WRMA
Walter R. McDonald & Associates, Inc.

Washington State Children's Administration Workload Study

SUMMARY REPORT

Prepared for:
Washington State
Department of Social and Health Services
Children's Administration
PO Box 45042
Olympia, WA 98504

***Prepared by*:**
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Sacramento, CA 95833

In collaboration with:
American Humane Association
63 Inverness Dr., East
Englewood, CO 80112

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PREFACE TO WASHINGTON WORKLOAD STUDY SUMMARY REPORT

This document is an abbreviated version of the Washington State Children's Administration Workload Study. It contains Volumes 1, Workload Study Report and Volume 2, Methodology, of the full report but excludes attachments and appendices. If you are interested in obtaining copies of the referenced attachments and appendices, please contact Ginny Heim from the Children's Administration at HEVI300@dshs.wa.gov.

ACKNOWLEDGEMENTS

This study of child welfare workload in Washington State was possible only because of the dedication and commitment of thousands of people. The study team members from Walter R. McDonald & Associates, Inc. and American Humane Association, extend their appreciation to the over 2,000 staff who contributed to this study by providing details of their work day. The findings of this study serve to represent their work towards improving the lives of children and their families.

We particularly appreciate the participation and guidance by Cheryl Stephani, Assistant Secretary for Children's Administration who provided executive leadership for this study and personally participated in several important review sessions. Each Children's Administration (CA) Director also provided important support for the project including Ross Dawson, Program & Practice Improvement, Keith Phillips, Finance & Operations Support, Steve Wickmark, Field Operations, and Dawn Tatman, Technology Services. Mike Tornquist, Randy Roberts and Darcey Hancock of Division of License Resources (DLR) also provided assistance in coordinating study activities in that Division.

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Please contact Ginny Heim from Children's Administration for Attachments to Volume I and II at HEVI300@dshs.wa.gov.

EXECUTIVE SUMMARY

E.1 INTRODUCTION

The Washington State Department of Social and Health Services Children's Administration (CA) is in the process of evaluating and improving its systems. A new Program Redesign was just implemented, the full replacement of the Children Administration Management Information System (CAMIS) is underway, and new case work processes will be implemented in the Fall of 2007 as a result of the development of a new CA Practice Model. This workload study is one aspect of these improvement initiatives, and will complement and support the other program and organizational change efforts. In September 2006, CA contracted with Walter R. McDonald & Associates, Inc, in collaboration with American Humane Association, for a comprehensive workload study, designed to study all workers in the CA who provide services to a case. Both organizations are nationally known for child welfare workload analysis.

The goals of the Workload Study presented in this report were to:

1. Understand the required practice activities of child welfare workers, clerical staff and infrastructure support staff in fulfilling their duties;
2. Understand the time and staff needed to complete all practice activities;
3. Estimate the time required to engage in child welfare practice that can be considered basic practice; and
4. Equip CA with the tools, models and skills necessary to continuously reassess workload based on shifts in factors that influence the provision of child welfare services.

A significant proportion of resources went into the conceptualization, operationalization, and implementation of this study by Children's Administration staff at all levels, from state directors and policy-makers to office-level support staff. The results of their investment are:

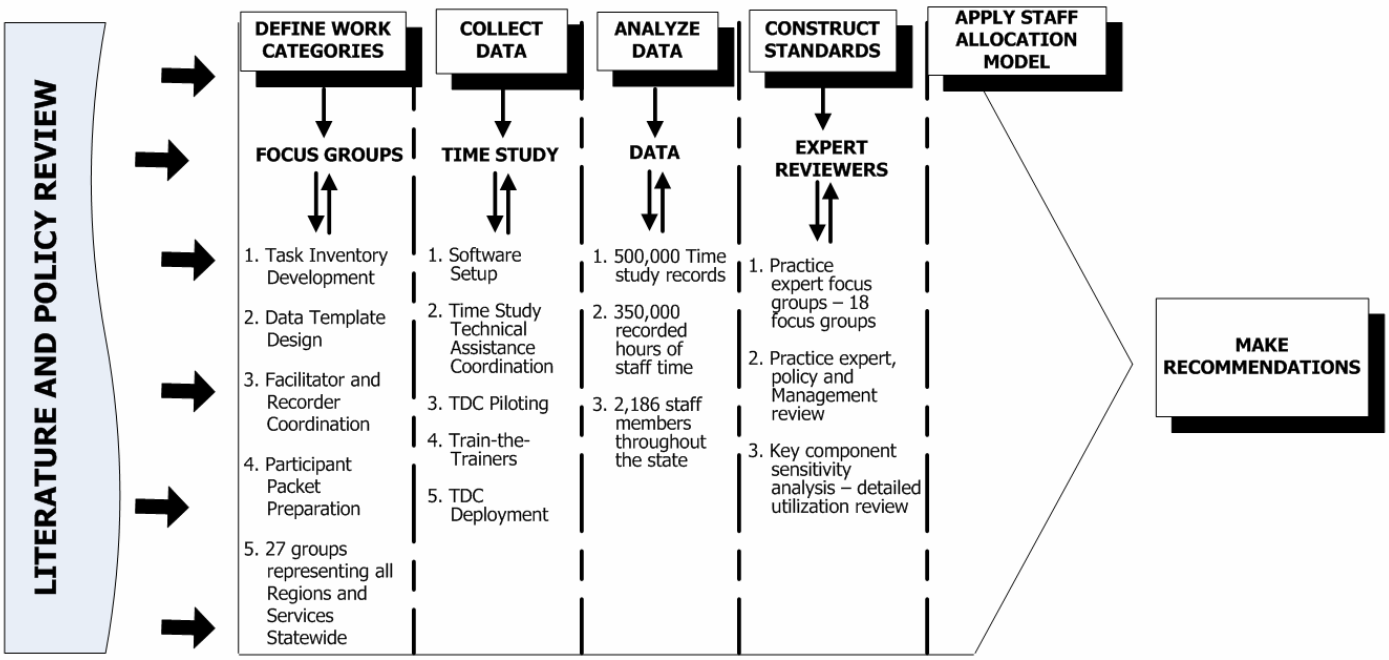
1. A detailed description of the *current State* of Children's Administration staffing, tasks, and time use;
2. An analytical exploration of what is needed and could be done to address *current gaps* in Child Welfare service delivery; and
3. A thorough description of the *methodological and analytical guidelines, processes, and tools* developed and utilized during the course of the study, so that all or part of it can be replicated or data further explored by CA at a later time.

The primary findings of this study present the difference between "what is" and what a significant number of experienced CA staff believe "is needed" to fulfill current policies, regulations, and basic practice standards. These findings are measured in terms of the staff hours, case hours and the number of FTEs needed in both the Division of Child and Family Services (DCFS) and the Division of Licensing Resources (DLR). These findings are meant to be descriptive and not definitive recommendations.

E.2 METHODOLOGY

The first phase of the Workload Study included defining work categories carried out by CA staff, through the development of a Task Inventory. Task Inventory categories were then used as the framework to document the time that staff was currently investing in each activity. The results of the time study data collection provided a basis upon which experienced CA staff were asked to construct standards for the time they estimated it should take to provide consistent services to children and families. The constructed standards were then utilized in a staff allocation model process that resulted in the number of FTEs required. The final phase of the project involved the analysis and development of recommendations for further study and consideration by the CA. ***Figure E.1, Washington Workload Study Process*** portrays the flow of project phases over time.

Figure E.1: Washington Workload Study Process



- *Define Work Categories.* The development of the service categories and tasks was the first phase of this project. Focus groups from all regions and the central office participated in describing services and defining descriptive terms for services and tasks. Regions were asked to provide names of staff in order to develop well rounded focus groups and structured estimation groups. Group participants either volunteered or were asked to participate. Regional Administrators and Workload Study project staff reviewed the lists to ensure that all service areas were covered with staff experts, that staff were able to attend the meetings, and that they were willing to share their expertise with others. The first phase was completed with the development of a Task Inventory (see **Volume II, Methodology page 23**).

- *Collect Data*. For the second phase of the study, a computerized time recording method referred to as the Time Data Collector (TDC) was developed for staff to use in logging how they used their time. All CA staff participating in the study received training on the Task Inventory definitions and the computerized TDC software. These procedures and tools are included in **Volume II, Methodology page 141**.

  CA staff from all regions and offices, as well as central office staff providing services to children and families, participated in the time study from February 5 to March 6, 2007. Hours were documented at various levels of the organization, across geographic areas, across service areas as defined in the recently implemented Program Redesign, and by different employee types such as case-carrying social workers and support staff. Technical support and ongoing quality assurance feedback were provided to inform participants of response rates and early results.

- *Analyze Data*. Data obtained from the TDC were checked for completeness and consistency. Once data were cleaned and finalized, syntax was prepared in Statistical Package for the Social Sciences (SPSS) to produce the findings contained in this report. Time study results describing existing casework practice for services are presented in the accompanying *Workload Profile*. These results are referred to as the" measured time" for providing services during the month.

  Time Study data were then summarized, to describe the number and proportion of hours spent by each DCFS and DLR staff position on case-related versus case-support tasks. Case-related tasks included activities such as face-to-face contact with the child and meetings with collateral service providers. Examples of case-support tasks included general meetings and attending trainings, professional development workshops, policy review, development of regulatory procedures and leave and break time.

