



Department of Human Resources

Maryland Department of Human Resources

Robert J. Stevenson
Governor

Michael S. Stearns
Deputy Governor

Christopher J. McCabe
Secretary

October 1, 2006

The Honorable Ulysses Currie
Chairman, Senate Budget and Taxation Committee
Miller Senate Office Building, 3 West Wing
11 Bladen Street
Annapolis, MD 21401 - 1991

The Honorable Norman H. Conway
Chairman, House Appropriations
House Office Building, Room 121
12 Bladen Street
Annapolis, MD 21401 - 1991

Dear Senator Currie and Delegate Conway:

The Department of Human Resources (DHR) would like to thank you for the opportunity to submit our report regarding the development of a methodology for calculating child welfare caseworker to cases and supervisor to caseworker ratios. In recognition of earlier recommendations, the Department worked with Child Welfare League of America consultants to provide technical assistance in addressing the requirements of the September 1, 2006 report. DHR received the final CWLA report August 24th and for this reason had earlier asked to provide the September 1st report to the Joint Chairmen by October 1, 2006.

Thank you again for supporting our goal to have caseload and supervisor ratios that are based on best practices and that are designed to improve outcomes for Maryland's children and families. If there are any questions, please feel free to contact me at 410-767-7109, or Dr. Rebecca Bridgett, Acting Executive Director, Social Services Administration, at 410-767-7216. We appreciate your continued commitment to our most vulnerable families.

Sincerely,

Christopher J. McCabe
Secretary

Enclosures



Department of
Human Resources

311 West Saratoga Street, Baltimore, MD 21201

Report dated October 1, 2006:

**New Methodology and Procedures to be Used for
Calculating the Number of Filled Positions Required
to Meet the CWLA Guidelines, and the Number of
Authorized and Filled Positions as of July 1, 2006.**

Prepared for:

**The Chairmen of the Senate Budget and
Taxation Committee and the House Committee
on Appropriations**

As required by:

**The 2006 Joint Chairmen's Report,
pages 122-124**



The Joint Chairmen's Report from the 2006 session required the Department of Human Resources (DHR) to:

(1) Contract with the Child Welfare League of America (CWLA) for technical assistance in developing a methodology for calculation of child welfare case-to-worker ratios that conforms to best practices including, but not limited to, accounting for employee leave usage and training requirements when calculating the number of hours per month child welfare caseworkers and supervisors can devote to casework and

(2) Develop a procedure for applying the methodology for calculating case-to-worker ratios that is verifiable, conforms to generally accepted accounting procedures, and addresses the problems identified in the legislative performance audit report issued December 2005 regarding the comprehensiveness and accuracy of the underlying data used to calculate the required number of worker and supervisor positions.

In May 2006, DHR contracted with the CWLA to provide consultation services in the development of a methodology to calculate caseload and supervisory ratios for Child Welfare Services (CWS) in Maryland. Through future contractual agreements, CWLA will conduct annual reviews through 2012.

Claw's consultant team on the project conducted extensive reviews of documents and data provided by DHR, and analyzed State laws and the agency's policies and procedures in comparison to CWLA standards and accepted standards used by other states. CWLA consultants made telephone and in-person contact with DHR's staff in the Social Services Administration (SSA), Human Resource Training and Development, Budget and Finance, the Office of Technology for Human Services, and the local departments of social services' Assistant Directors of Services to gain contextual information, and to clarify policy, procedures, and data.

The results of this collaborative work are the following child welfare case to worker ratios that are the standards to be used for all calculations of Child Welfare Services (CWS) staffing requirements for FY 2007.

| CWS Job Function | Number of Caseworkers | Cases Per Month |
|---|-----------------------|--|
| Intake Screening | 1 | 122 Calls or Interviews |
| Child Protective Services Investigation | 1 | 12 Families |
| Continuing Child Protective Services | 1 | 12 Families |
| Intensive Family Services | 1 | 6 Families |
| Families NOW Levels II – III | 1 | 12 Cases |
| In-Home Family Services | 1 | 20 Families |
| Foster Care | 1 | 12 Children (includes services to parents) |

| CWS Job Function | Number of Caseworkers | Cases Per Month |
|--|---------------------------------|-----------------|
| Kinship Care | 1 | 12 Cases |
| Adoption Services | 1 | 10 Cases |
| Interstate Compact for the Placement of Children | 1 | 30 Cases |
| Court-Ordered Home Studies | 1 | 24 Cases |
| Resource Family Development and Retention | New Applicants: 1 | 14 Families |
| | Ongoing and License Renewals: 1 | 36 Families |

