial modules of the ORCA system were implemented late in FY2004. Work is ongoing in FY2005 to fully automate the provider payments and financial modules of the ORCA system and closeout the legacy provider payments subsystem. Subsequent to successful pilot implementation and testing, implementing the system statewide for most modules used by field workers and evolving federal standards/reporting requirements revealed the need for many system enhancements. The Office of Children's Services will continue to develop and implement the ORCA system and effect enhancements, which will support better services to families and children. Project-assigned staff as well as 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 ensure that contractor deliverables are reviewed and approved by the division in a timely manner toward the end of the 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.

*Family-to-Family Initiative:* Funding from Rasmuson Foundation supports this initiative in FY2005-06. This nationwide initiative is being undertaken to develop resource families in the communities so that children remain linked with biological/extended family members during the times they are placed in out-of-home care.

*Subsidized Adoption & Guardianship Caseload Increases:* As of September 2004, 2,127 children were living in permanent homes provided under the Subsidized Adoption & Guardianship program. The Department projects a 8% growth rate in FY2006 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.

## **Significant Changes in Results to be Delivered in FY2006**

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 averaged 24 per social worker, well above the national average. To address the problem, the OCS will engage a contractor to prepare a workload study in FY2005, and proposes establishment of additional social worker positions in FY2006.

The CFSR found that there was no statewide quality assurance process and no formal process for clients or stakeholders to evaluate OCS' performance. The division's on-site Quality Assurance program is currently under development. Due to delays in classification and recruitment of new positions, the Quality Assurance effort will experience start-up late in FY2005.

Implementation of a new management information system, ORCA, requires additional staff resources to appropriately support the new system.

The office proposes to improve services to youth who "age out" of foster care and are often ill prepared to live independently. OCS established four regional independent living coordinator positions in FY2005, which are helping to 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.

OCS proposes to enhance training services for all front line staff in FY06 in an effort to increase the quality and level of services provided.

## Major RDU Accomplishments in 2004

*Provided for Children in Custody:* In FY2004, the OCS provided foster care benefits to an average of 1,170 children daily; 27.4% 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:* In FY2004, the Subsidized Adoption & Guardianship program provided permanent homes for 264 adopted children and guardianships for 56 children that were in the permanent custody of the state.

*Increased Enrollment in the Infant Learning Program:* Enrollment in Infant Learning Programs increased from 1,691 during FY2002 to 1,736 in FY2004. The waitlist was decreased approximately 24.4% from 176 on 6/30/02 to 133 on 6/30/03 and further reduced to 70 as of 6/30/2004.

*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 enhance the ability of parents to protect, nurture, and support the development of their children by reducing stress factors that may lead to child maltreatment. During FY2004, the program provided services for over 400 families throughout Alaska. In FY2004, 48% of the families remain active in the program for 12 months, 35% remain active for 24 months, and 3% have remained active for 5 years.

*Nutrition and Education Services Supplied:* WIC provided nutritional services and education to over 26,000 individuals each month. WIC Farmer's Market Program provided 42,200 warrants to WIC participants. Farmer's Market warrants are redeemed at any one of 34 local Farmer's Markets and farm stands.

The Senior Farmers Markets project provided 3,357 coupon books with approximately \$70,500 in coupons to 15 senior agencies for distribution to income eligible seniors. Seniors may exchange the coupons for fresh produce at 63 locations 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.

*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 76 training sessions, representing 193 days of in-service training to 275 existing OCS workers and 78 new OCS workers.