- *Construct Standards.* After data collection was complete, the results were reviewed by another round of 18 CA focus groups that were selected in the same manner as the task inventory focus groups. These groups constructed "workload standards" used to produce the analysis and recommendations in this study. A workload standard is the expected amount of time necessary to perform a service for a case in a month, if all federal and state law, policy and good practice are met.

  A series of focus group sessions brought together small groups from all staff levels across the state. These groups applied their knowledge of Child Welfare in providing estimates of time needed to perform case work for all of the Task Inventory categories of the case work. The following three-phase approach was used:

  1. Present data from the time study for each service by task, as a baseline for measurement under existing conditions. Focus groups were provided a policy review of task requirements for services. Groups made adjustments to measured time in order to meet federal and state law, policy and good practice;
  2. Conduct a review of selected task requirements constructed by the focus groups with the CA policy and practice staff experts, to verify legal and policy requirements;

3. Perform final review and adjustment of case requirements using administrative data and sensitivity analysis of task times.

This process provided a frequency of occurrence and a time allocation for each task in the Task Inventory. Using that information as the base, the focus groups made estimations of how long it would take to do the job as it should be done. These times became the constructed standards for each Service Category.

- *Apply Staff Allocation Model.* In analyzing the gap between the Measured Time for services and Constructed Standards, the Workload Study Team developed a Workload Allocation Model. This model established a formula, which was used to determine the number of staff required to fulfill the activities of the Constructed Standards. Calculations, which assessed the number of Full-Time Equivalent (FTE)[1] staff needed to perform the tasks assigned in each Service Category, were developed for each DCFS and DLR staff position.

- *Make Recommendations.* Based on the findings of the analysis and comparisons of Measured and Constructed Time, the Workload Study Team, in partnership with CA staff, developed a set of potential changes that could be made to address some of the identified gaps.

E.2.1 Study Constraints

Gap analysis vs. baseline. It is important to understand the difference between constructed standard FTEs and measured time study FTEs is the *gap.* This gap is artificial, in that it is <u>not</u> based on the CAs allotted FTEs. Since current staffing levels were not obtained from the state's Human Resource Management System (HRMS) or the Agency's accounting system (Fastrack), the actual allotted number of FTEs by service area at the time of the study was not used. The number of FTEs reporting in the time study was used. This means that when calculating the number of FTEs required to complete the tasks for a specific service, the CA will need to use their FTE allotment to figure an accurate number.

As with any workload study, this report should be seen as one of a series of studies building a cumulative understanding of workload over time. This report, in particular, serves as a baseline for future analysis, particularly since it was conducted during a period of significant organizational change within CA. A new Program Redesign was just implemented, the full replacement of the Children Administration Management Information System (CAMIS) is underway, and new case work processes will be implemented Fall 2007 as a result of the development of a new CA Practice Model. This workload study will complement and support these efforts, as well as providing a complete electronic database of study data and a complete methodology to facilitate the ongoing use of the study results.

[1] The concept of Full-Time Equivalent (FTE) refers to a measurement of the state workforce. The position of an employee who works full time is counted as 1.0 FTE, an employee who works half time is counted as 0.5 FTE, etc.

E.3 RESULTS

The following study findings are grouped by Division, to allow the reader to follow the progression of the analysis for each Division from start to finish. These include examine Staff Hours, Case Hours, and FTEs by Service Category and Position, for DCFS and DLR respectively. Due to rounding, the figures may present very minor variance from actual data.

E.3.1 Division of Children and Family Services (DCFS)

E.3.1.1 Staff Hours

One significant finding from the analysis was that more than two-thirds (69%) of the DCFS case-carrying social worker's time and over half the time of noncase-carrying staff (57%) was spent on case-related tasks. (See Volume I, Table 1.02).

Within specific Service Categories, the largest proportion of case-related time for all staff positions (37%) was found to be in "Family Dependency." Together with "CPS/Investigation and Assessment" service time, the two categories represented 55% of all DCFS staff time and almost 80% of all case-related time. The following table, ***Table E.1, Distribution of Hours by DCFS Service Category,*** breaks out the total hours spent by DCFS staff during the study period, across all Service Categories.

Table E.1: Distribution of Hours by DCFS Service Category

Service	Total Hours Overall	Percent of Total
Intake	19,502	6%
CPS/Investigation and Assessment	61,416	18%
Family Voluntary	17,049	5%
Family Voluntary (FRS)	8,229	2%
Family Dependency	129,266	37%
Adoption Support	3,796	1%
Case Support Time	107,729	31%
Total	346,988	100%

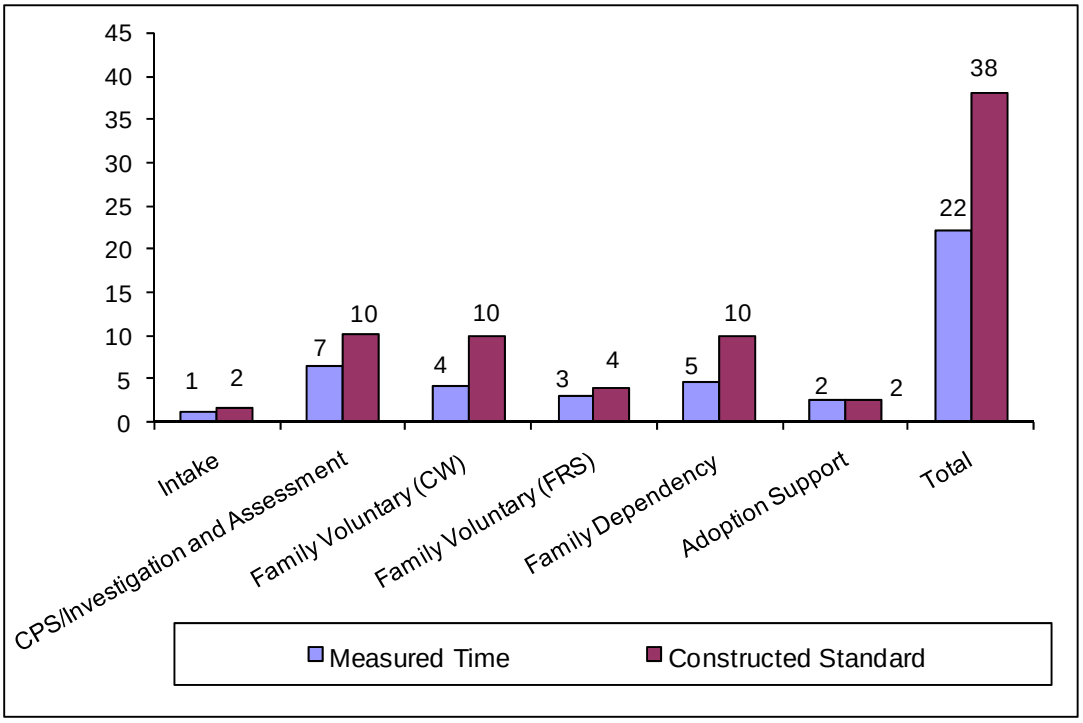
E.3.1.2 Case Hours by Service Category

Measured Time data were analyzed to obtain the average hours per case for each Service Category. Results served as the basis for constructing standards with focus groups in the expert review process. The figures used included: (1) Average times for tasks to be completed; (2) proportions of cases within a Service Category receiving a task; and (3) the average number of times a task occurred per month. The sum of these calculations resulted in an average time per task for each service.

The current Washington State workload study measured 69% of caseworker time spent on specific case tasks. This number compares favorably to other states. Montana child welfare workload study measured 64.5% of caseworker time as being spent on specific case tasks, New York 68.9% (extrapolated to 40 hour week), Idaho 71.1% and Alaska 65%.

The following graph, ***Figure E.2, DCFS Time in Hours per Case by Service Category***,(see Volume I, Tables 1.04-1.09) shows the relationships between the average number of Measured Time hours currently spent on each case and Constructed Standard hours, for the primary worker. Results indicate that more time was needed to meet the needs of individual cases in all but one Service Category. These differences vary from no difference for Adoption Support, to more than double for Family Voluntary (4.1 versus 9.9 hours) and Family Dependency (4.7 versus 9.9 hours). Intake, CPS/Investigation and Assessment, and Family Voluntary (FRS) showed smaller gaps between the current Measured Time and the projected Constructed Standard.

Figure E.2: DCFS Time in Hours per Case for Primary Worker by Service Category



E.3.1.3 Full-Time Equivalent (FTE) Positions by Service Category

Table E.2 represents the time per case of the primary staff role delivering the service (often the case carrying social worker). Other staff roles also contribute required services to a case. The noncase-carrying social workers and program managers included in the workload study perform specialized functions that normally would be performed by case carrying social workers. Some of these functions require a level of proficiency best suited for a designated worker. At times, it is more efficient for a function to be performed by a designated worker.