The third charge of the Joint Chairmen's to DHR was to:

Provide a report to the budget committee by September 1, 2006 that:

- (a) **Describes the methodology that was developed with the help of the Child Welfare League of America;**
- (b) **Describes the procedures that will be used for calculating the number of workers and supervisors required to meet the staffing ratios recommended by the Child Welfare League of America;**
- (c) **List, by jurisdiction;**
 - (i) **The number of filled child welfare caseworker and supervisor positions that would be required to meet the Child Welfare League of America's staffing guidelines using the new methodology;**
 - (ii) **The number of authorized positions, and**
 - (iii) **The number of filled positions as of July 1, 2006**

The CWLA consultants advised that the optimal method for the determination of reasonable workload in any child welfare system is through a detailed task and workload analysis. Given time constraints, CWLA proposed a methodology that relied upon three criteria for the development of recommended caseload and supervisory ratios, which included:

- Review and analysis of Maryland Law and DHR/SSA policies that prescribe mandated practice in the child welfare functions;
- CWLA caseload ratio standards; and
- Comparisons with selected workload studies conducted in public child welfare agencies in other states

The factors were considered in the context of information provided by a DHR work group, meetings and individual interviews with key management staff, and an electronic mail and telephone survey of the local departments of social services.

All of the CWLA recommended ratios reflect the use of a general "one third rule" which deducts 33% of the actual number of hours in a standard work month to allow for activities related to non-casework time (i.e., employee leave, training, general staff meetings, breaks, holidays, and other activities). Social Work scholars and experts arrived at use of the one-third rule by analyzing multiple child welfare work load studies to account for administrative time in workload studies. Table I shows the calculation used to arrive at the net available time a social worker has for casework per month.

Table I: Time Available for Case-related Work

| | |
|---|--------------------|
| Total work time per month (8 hours per day X 5 days per week X 4.33 weeks per month) | 173.2 hours |
| Less Administrative Hours (173.2 X .33) | <u>-57.2 hours</u> |
| Number of hours per month available for casework activities | 116.0 hours |

This methodology allows Maryland to establish equitable workloads for child welfare caseworkers and supervisors. DHR and CWLA agree that a workload study would give a more accurate accounting of caseworker activities. DHR's Social Services Administration leadership has begun discussions with CWLA to embark on a workload study in the future.

At least semi-annually, DHR will use the caseload ratios developed and recommended by CWLA to calculate its caseworker staffing needs using the following procedure.

- Determine average monthly caseload by program/job function using available data resources (Monthly Management Report, Client Information System, CHESSIE).
- Apply the recommended ratios to the caseload data to determine the full time equivalent staffing needs.
- Survey local departments to determine by program, child welfare caseload and non-caseload carrying full time equivalent staff.
- Compare staffing in the local department of social services to DBM staffing reports of CWS worker and supervisor positions as defined by DLS to determine total staffing needs.

DHR's Director of Human Resource Development and Training (HRDT) and the Social Services Administration Research Unit will collaborate semi-annually to complete a Departmental Child Welfare Services Caseload to Worker and Supervisor Ratio report using the steps described above. DHR will assess supportive and facilitative functions of caseworker and supervisors that are important in maintaining and achieving service quality, but are not directly connected with caseloads. (Planning and facilitation of family

team meetings, clinical assessment and consultation for especially complex cases, coordination of independent living and transitional services for older youth, and assignment to Continuous Quality Improvement and/or coordination of requirements for attainment or maintenance of accreditation). There will be annual on-site contact with each local jurisdiction to obtain additional clarification regarding each jurisdiction's child welfare services ratios. DHR will coordinate a team of SSA, HRDT, Budget & Finance and the Inspector General to determine that numbers are in substantial agreement with CWLA's estimated staffing requirement.

The Joint Chairmen's Report specifically requested the following charts. The data used in these charts was taken from the official personnel database that is updated and distributed by DBM.