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

*All dollars shown in thousands*

	FY2004 Actuals				FY2005 Management Plan				FY2006 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
<b>Formula Expenditures</b>												
Children's Medicaid Services	3,813.2	6,016.1	0.0	9,829.3	4,322.3	6,529.4	0.0	10,851.7	4,322.3	6,529.4	0.0	10,851.7
Foster Care Base Rate	5,948.0	544.4	1,197.9	7,690.3	5,076.3	3,439.9	1,806.3	10,322.5	5,069.3	3,433.9	1,742.7	10,245.9
Foster Care Augmented Rate	1,409.9	620.1	0.0	2,030.0	1,729.9	396.2	0.0	2,126.1	1,729.9	396.2	0.0	2,126.1
Foster Care Special Need	3,358.9	606.6	180.0	4,145.5	2,660.3	701.7	460.0	3,822.0	2,535.3	726.7	200.0	3,462.0
Subsidized Adoptions/Guardians	11,828.9	6,349.5	0.0	18,178.4	12,727.6	7,005.3	0.0	19,732.9	10,353.4	11,358.2	0.0	21,711.6
<b>Non-Formula Expenditures</b>												
Children's Services Management	1,527.9	4,945.2	1,969.3	8,442.4	742.5	4,857.3	706.5	6,306.3	961.1	5,259.0	450.4	6,670.5
Children's Services Training	414.9	541.6	0.0	956.5	419.1	789.9	0.0	1,209.0	639.5	978.7	0.0	1,618.2
Front Line Social Workers	10,174.1	11,221.3	3,124.2	24,519.6	11,653.7	15,441.0	2,357.7	29,452.4	16,976.8	13,810.2	2,357.7	33,144.7
Family Preservation	1,250.9	6,280.3	852.0	8,383.2	1,732.7	7,058.0	949.9	9,740.6	2,176.3	8,066.0	849.9	11,092.2
Residential Child Care	6,071.6	219.9	225.0	6,516.5	4,777.9	625.0	0.0	5,402.9	4,777.9	625.0	0.0	5,402.9
Infant Learning Program Grants	4,935.5	1,910.9	627.4	7,473.8	4,827.1	2,734.7	98.1	7,659.9	4,830.9	2,742.8	183.1	7,756.8
Women, Infants and Children	72.2	21,934.7	3,388.9	25,395.8	80.1	21,193.7	3,754.7	25,028.5	6.2	22,421.1	3,519.4	25,946.7
Children's Trust	0.0	0.0	297.3	297.3	0.0	630.0	435.9	1,065.9	0.0	630.0	437.1	1,067.1

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

*All dollars shown in thousands*

	FY2004 Actuals				FY2005 Management Plan				FY2006 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	227.5	0.0	0.0	227.5	227.5	0.0	0.0	227.5	227.5	0.0	0.0	227.5
Legal Svcs												
<b>Totals</b>	<b>51,033.5</b>	<b>61,190.6</b>	<b>11,862.0</b>	<b>124,086.1</b>	<b>50,977.0</b>	<b>71,402.1</b>	<b>10,569.1</b>	<b>132,948.2</b>	<b>54,606.4</b>	<b>76,977.2</b>	<b>9,740.3</b>	<b>141,323.9</b>

**Children's Services**  
**Summary of RDU Budget Changes by Component**  
**From FY2005 Management Plan to FY2006 Governor**

*All dollars shown in thousands*

	<u>General Funds</u>	<u>Federal Funds</u>	<u>Other Funds</u>	<u>Total Funds</u>
<b>FY2005 Management Plan</b>	<b>50,977.0</b>	<b>71,402.1</b>	<b>10,569.1</b>	<b>132,948.2</b>
<b>Adjustments which will continue current level of service:</b>				
-Children's Services Management	-53.6	35.6	6.7	-11.3
-Front Line Social Workers	4,492.6	-3,828.4	0.0	664.2
-Family Preservation	0.0	-50.0	0.0	-50.0
-Foster Care Base Rate	-7.0	-6.0	-63.6	-76.6
-Foster Care Special Need	-200.0	0.0	0.0	-200.0
-Subsidized Adoptions/Guardians	-3,700.0	3,700.0	0.0	0.0
-Infant Learning Program Grants	3.8	8.1	85.0	96.9
-Women, Infants and Children	-73.9	27.4	1.2	-45.3
-Children's Trust Programs	0.0	0.0	1.2	1.2
<b>Proposed budget decreases:</b>				
-Children's Services Management	0.0	0.0	-262.8	-262.8
-Family Preservation	0.0	0.0	-100.0	-100.0
-Foster Care Special Need	0.0	0.0	-260.0	-260.0
-Women, Infants and Children	0.0	0.0	-236.5	-236.5
<b>Proposed budget increases:</b>				
-Children's Services Management	272.2	366.1	0.0	638.3
-Children's Services Training	220.4	188.8	0.0	409.2
-Front Line Social Workers	830.5	2,197.6	0.0	3,028.1
-Family Preservation	443.6	1,058.0	0.0	1,501.6
-Foster Care Special Need	75.0	25.0	0.0	100.0
-Subsidized Adoptions/Guardians	1,325.8	652.9	0.0	1,978.7
-Women, Infants and Children	0.0	1,200.0	0.0	1,200.0
<b>FY2006 Governor</b>	<b>54,606.4</b>	<b>76,977.2</b>	<b>9,740.3</b>	<b>141,323.9</b>