Noncase-carrying social workers have been used for many years to support case carrying social workers, which enables them to spend more time with children and families. This work includes:

- Intake and Referral staff
- Child Health & Education Track (CHET) Screeners
- Relative Search Specialists
- Placement Specialists
- Court Specialists
- Native American Status Identification, Tribal Notification, and Family Search Specialists
- Due Diligence (Due diligence is the search for a missing or unknown person, such as a non-custodial parent.)
- Child Protective Team, and other Staffing facilitators

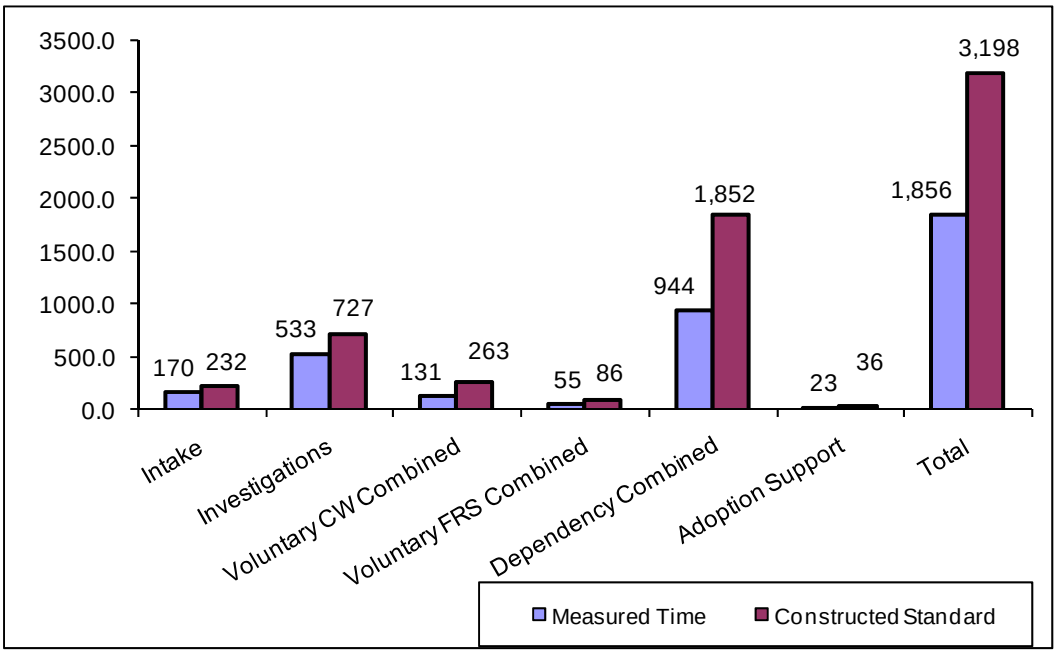
Other specialized support staff generally Social and Health Program Consultants, do not carry cases but perform direct service work with children, families, service providers and foster parents. This direct service work is essential for the achievement of child safety, permanency, and well-being of the children and families on the case carrying social workers' caseloads. This work includes:

- Family Team Decision Meeting(FTDM) facilitators
- Foster care recruitment and retention worker
- Adoption support worker
- Adolescence and ICW program manager.
- CWS and CPS support staff
- Data integrity staff
- Fiduciary specialists

The following graphs illustrate the number of FTEs in the Measured Time and the number of FTEs calculated for the Constructed Standard. ***Figure E.3, DCFS FTE Summary by Service Category*** presents the results for DCFS, with FTE figures based upon all staff positions. The gaps may be addressed by increased staffing, as well as by taking other approaches to maximize staff efficiency, which will be discussed in the Recommendations section.

Adoption Support shows a gap not reflected in the previous graph, due to a need for more case support staff. Figure E.2 was based only on the primary case carrying staff person. Figure E.3 presents all FTEs needed to work on a case. These positions, such as program managers and clerical workers, perform essential functions serving children in need of adoption.

Figure E.3: DCFS FTE Summary by Service Category

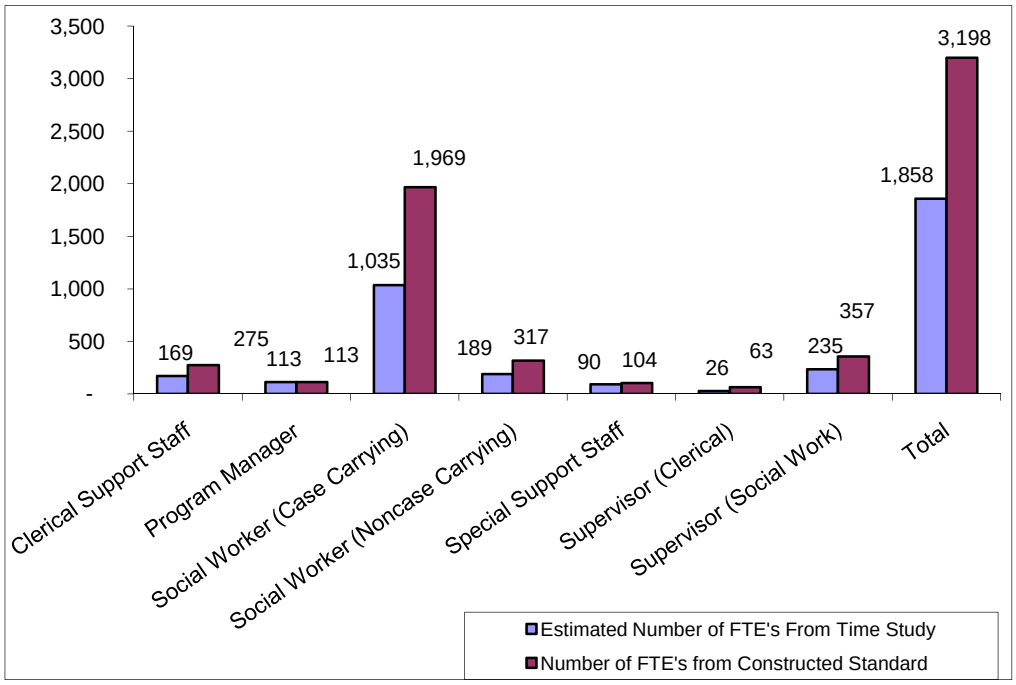


E.3.1.4 Full-Time Staff by Position Type

The following graph depicts the gap between measured staff and the FTEs projected by the Constructed Standards, by Staff Position.

The primary finding for DCFS, as shown in ***Figure E.4, DCFS FTE Summary by Position***, was that most of the gap was in Case-Carrying Social Workers. It was found that the estimated number of case-carrying social worker should be almost doubled – 934 FTE social workers are needed to reach the number of FTE's recommended in the Constructed Standard process, based on the gap analysis. (See page ix for explanation of gap analysis).

Figure E.4: DCFS FTE Summary by Position



*See description of noncase-carrying social worker and program manager on page xii.

E.3.2 Division of Licensing Resources (DLR)

E.3.2.1 Staff Hours

For DLR services, the word "case" was used most often to refer to a foster home, group home, or other facility being licensed, rather than to a child or family. The Time Study found that, among DLR staff, the time spent on "case-related" tasks was 72% of staff time during the time study. The following table, ***Table E.2, Distribution of Hours by DLR Service Category***, shows the statewide total number of hours, and associated proportions of time, spent by DLR staff on the various services provided by the Division.

Table E.2: Distribution of Hours by DLR Service Category

Service	Total Hours Overall	Percent of Total
DLR Investigations	6,073	24%
Facility Licensing	2,793	11%
Foster Home Licensing	9,293	37%
Case Support Time	7,029	28%
Total	25,187	100%

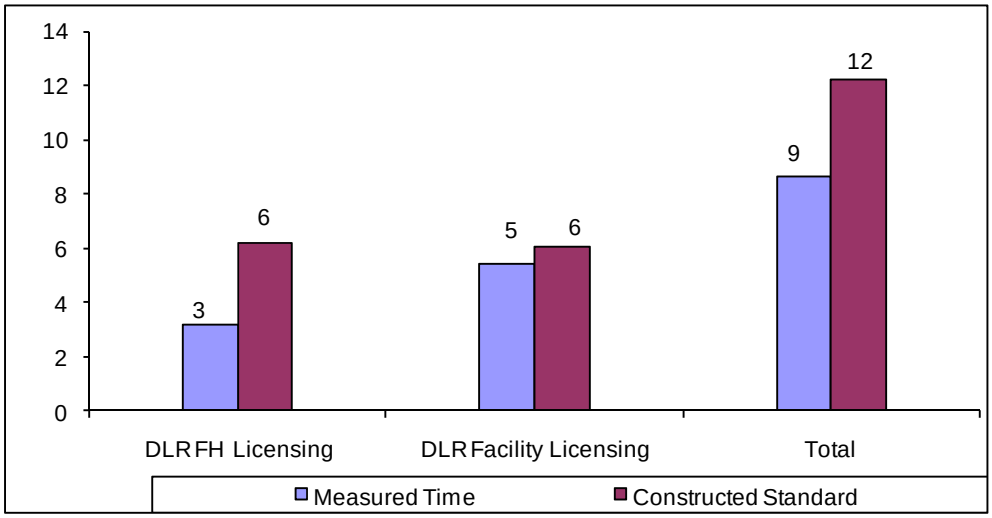
"Foster Home Licensing" service (37%) accounted for over a third of the DLR staff resources. "DLR Investigations" (24%) was the next highest Service Category.

The following bar graphs depict the relationship between Measured Time findings and Constructed Standards, by DLR Case, for Service Categories and Positions.

E.3.2.2 Case Hours by Service Category

Figure E.5, DLR Time in Hours per Case by Primary Worker by Service Category (see Volume I, Tables 1.13-1.14), indicates that a higher number of hours was identified by the Constructed Standard process for each Service Category than was recorded during the Time Study. These times are for the primary case carrying position in each service. The primary position for the Foster Home Licensing was the case carrying social worker and for the Facility Licensing, the program manager. These average hours were based upon 143 staff coded to DLR and completing the time study.