Workers and supervisors required meeting the staffing ratios recommended by the Child Welfare Leagues of America

| County | Screening FTE | In Home FTE | Out of Home FTE | ICPC FTE | Resource Family FTE | Total All Categories | Supervisor FTE |
|------------------|---------------|-------------|-----------------|----------|---------------------|----------------------|----------------|
| Allegany | 1.56 | 19.90 | 10.41 | 2.43 | 1.88 | 36.18 | 7.24 |
| Anne Arundel | 2.76 | 57.88 | 22.36 | 5.76 | 4.06 | 92.83 | 18.57 |
| Baltimore City | 9.12 | 216.19 | 546.09 | 67.53 | 103.58 | 942.51 | 188.50 |
| Baltimore County | 4.06 | 62.49 | 63.80 | 10.05 | 8.59 | 148.99 | 29.80 |
| Calvert | 0.67 | 6.57 | 5.71 | 0.90 | 1.23 | 15.07 | 3.01 |
| Caroline | 0.47 | 5.36 | 4.74 | 0.76 | 0.98 | 12.31 | 2.46 |
| Carroll | 2.40 | 18.68 | 4.65 | 1.45 | 1.11 | 28.28 | 5.66 |
| Cecil | 1.32 | 14.74 | 7.70 | 1.62 | 1.90 | 27.28 | 5.46 |
| Charles | 1.24 | 15.04 | 10.33 | 2.09 | 1.91 | 30.61 | 6.12 |
| Dorchester | 0.61 | 5.86 | 3.29 | 0.66 | 0.90 | 11.32 | 2.26 |
| Frederick | 2.38 | 25.75 | 15.09 | 2.93 | 3.76 | 49.90 | 9.98 |
| Garrett | 0.08 | 4.63 | 3.10 | 0.63 | 1.70 | 10.15 | 2.03 |
| Hartford* | 1.67 | 15.86 | 18.40 | 3.31 | 3.33 | 42.57 | 8.51 |
| Howard | 0.18 | 22.20 | 9.11 | 2.02 | 1.55 | 35.07 | 7.01 |
| Kent | 0.15 | 2.34 | 1.26 | 0.29 | 0.23 | 4.27 | 0.85 |
| Montgomery | 4.81 | 74.82 | 49.10 | 10.80 | 15.97 | 155.50 | 31.10 |
| Prince George's | 6.38 | 58.31 | 48.46 | 7.59 | 11.37 | 132.11 | 26.42 |
| Queen Anne's | 0.34 | 4.62 | 1.70 | 0.43 | 0.70 | 7.79 | 1.56 |
| St. Mary's | 1.07 | 12.71 | 8.27 | 2.03 | 1.27 | 25.35 | 5.07 |
| Somerset | 0.47 | 6.12 | 5.37 | 0.90 | 0.65 | 13.51 | 2.70 |

| County | Screening FTE | In Home FTE | Out of Home FTE | ICPC FTE | Resource Family FTE | Total All Categories | Supervisor FTE |
|-------------|---------------|-------------|-----------------|----------|---------------------|----------------------|----------------|
| Talbot | 0.28 | 5.38 | 3.63 | 0.68 | 0.89 | 10.86 | 2.17 |
| Washington | 2.01 | 36.01 | 26.28 | 4.71 | 5.53 | 74.53 | 14.91 |
| Wicomico | 1.44 | 22.15 | 12.44 | 2.70 | 1.90 | 40.63 | 8.13 |
| Worcester | 0.48 | 11.50 | 3.19 | 1.07 | 0.60 | 16.83 | 3.37 |
| State Total | 45.98 | 705.23 | 884.46 | 133.33 | 139.95 | 1908.94 | 381.79 |

NOTE: Montgomery County was included in the CWLA study and final recommendations. As a result of HB 669 – Montgomery County Transfer of Local Health Departments and Local Department of Social Services to Montgomery County Government MC 607-96, (1996 Session), Montgomery County funding is appropriated as a block grant from DHR.