Figure E.5: Average DLR Time in Hours per Case by Service Category for Primary Position (excludes investigation services)



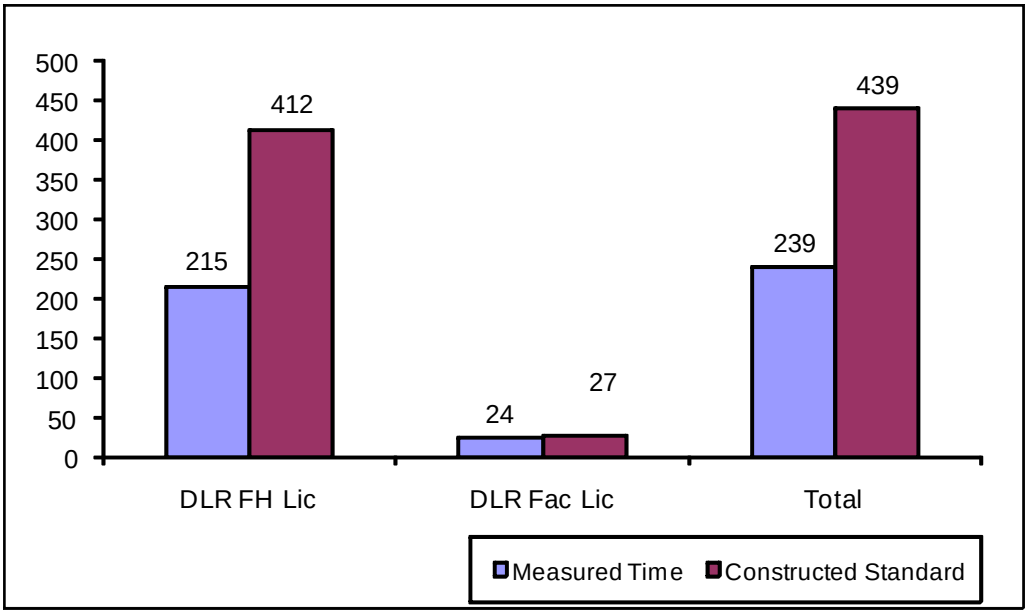
A limitation of the study was that it was not possible to obtain average measured time per case for DLR CPS Investigation and DLR Facility Investigations. Since there were no measured times for these services, constructed standard times count not be developed. There were two reasons for this; 1.) during the data collection period DLR investigations received lower than normal

number of referrals; this allowed staff time to address information and documentation backlogs and to close case files, but caused an underestimation of time per case, and 2.) there was some confusion as to whether time recorded as investigations of CPS allegations in facilities were to be coded related to licensing work or to investigations. The study team strongly recommends that DLR investigations be restudied as soon as feasible to address this gap.

E.3.2.3 Full-Time Equivalent (FTE) Positions by Service Category

The following graph, ***Figure E.6, DLR FTE Summary by Service Category***, also indicates a need for increased staff, with Foster Home Licensing requiring almost 200 more staff (197 FTEs) statewide. (See page ix for explanation of gap analysis.)

Figure E.6: DLR FTE Summary by Service Category (excludes investigation services)

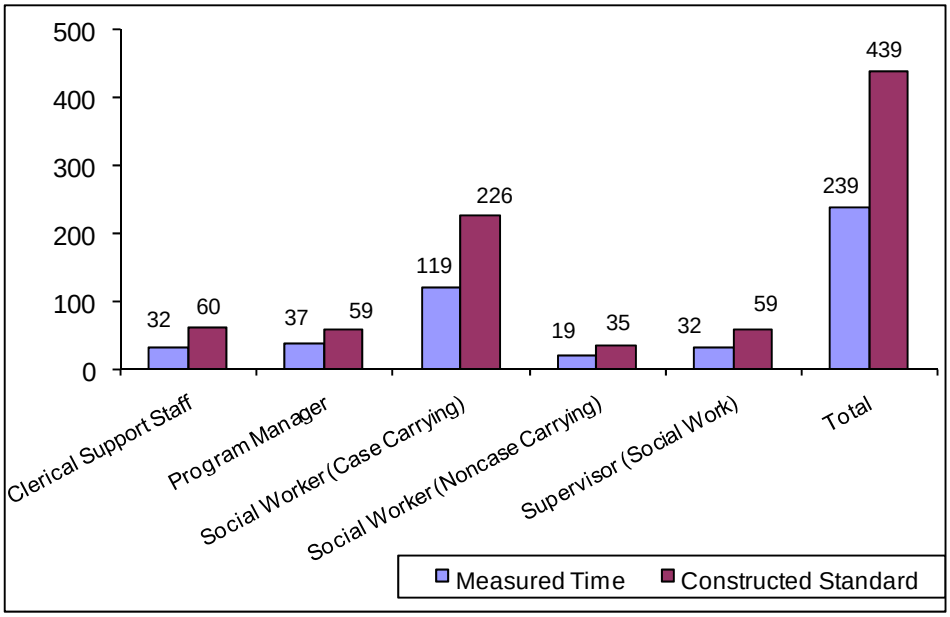


Based upon the average time per case from the time study and the number of DLR cases from the DLR administrative data, the number of FTE from measured time is determined to be 239.

E.3.2.4 Full-Time Staff by Position Type

For DLR, the Case-Carrying Social Worker position shows the most striking difference between the Measured Time and Constructed Standard number of FTEs (119 versus 226). In ***Figure E.7, DLR FTE Summary by Position,*** all positions show a gap between Measured Time and Constructed Standards.

Figure E.7: DLR FTE Summary by Position (excludes investigation services)



*See description of noncase-carrying social worker and program manager on page xii.

Table E.2 shows Foster Home and Facility Licensing services represented 48% of DLR workload. The FTE profile presented above in Figure E.7, includes only these services. The Investigation services of DLR comprise a large proportion of DLR time. Tasks related to Investigation on the Task Inventory were not complete enough to make calculations regarding Measured Time and Constructed Standard Time for DLR Investigations, and further study is recommended. This issue was addressed above in relation to Figure E.5 in an earlier part of this chapter.

E.3.3 Specialized Caseload Calculations

The measured and constructed standard case times for both DCFS and DLR shown in ***Table E.3, Final Measured Time per Case and Constructed Standards*** were used in allocation models to determine the numbers of staff needed to provide services and to determine the associated caseload size.

Table E.3: Final Measured Time per Case and Constructed Standards[2] for Primary Worker (excludes investigation services)

	Measured Time		Constructed Standard	
	Hours/Case or Referral # Hours	Specialized Caseload # Cases or Referrals	Hours/Case or Referral # Hours	Specialized Caseload # Cases or Referrals
Intake	1.12	88	1.55	61
CPS/Investigation and Assessment	6.54	18	10.24	12
Family Voluntary	4.13	29	9.93	12
Family Voluntary (FRS)	2.95	40	3.91	30
Family Dependency	4.69	25	9.91	12
Adoption Support	2.63	22	2.63	22
DLR FH Licensing	3.24	33	6.22	17
DLR Facility Licensing	5.42	16.8	6.02	15

E.3.4 SACWIS baseline information

Data specifically related to tasks associated with information processing were also examined, which considered staff position and Service Category for both DCFS and DLR. The analysis found that, of the total of 372,175 hours recorded for DCFS and DLR, 42% were associated with processing information. Of the information processing hours in the time study, 39% were performed manually and 61% using computers. The findings for this analysis will provide a useful baseline for comparison when assessing the efficiency of the information system now being developed to replace the CAMIS system.

Based on the above findings, the following Recommendations were developed to support the CA in addressing the identified gaps in staffing services.

E.3.5 Recommended Areas for Improved Efficiency

A workload study is not a budget study, a strategic plan, an efficiency report, a work process study, nor a quality assurance report. But, it can serve to support each of these types of studies. It should be seen as a tool to understand staff time utilization, ranging from Division-wide requirements down to task-level detailed efforts by selected staff types. Future work will be needed to fully address the gap between “what is” and “what should be.”

This study took place during a period of organizational change for the Children’s Administration. The CA Program Redesign was implemented only one month before the time study was conducted, and new procedures were still being learned by staff. Efforts to implement a new Practice Model, which will begin in October 2007, were considered in constructing the standards, but its impact can only be effectively assessed after conducting another workload study when it is fully operational.

[2] Measured hours per case and constructed hours per case for DLR Investigation are not available. See discussion of study limitations, above.

In light of these factors, it would be useful to consider whether there are some practical actions that might begin to narrow the gap identified in the results of this study. Two directions that seem important to consider are 1) work process efficiencies and 2) redefining the work requirements. These possibilities are discussed in the next section.

The following suggestions provide examples of how study results may be utilized to support the continuing efforts of CA management to improve service delivery. By creating greater efficiencies, they may make some contribution toward closing the gaps between current and desired staffing levels, in addition to what can be accomplished by increasing the number of FTEs. These potential next steps include:

- **Regular Workload Studies** – Considering the current changes in the CA approach to services, it may be helpful to conduct comprehensive workload studies every three to five years, with more focused studies between the more comprehensive ones. This would develop a series of time study data sets over time, which could build upon each other.

- **Court Waiting** – CA staff spent about 6,387 hours during the month long time study across the state, waiting for or participating in court. Waiting accounts for 42% of this time (2,685 hrs/mo) or about 20 FTE positions. Working with court staff to streamline scheduling may address this inefficient use of social worker time.

- **Data Processing** – Time study results documented over 158,000 hours of CA staff time spent on information processing tasks, either electronically or manually. Investigation of improved and/or new technology, such as remote access, may help support less time-consuming data processing.

- **Face-to-Face Contacts in Dependency Services** – Due to federal and state requirements, gaps related to this activity are crucial for the CA to address. This is an area in which it might be worthwhile to consider strategies for prioritizing visits and minimizing travel time.

- **Supervised Visits** – Supervised visits accounted for 1,374 hours during the time study, or 11.5 FTEs of case-carrying social worker time. Other approaches to achieving child safety while freeing up social workers for other tasks, may be considered.

- **Client Transportation –** During the month-long time study, client transportation required 1,841 case carrying social worker hours, or 15.5 case-carrying social worker FTEs. This is another area that could be examined for increased efficiency in the use of social worker time.

- **New Model for Covering "Uncovered" Caseloads** – Supervisors spent 46% of their time statewide in direct case-related activities, during the time study. Much of this case activity was for cases previously assigned to others. CA may consider other models for overseeing uncovered caseloads, as a way of prioritizing the Supervisor time use.

- **Review Meeting Commitments** – While meetings are a necessary part of the job, the nature and frequency of these activities could be reviewed as a possible source of time that could be redirected toward case-related tasks. Not including case staffing or staff training, CA staff spent 11,447 hours in meetings during the study month statewide. The 4,323 of these hours spent by case carrying caseworkers in meetings amounts to the equivalent of 36 FTEs.

As can be seen from the above items, case carrying social workers spent almost half (46%) of their case-related time on tasks not involving contact with families and collaterals. Some tasks have become the responsibility of case carrying social workers due to cuts in support staff. Many of the above suggestions indicate the need for a comprehensive review of case-carrying social worker time use, and consideration of what tasks they currently perform that may not require the expertise or training of a professional social worker.

As mentioned above, this report should be seen as one of a series of studies which can build a cumulative understanding of CA staff workload over time. The data collected for this report can serve as a baseline for future analysis.

The resources invested in The Washington State Children's Administration (CA) Workload Study now and in the future are reflective of the agency's commitment to better serve Washington State's children and families. The time, energy, creativity and funds dedicated to more efficient and effective service provision will, over time, produce improved outcomes for these vulnerable populations.

For more information about this study, you may contact Ginny Heim from Children's Administration at HEVI300@dshs.wa.gov or Donald Graham from Walter R. McDonald & Associates, Inc. at dgraham@wrma.com.

CHAPTER 1: WORKLOAD PROFILE

1.1 INTRODUCTION

The performance expectations for the public child welfare agency have increased over the past several decades. The general public demands an agency responsive to the needs of the children in the community. These demands include the protection of children from abuse and neglect, the protection of children most at risk of maltreatment, the provision of permanent families for children who cannot remain with their parents, and the promotion of wellbeing of vulnerable children. Responsiveness includes factors such as appropriateness, timeliness, and quality of services. Quality often demands collaboration with other agencies, both public and private.

The expectations of the general public have been transformed into requirements stipulated in federal and state law. Requirements related to child welfare practice, focusing primarily upon timeliness and accountability, have impacted the work of all child welfare staff. Last but not least, the increased automation of record keeping and resource management has resulted in additional changes in the traditional work of child welfare professionals. All of these have at least the potential for increasing workload demand.

A summary of highlights of key federal legislation adopted over the last 25 years provides an indication of how specific the requirements related to child welfare work have become.[3]

- The Adoption Assistance and Child Welfare Act of 1980 requires states to make "reasonable efforts" to keep families together; to conduct periodic case reviews; to place children in least restrictive settings; and to operationalize procedural safeguards concerning children removed from their homes. Courts were required to review cases of children in foster care on a specific schedule. Core services were also identified, including preplacement preventive services and reunification or permanent planning services. A state plan was required.

- The Omnibus Budget Reconciliation Act of 1986 requires the establishment of a national reporting system on children receiving foster care or adoption services. This resulted in the Adoption and Foster Care Analysis and Reporting System (AFCARS) to which all states must report.

- The Multi-Ethnic Placement Act of 1994, as amended in 1996, penalizes states who include race or ethnicity as criteria for placing a child with a foster family home or an adoptive home.

[3] Pecora, P.; Whittaker, J.; Maluccio, A.; and Barth, R. The Child Welfare Challenge. New York: Aldine De Gruyter, 2000. U.S. Department of Health and Human Services. 45 CFR Parts 1355-1357. Title IV_B and Title IV-E of the Social Security Act: Data Collection for Foster Care and Adoption. Final Rule. December 22, 1993. National Foster Care Awareness Project. Frequently Asked Questions About the Foster Care Independence Act of 1999 and the John H. Chafee Foster Care Independence Program. 2001.

- The requirements of the Indian Child Welfare Act of 1978 that established the jurisdiction of Tribes over their children were not impacted. Under the Indian Child Welfare Act parents and tribes have a right to be notified of any state court proceedings concerning Indian children.

- The Adoption and Safe Families Act of 1997 requires specific timelines for petitioning to terminate parental rights; establishes additional time frames for permanency hearings; continues requirements for reasonable efforts to preserve or reunify families; requires states to conduct criminal background checks for prospective foster and adoptive parents; requires notice of court reviews to foster parents, preadoptive parents and relatives; requires states to develop standards to ensure quality services for children in foster care; and requires the assessment of state performance (later implemented through the Annual Report on Child Welfare Outcomes and the Child and Family Services Reviews) by the federal government.

- The Foster Care Independence Act of 1999 renamed the Independent Living Program as the John H. Chafee Foster Care Independence Program and requires states to collect data on the number, characteristics of children in the program and the type and quality of services that they receive, as well as outcomes of these services. The Safe and Timely Interstate Placement of Foster Children Act of 2006 sets timelines for conducting home studies and requires an annual report on the timeliness of interstate home studies completed. Other requirements concern the frequency of visitation by caseworkers; providing health and education records to foster children aging out of the system; sharing of information among courts; and increasing participation in hearings related to interstate placements.

- Recent federal program instruction requiring visits to children in Foster Care on a monthly basis (ACYF-CB-PI-07-05).

Thus throughout more than 25 years of legislation, timeliness, involvement of multiple parties, especially the courts and families, accountability, and performance outcomes have become major requirements underlying the core goals of child welfare namely: safety, permanency, and wellbeing.

Another major impetus to the continuing evolution of child welfare practice has been the increased reliance upon automation. While this trend began in the late 1970s as society as a whole has become more technologically dependent, child welfare has also recognized the need not only to collect and make available increased amount of data, but also to meet the technological demands of 21st century American life. This development has resulted in inevitable changes in the nature of work in child welfare, as well as in other professions.

These requirements and changes ripple through the child welfare system in terms of policy development; procedural guidelines; training and supervision of workers; contact with families; contacts with children; working with courts and other service providers; documenting activities and services; managing fiscal accounting systems; developing and supporting appropriate resource families and facilities; developing accountability measures; capturing data to support

such measures; analyzing results; recommending improvements in practice to achieve better outcomes; and instituting such practices. The natural cycle of service delivery in terms of designing, planning, implementing, monitoring, and improving services is compounded by numerous requirements both in terms of public expectations and legal mandates.

As part of a larger project monitoring the impact of Personal Responsibility and Work Opportunity Reconciliation Act of 1996, the Urban Institute studied the impact of the legislation on several states. They reported on front line practices in delivering child welfare services. Their summary of the issue is based on the perceptions of workers.

> *There is no doubt in the minds of workers that their workload has changed in the past few years, with new, added responsibilities. Workers said that overall they feel they have more clerical work, less decision making authority, and less time to spend with children and families. Staff reported that they spend more time preparing for, and being in court as a result of the enactment of the Federal Adoption and Safe Families Act of 1997 (ASFA) and of their own states' permanency efforts. New Statewide Automated Child Welfare Information Systems (SACWIS) required by federal law have necessitated extensive staff training and time commitments. Further, automation efforts have been met in most cases with a decrease in clerical staff positions, making new responsibilities part of each caseworker's job. Also, with the increased focus on documentation, workers perceive that their direct interaction with children and families has become secondary to being able to provide accurate and complete documentation.*[4]

Washington State has also been impacted by specific requirements to respond to federal case reviews, new state legislation, responses to litigation and the Children Administration's own efforts to redesign the Washington service delivery model.

Fully recognizing these societal, legislative, and community changes and their perceived impact on the workforce and the work expected of the workforce, the Department of Social and Health Services, Children's Administration decided to conduct a comprehensive measurement of time spent on case activities necessary to perform the work of the agency. The primary goal of the study was to "understand the required practice activities of child welfare workers, clerical staff, and infrastructure support staff in fulfilling their duties."