| Number of Authorized CWS Positions as of July 1, 2006 by County | | | | | | | |
|--|---------------|---------------|---------------------|-------------------|---------------|-------------------------|----------------|
| | Worker | | | Supervisor | | | TOTAL |
| | Filled | Vacant | Worker Total | Filled | Vacant | Supervisor Total | |
| Allegany County DSS | 43.75 | 1 | 44.75 | 7 | 0 | 7 | 51.75 |
| Anne Arundel County DSS | 95.5 | 4.3 | 99.8 | 19 | 0 | 19 | 118.8 |
| Baltimore County DSS | 122.7 | 2.05 | 124.75 | 22 | 0 | 22 | 146.75 |
| Baltimore City DSS | 711 | 37 | 748 | 141 | 16 | 157 | 905 |
| Calvert County DSS | 18.5 | 2 | 20.5 | 3 | 0 | 3 | 23.5 |
| Caroline County DSS | 12.5 | 3 | 15.5 | 3 | 1 | 4 | 19.5 |
| Carroll County DSS | 28 | 0 | 28 | 8 | 0 | 8 | 36 |
| Cecil County DSS | 32 | 2 | 34 | 7 | 1 | 8 | 42 |
| Charles County DSS | 37 | 1.5 | 38.5 | 7 | 2 | 9 | 47.5 |
| Dorchester County DSS | 15 | 0 | 15 | 4 | 0 | 4 | 19 |
| Frederick County DSS | 44 | 7 | 51 | 11 | 0 | 11 | 62 |
| Garrett County DSS | 17 | 0 | 17 | 3 | 0 | 3 | 20 |
| Harford County DSS | 46.75 | 1 | 47.75 | 9 | 1 | 10 | 57.75 |
| Howard County DSS | 28 | 2 | 30 | 8 | 2 | 10 | 40 |
| Kent County DSS | 6 | 0 | 6 | 2 | 0 | 2 | 8 |
| Prince George's County DSS | 129.5 | 4.5 | 134 | 27 | 2 | 29 | 163 |
| Queen Anne's County DSS | 11 | 0 | 11 | 3 | 0 | 3 | 14 |
| Somerset County DSS | 14.5 | 0 | 14.5 | 3 | 0 | 3 | 17.5 |
| St. Mary's County DSS | 27.1 | 1 | 28.1 | 5 | 1 | 6 | 34.1 |
| Talbot County DSS | 10 | 0 | 10 | 4 | 0 | 4 | 14 |
| Washington County DSS | 62.5 | 2 | 64.5 | 11 | 1 | 12 | 76.5 |
| Wicomico County DSS | 35 | 0 | 35 | 8 | 0 | 8 | 43 |
| Worcester County DSS | 20.5 | 0 | 20.5 | 4 | 0 | 4 | 24.5 |
| Unallocated | 0 | 1 | 1 | 0 | 0 | 0 | 1 |
| Totals | 1567.8 | 71.35 | *1639.15 | 319 | 27 | *346 | 1985.15 |
| Notes: | | | | | | | |
| On July 1, 2006 there was one caseworker position that had not yet been allocated to a local department of social services. | | | | | | | |

| County | Case Worker FTE | Supervisor FTE | Total |
|--------------------|----------------------------|---------------------------|--------------|
| Allegany | 43.75 | 7 | 50.75 |
| Ann Arundel | 95.5 | 19 | 114.5 |
| Baltimore County | 122.7 | 22 | 144.7 |
| Baltimore City | 711 | 141 | 852 |
| Calvert | 18.5 | 3 | 21.5 |
| Caroline | 12.5 | 3 | 15.5 |
| Carroll | 28 | 8 | 36 |
| Cecil | 32 | 7 | 39 |
| Charles | 37 | 7 | 44 |
| Dorchester | 15 | 4 | 19 |
| Frederick | 44 | 11 | 55 |
| Garrett | 17 | 3 | 20 |
| Harford | 46.75 | 9 | 55.75 |
| Howard | 28 | 8 | 36 |
| Kent | 6 | 2 | 8 |
| Montgomery | 129.5 | 27 | 156.5 |
| Prince George's | 11 | 3 | 14 |
| Queen Anne's | 14.5 | 3 | 17.5 |
| Somerset | 27.1 | 5 | 32.1 |
| Talbot | 10 | 4 | 14 |
| Washington | 62.5 | 11 | 73.5 |
| Wicomico | 35 | 8 | 43 |
| Worchester | 20.5 | 4 | 24.5 |
| State Total | 1,567.8 | 319 | 1,887 |