1.2 METHODOLOGY

Children's Administration workload is the effort expended by staff to provide services to children and families. This effort is measured by the time required to complete the work. Service to a case, either a family or a child, requires a range of casework tasks. A person's time needed to perform these required tasks for a case is the time needed to provide a service. For a worker, the combined time to provide services based on the cases they are assigned is the workload for that person. The services a child or family receives are a sequence of worker actions or events

[4] Malm, K.; Bess, R.; Leos-Urbel, J.; Geen, R.; and Markowitz, T. Running to Keep in Place: The Continuing Evolution of Our Nation's Child Welfare System. Washington DC: The Urban Institute, 2001.

defined as good casework or good clinical practice or sometimes basic practices. The distinction between caseload and workload can be defined as follows:

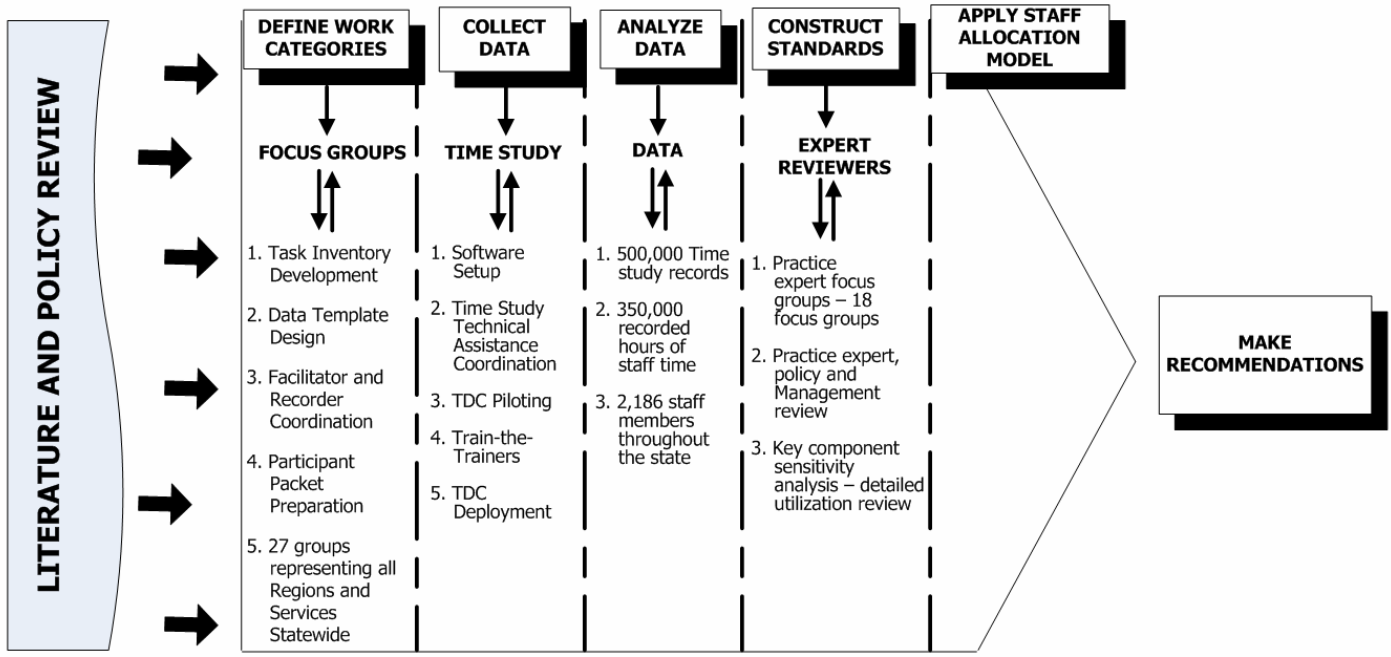
> *Caseload:*
> The number of cases workers are assigned in a given time period. Caseloads may be measured for individual workers, all workers assigned a specific type of case, or all workers in a particular office or region.
>
> *Workload:*
> The amount of work required to address assigned cases. Measuring workload requires assessment of (1) the factors that impact the time it takes to work cases and (2) the time workers spend on activities not directly related to their case responsibilities (Idaho Office of Performance Evaluations, Report 05-02, p. ix, 2005).

This distinction between caseload and workload accounts for differences in the amount of effort or staff time needed to provide different kinds of services throughout the life of a case. It also recognizes that there are case characteristics that can change the amount of effort or staff time involved in the workload for certain children or families. Similarly there are systemic differences in geography, availability of other services, judicial practice and other regional variations that may change the amount of time a case requires. The average amount of time a case requires to receive a service provided by the Child Welfare agency is the fundamental measure of workload.

The process for preparing the profile of Washington State Children's Administration (CA) workload involved four key phases supported by Literature and Policy Review.

The Task Inventory Phase was to "Define the Work Categories." The Time Study Procedures developed practical ways of getting the data collected and to "Customize Data Tool." The "Time Study" was the measurement of actual work in CA. Time Study Data Analysis was to "Analyze Data" to be used in the subsequent project activities of "Construct Standards", "Staff Allocation Models" and "Make Recommendations."

Figure 1: Washington Workload Study Process



- *Task Inventory.* The development of the service categories and tasks was the first phase of this project. Study groups from all regions and the central office participated in describing services and defining descriptive terms for services and tasks. The first phase was completed with the development of a Task Inventory (see **Volume II, Methodology, page 23**).

- *Time Study Procedures*. For the second phase of the study a computerized time recording method referred to as the Time Data Collector (TDC) was developed for staff to log all their work time for a month. A special feature of the time recording was to assign service time to specific children and families in the same way as would a computerized billing system. All CA staff participating in the study received training on the Task Inventory definitions and the computerized time log software. These procedures and computerized tools have been designed to be transferred to CA at the conclusion of the study (see **Volume II, Methodology, page 141**). Modifications to study periods and values of the Task Inventory can be made without special computer programming skills.

- *Time Study Data Collection*. CA staff from all regions and offices, as well as central office staff providing services for children and families, participated in the time study for one month. Technical support and ongoing quality assurance feedback informed participants of response rates and early results.

- *Time Study Data Analysis*. Data obtained from the TDC was cleaned and checked for completeness and consistency. Once data were cleaned and finalized, syntax was prepared in Statistical Package for the Social Sciences (SPSS), a leading statistical software program, to produce the findings contained in this report. Time study results

describe existing casework practice for services and stand as the current *Workload Profile* reported here. These results are referred to as the measured time to provide services for a month.

- *Construct Standards.* After data collection was complete, the results were reviewed by another round of 18 CA focus groups that were selected in the same manner as the task inventory focus groups. These groups constructed "workload standards" used to produce the analysis and recommendations in this study. A workload standard is the expected amount of time necessary to perform a service for a case in a month, if all federal and state law, policy and good practice are met.

  A series of focus group sessions brought together small groups from all staff levels across the state. These groups applied their knowledge of Child Welfare in providing estimates of time needed to perform case work for all of the Task Inventory categories of the case work. The following three-phase approach was used:

  1. Data was presented from the time study for each service by task, as a baseline for measurement under existing conditions. Groups were provided a policy review of task requirements for services. Groups made adjustments to measured time in order to meet federal and state law, policy and good practice;
  2. Conduct a review of selected task requirements constructed by the focus groups with CA policy and practice staff experts, to verify legal and policy requirements;
  3. Perform final review and adjustment of case requirements using administrative data and sensitivity analysis, of task times.

  This process provided a frequency of occurrence and a time allocation for each task in the Task Inventory. Using that information as the base, they made estimations of how long it would take to do the job as it should be done. These times became the constructed standards for each case Service Category.

These processes are described in more detail below.

1.2.1 Task Inventory

The Washington State Workload Study is one of a series of different workload studies conducted by the Children's Administration over the past 15 years. It was designed to determine current workload, develop workload standards and develop baseline recommendations for budgeting purposes. The workload study provides a reference point for future workload studies.

In order to find out, on average, exactly how long it took for staff to provide child protective, child welfare, voluntary and licensing services, all staff who worked on cases were required to participate in the time study. An initial task for the study team was to define the work of these staff. Data collected from focus groups, held in various locations around the state, enabled the study team to define activities that were performed on behalf of children on an everyday basis in an identifiable list of terms that all staff could recognize.

In preparation for the focus groups, CA provided the study team with a basic structure of work flow involved with the newly implemented Program Redesign. Using the Redesign framework the study team drafted a Task Inventory. The Task Inventory was based on three dimensions to define work that were originally developed and refined in numerous studies of other states, for example, Arizona, California, Idaho, Montana, New York, and Texas, to mention only a few. The three dimensions used to define work are program, service, and task. All dimensions shared the common characteristics of a definable starting point and a definable ending point. Task Inventory categories reflected the type of work being performed on cases by CA staff and allowed the study team to capture data on areas of interest, for example, baseline automation/SACWIS, court time, travel time, and face-to-face contact with child.

Planning the focus group logistics involved identifying and scheduling facilitators who were child welfare/workload subject matter experts (SMEs); recorders; a mixed pool of staff representing all those that touched a case; and a location for each session. A focus group schedule, facilitator guide, focus group agenda, data template, and participant rosters were created to form a facilitator packet. Focus groups used a consensus model. Notes were taken during sessions that were reported to project management. Each focus group was staged to occur sequentially to use data from the previous focus group for comparison and information sharing during the next focus group. Twenty-seven focus groups were conducted in the six regions of Washington State over a four week period with 287 people representing seven position categories to ensure that the services and tasks accurately represented the work of their agency. The seven position categories were: (1) Supervisor, Social Work (2) Supervisor, Clerical (3) Social Worker – Case Carrying (4) Social Worker – Noncase Carrying (5) Program Manager/Area Administrator (6) Special Support Staff and (7) Clerical Support Staff. Descriptions of these groups can be found in **Volume II, Methodology, page 133**.

Regional Administrators were asked to provide names of staff in order to develop well rounded focus groups. Group participants either volunteered or were asked to participate. Regional Administrators and WLS project staff reviewed the lists to ensure that all service areas were covered with staff experts, that staff were able to attend the meetings, and that they were willing to share their expertise with others.

The focus group participants reviewed an initial list of programs, services and task definitions in order to 1) refine services and tasks, as well as to 2) determine whether or not the task categories accurately described their work, were meaningful, and would allow for the identification of daily tasks in the workload study data collection tool.

When all of the focus groups completed the process, the input collected was reviewed together to determine any final modifications. Focus group data were transferred to the technical staff to develop the data analysis tool.

1.2.2 Time Data Collection (TDC) Procedures

TDCs, based on a finalized version of the Task Inventory, were constructed for each of the two major divisions within the Children's Administration: the Division of Child and Family Services (DCFS) and the Division of Licensed Resources (DLR). To create a task list for DLR, a

crosswalk was constructed from function-specific codes to more generic task codes. The TDC was validated by two WRMA senior research managers with expertise in software testing, validation and verification. The data team worked with the Children's Administration Technology Services (CATS) to plan a successful deployment of the tool to CA staff desktops. CATS created a Technical Support and Training Plan; identified IT testers; ran a test of the TDC; and created links on the CA intranet pertaining to the time study.

A training model was devised for WRMA to train up to 50 trainers in four face-to-face trainings. The trainers were instructed to train CA supervisors in face-to-face sessions. Webinar training was used as well to introduce CA supervisors and staff to the TDC. A master list of trainers was provided by the CA workload study project lead. The Train-the-Trainers preparation activities included structuring the curriculum and preparing the materials including: agenda; quiz, one page quick start guide; comprehensive user's guide; training evaluation form; paper log; instructional Power Point; and a memorandum from the CA Assistant Secretary addressing time study expectations.

Three in person Train-the-Trainer sessions were conducted by the data collection and fieldwork team leads at CA's training academy in Seattle, WA. Two makeup Webinar trainings were provided.

To accurately label data collected from time study participants, the data team used seven overarching groups of position types and an online survey that was implemented to create a record of time study participants by FTE position classification and tenure.

The CA encouraged full participation in the time study with the slogan, "TELL YOUR STORY: All Day, Every Day, for Thirty Days!" which, along with pertinent time study information, was displayed on a poster that was distributed throughout all six regions.

A graphic representation of the path for obtaining technical assistance and support (TA) during the time study was drafted and discussed by the data team lead, CA workload study project lead, and workload study project director. The approved and final version of the TA graphic was shared with the trainers, supervisors and staff.

1.2.3 Time Study Data Collection

Staff participating in the study were asked to provide data for one full month from February 5th through March 6th, 2007. An additional three days following the data collection period were set aside for staff to complete their data. The time study was implemented with an initial classification survey of 2,332 CA staff to allow categorization of payroll titles to the Workload Study staff classifications. Four QA data reports were prepared and distributed over the five week time study period. A list of Frequently Asked Questions (FAQs) and answers were drafted and posted on the CA intranet as technical assistance was provided to trainers, supervisors and time study participants in the field.

1.2.4 Time Study Data Analysis

The month long data collection period resulted in a very large data file of more than 500,000 activity records once data from DCFS and DLR was merged. The first step in "cleaning" the large database was to make office, division, and identification corrections based on feedback to the QA reports. Next, time data was omitted from the working database that designated nonwork activities such as time spent with no client contact while on call. Lastly, corrections were made for incorrect case numbers and distinctions were made among cases attributed to valid case numbers, and those attributed to multiple clients, nonenrolled service recipients and nonclient related task activities.

1.2.5 Construct Standards

The standard construction process began with groups of policy and practice experts who reviewed and made adjustments to the measured percentage of occurrence, frequency of occurrence and length of occurrence case times for tasks within services. Multiple groups across the state made judgments that were then pooled and presented to an expert panel to bring the results of the groups to consensus.

The pooled results were subjected to a sensitivity analysis that examined task level contributions to overall changes in case time believed to be needed to meet requirements. These processes are described in more detail in Volume II. The estimates of percentage of cases in a service that would receive a task within a month was verified by further analysis of administrative data.

A limitation of the study is that it was not possible to obtain average measured time per case or as a consequence constructed standards for DLR CPS Investigation and DLR Facility Investigations. There are two reasons for this; 1) during the data collection period DLR investigations received lower than normal number of referrals; this allowed staff time to address information and documentation backlogs and to close case files, but caused an underestimation of time per case, and 2) there was some confusion as to whether time recorded as investigations of CPS allegations in facilities were to be coded related to licensing work or to investigations. The study team strongly recommends that DLR investigations be restudied as soon as feasible to address this gap.

The results of the data collection were compiled and analyzed, resulting in a Workload Profile that describes the current pattern of work. This is the subject of the next section of this report.

1.3 RESULTS[5]

The results in this profile report are for statewide measured time data only. Complete regional and office level presentation of the profile data is included in separate data books include in the study results.

[5] The same data will be provided in **Appendix A, Data Book - Regions** and **Appendix B, Data Book - Offices**, in tabular form with no narrative.

1.3.1 Response Rates

Response rate to the time study is always a matter of concern in workload studies. Based on the number of classification survey responses, there were a potential of 2,332 workers who could have participated in the workload study. However, it was determined that some number of these workers were not eligible to participate in data collection because, for example, their work did not involve working with cases. Based on the actual TDC data, 2,189 workers used the TDC. When compared to the somewhat overstated survey sample of 2,332 workers, the response rate was approximately 94%. Even using the somewhat overstated number of 2,332 potential participants, and assuming they could work 22 days for 8 hours per day[6] during the month long study period, there were 410,432 possible work hours. Based on TDC data, the 2,189 workers recorded 374,426 work hours which is approximately 91% of all possible hours. Overall, the workload time study procedures captured about 86% of all possible work activity during the month.

1.3.2 DCFS Program Results

1.3.2.1 DCFS Full-Time and Part-Time Staff, Recorded Time by Position

Of the 2,189 full and part-time workers that recorded information in the TDC, 2,046 (93.5%) were from DCFS. Shown in ***Table 1.01, DCFS Workers by Position*** , over half (54%) of DCFS staff were case-carrying social workers, followed by noncase-carrying social workers (11%), and social work supervisors (10.9%).

Table 1.01: DCFS Full-Time and Part-Time Staff, Recording Time by Position

Position	Number of Workers by Position	Percent Workers
Clerical Support Staff	195	9.5%
Program Manager	136	6.6%
Social Worker (Case Carrying)	1,109	54.2%
Social Worker (Noncase Carrying)	230	11.2%
Special Support Staff	125	6.1%
Supervisor (Clerical)	27	1.3%
Supervisor (Social Work)	224	10.9%
Total	2,046	100.0%

[6] This does not account for part time staff, thus 410,432 may be more hours than were actually available making the percent of time measured during the study a conservative estimate.

The noncase-carrying social workers and program managers included in the workload study perform specialized functions that normally would be performed by case carrying social workers. Some of these functions require a level of proficiency best suited for a designated worker. At times, it is more efficient for a function to be performed by a designated worker.
Noncase-carrying social workers have been used for many years to support case carrying social workers, which enables them to spend more time with children and families. This work includes:

- Intake and Referral staff
- Child Health & Education Track (CHET) Screeners
- Relative Search Specialists
- Placement Specialists
- Court Specialists
- Native American Status Identification, Tribal Notification, and Family Search Specialists
- Due Diligence (Due diligence is the search for a missing or unknown person, such as a non-custodial parent.)
- Child Protective Team, and other Staffing facilitators

Other specialized support staff generally Social and Health Program Consultants, do not carry cases but perform direct service work with children, families, service providers and foster parents. This direct service work is essential for the achievement of child safety, permanency, and well-being of the children and families on the case carrying social workers' caseloads. This work includes:

- Family Team Decision Meeting(FTDM) facilitators
- Foster care recruitment and retention worker
- Adoption support worker
- Adolescence and ICW program manager.
- CWS and CPS support staff
- Data integrity staff
- Fiduciary specialists

1.3.2.2 Case Related Time

Case related time is work time spent in direct contact with children and their families or other individuals involved in a case such as service providers, collaterals, or supervisors. Case support time is work time that is not identified with a specific child or family, and was recorded in the TDC as "non client related". Case support time includes non client service work such as providing training to staff or foster parents, administrative and clerical tasks, all leave, noncase related meetings, break time, as well as time spent using the TDC.

As expected, more than two-thirds of the time recorded by case-carrying social workers (69%) was spent in case related tasks. This is seen in ***Table 1.02, DCFS Case Related and Case Support Distribution of Hours by Position***. Additionally, both noncase-carrying social workers and special support staff spent more than half their time in case related tasks (57% and 54%, respectively), while clerical supervisors and clerical support staff spent the least amount of time

in case related tasks (5% and 25%, respectively). More than half of all recorded hours were supplied by case-carrying social workers (55%), followed by social work supervisors (12%), noncase-carrying social workers (10%), and clerical support staff (10%).

Table 1.02: DCFS Case Related and Case Support Distribution of Hours by Position

Position	Case Related	Case Support	Total	Percent Case Related
Clerical Support Staff	8,299	24,610	32,909	25.2%
Program Manager	7,827	15,934	23,761	32.9%
Social Worker (Case Carrying)	133,509	59,066	192,575	69.3%
Social Worker (Noncase Carrying)*	19,321	14,547	33,867	57.0%
Special Support Staff	10,216	8,547	18,763	54.4%
Supervisor (Clerical)	272	4,783	5,055	5.4%
Supervisor (Social Work)	19,608	22,700	42,308	46.3%
Total	199,052	150,187	349,239	57.0%

From ***Table 1.03, Distribution of Hours by DCFS Service Category***, for DCFS service categories, Family Dependency Combined accounted for the highest percentage of case related hours (37%), followed by CPS Investigations and Assessments (18%) and Intake services (6%). Consistent with workload studies in other states and even more so in this study because it includes support staff, case support tasks (e.g., training leave, noncase related meetings and breaks) accounted for the highest percent of hours overall (31%).

Table 1.03: Distribution of Hours by DCFS Service Category

Service	Total Hours Overall	Percent of Total
Intake	19,502	6%
CPS Investigation and Assessment	61,416	18%
Family Voluntary Combined	17,049	5%
Family Voluntary FRS Combined	48,229	2%
Family Dependency Combined	129,266	37%
Adoption Support	3,796	1%
Case Support Time	107,729	31%
Total	346,987	100%

*See description of noncase-carrying social worker and program manager on page 11.

1.3.2.3 Average Time per Case

Tables 1.04 through 1.10 in this section depict the total hours expended for each of the ten DCFS services as reported by each of the seven staff types and overall. These tables also depict the average time per case per month. The average was computed by dividing the total time reported for the month by the number of cases for which a valid case ID was obtained from the TDC. To avoid duplication the case count was derived from the staff category that provided the bulk of the services. The note at the bottom of each table indicates which staff type was used as the basis for the case count and the number of unique cases that were identified for each service from the TDC.

Table 1.04: Average Time per Case for DCFS Intake

Position	Total Referral Related Hours	Average Time per Referral
Clerical Support Staff	768	0.11
Program Manager	129	0.02
Social Worker (case carrying)	2,862	0.41
Social Worker (Noncase Carrying)*	7,848	1.12
Special Support Staff	172	0.02
Supervisor (Clerical)	15	0.00
Supervisor (Social Work)	1,953	0.28
Total	13,746	1.96

Note: The denominator for the average time per case calculation is based on the case count from noncase-carrying social workers (N=7,018). The majority of intake activities are completed by noncase-carrying social workers.

Table 1.05: Average Time per Case for DCFS CPS Investigation and Assessment

Position	Total Case Related Hours	Average Time per Case
Clerical Support Staff	1,673	0.31
Program Manager	1,354	0.25
Social Worker (case carrying)	35,368	6.54
Social Worker (Noncase Carrying)*	2,094	0.39
Special Support Staff	965	0.18
Supervisor (Clerical)	8	0.00
Supervisor (Social Work)	5,589	1.03
Total	47,052	8.70

Note: The denominator for the average time per case calculation is based on the case count from case-carrying social workers (N=5,407).

*See description of noncase-carrying social worker and program manager on page 11.

Table 1.06: Average Time per Case for DCFS Family Reconciliation Services Combined (In-Home and Placement)

Position	Total Case Related Hours	Average Time per Case
Clerical Support Staff	139	0.08
Program Manager	56	0.03
Social Worker (case carrying)	5,019	2.95
Social Worker (Noncase Carrying)*	203	0.12
Special Support Staff	49	0.03
Supervisor (Clerical)	1	0.00
Supervisor (Social Work)	501	0.29
Total	6,452	3.55

Note: The denominator for the average time per case calculation is based on the case count from case-carrying social workers (N=1,820).

Table 1.07: Average Time per Case for DCFS Family Voluntary Combined (In-Home and Placement)

Position	Total Case Related Hours	Average Time per Case
Clerical Support Staff	174	0.07
Program Manager	563	0.27
Social Worker (case carrying)	8,723	4.13
Social Worker (Noncase Carrying)*	668	0.32
Special Support Staff	673	0.32
Supervisor (Clerical)	137	0.06
Supervisor (Social Work)	1,271	0.60
Total	10,941	4.15

Note: The denominator for the average time per case calculation is based on the case count from case-carrying social workers (N=2,537).

Table 1.08: Average Time per Case for DCFS Dependency Combined (In-Home, Placement and Legally Free)

Position	Total Case Related Hours	Average Time per Case
Clerical Support Staff	3,859	0.28
Program Manager	3,552	0.26
Social Worker (case carrying)	65,359	4.69
Social Worker (Noncase Carrying)*	6,383	0.46
Special Support Staff	6,211	0.45
Supervisor (Clerical)	78	0.01
Supervisor (Social Work)	8,335	0.60
Total	109,824	6.82

Note: The denominator for the average time per case calculation is based on the case count from case-carrying social workers (N=13,768).

*See description of noncase-carrying social worker and program manager on page 11.

Table 1.09 Average Time per Case for DCFS Adoption Support Services

Position	Total Case Related Hours	Average Time per Case
Clerical Support Staff	743	1.92
Program Manager	1,015	2.63
Social Worker (case carrying)	398	1.03
Social Worker (Noncase Carrying)*	200	0.52
Special Support Staff	441	1.14
Supervisor (Clerical)	2	0.00
Supervisor (Social Work)	14	0.04
Total	2,813	7.29

Note: The denominator for the average time per case calculation is based on the case count from case-carrying social workers (N=386).

1.3.3 DLR Program Results

1.3.3.1 DLR Staff by Position

Of the 2,189 workers that recorded information in the TDC, 143 (6.5%) were from DLR. As can be seen below in ***Table 1.10, DLR Workers by Position***, almost half (48%) of DLR staff were case-carrying social workers, followed by program managers (18%), and social work supervisors (14%). NOTE: Facility Licensors are Program Managers who carry cases.

Table 1.10: DLR Workers by Position

Position	Total Staff	% of Total Staff
Clerical Support Staff	17	11.9%
Program Manager	25	17.5%
Social Worker (case carrying)	68	47.6%
Social Worker (Noncase Carrying)*	13	9.1%
Supervisor (Social Work)	20	14.0%
Total	143	100.0%

1.3.3.2 Case Related Time

To reiterate, case related time is work time spent in direct contact with children, families, or foster home resources. Case support time is work time that is not identified with a specific child, family, or resource, and was recorded in the TDC as “non client related.” Further, case support time includes non client service work such as meetings, trainings, administrative and clerical tasks, all leave and break time, and time spent using the TDC. Case support time is necessary for the efficient and effective delivery of required services.

*See description of noncase-carrying social worker and program manager on page 11.

From ***Table 1.11, DLR Case Related and Case Support Distribution of Hours by Position***, almost two-thirds of the time recorded by DLR noncase-carrying social workers and case-carrying social workers was spent in case related tasks (62% and 61%, respectively). As expected, program managers spent more than half their time in case related tasks (53%), while clerical support staff and social work supervisors spent the least amount of time in case related tasks (38% and 44%, respectively).

Table 1.11: DLR Case Related and Case Support Distribution of Hours by Position

Position	Case Related	Case Support	Total	Percent Case Related
Clerical Support Staff	1,117	1,807	2,924	38.2%
Program Manager	2,463	2,192	4,656	52.9%
Social Worker (case carrying)	7,352	4,621	11,973	61.4%
Social Worker (Noncase Carrying)*	1,144	6,981	1,842	62.1%
Supervisor (Social Work)	1,734	2,178	3,912	44.3%
Total	13,811	11,496	25,307	54.6%

As depicted in ***Table 1.12, Distribution of Hours by DLR Service Category***, for DLR services, Foster Home Licensing accounted for the highest percentage of total hours (37%), followed by DLR Investigations (24%) and Facility Licensing (11%). In contrast to DCFS, case support tasks (e.g., leave, meetings, special projects, noncase-related travel, and breaks) accounted for the second highest percent of hours overall (28%).

Table 1.12: Distribution of Hours by DLR Service Category

Service	Total Hours Overall	Percent of Total
DLR Investigations	6.073	24%
Facility Licensing	2,793	11%
Foster Home Licensing	9,293	37%
Case Support Time	7,029	28%
Total	25,187	100%

1.3.3.3 Average Time per Case

Table 1.13, Average Time per Case for DLR Foster Home Licensing Services and ***Table 1.14, Average Time per Case for DLR Facility Licensing Services*** depict the total hours expended for the four DLR services as reported by each of the five DLR staff types and overall. The other component of these tables is the average time per case per month per worker. The average was computed by dividing the total time reported for the month by the number of cases for which a valid case ID was obtained from the TDC. To avoid duplication the case count was derived from the staff category that provided the bulk of the services. The note at the bottom of each table indicates which staff type was used as the basis for the case count and the number of unique cases that were identified for each service from the TDC.

*See description of noncase-carrying social worker and program manager on page 11.

Table 1.13: Average Time per Case for DLR Foster Home Licensing Services

Position	Total Case Related Hours	Average Time per Case
Clerical Support Staff	642	0.50
Program Manager	651	0.51
Social Worker (case carrying)	4,142	3.24
Social Worker (Noncase Carrying)*	632	0.49
Supervisor (Social Work)	748	0.59
Total	6,814	5.34

Note: The denominator for the average time per case calculation is based on the case count from case-carrying social workers (N=1,277).

Table 1.14: Average Time per Case for DLR Facility Licensing Services

Position	Total Case Related Hours	Average Time per Case
Clerical Support Staff	200	0.76
Program Manager	1,432	5.42
Social Worker (case carrying)	137	0.52
Social Worker (Noncase Carrying)*	126	0.48
Supervisor (Social Work)	187	0.71
Total	2,083	7.89

Note: The denominator for the average time per case calculation is based on the case count from program managers (N=264).

As previously noted in *Specific Limitations* of DLR Services, the DLR investigation categories lacked sufficient data to permit the construction of standards and should subsequently be studied under more normal conditions than occurred during the time study. Among other considerations, Facility Investigation Time, Foster Home Investigation Time and Licensing Complaints should be more clearly defined in the Task Inventory to allow consistent coding of time. It is strongly recommended that DLR Investigations be restudied as soon as possible.

1.3.4 SACWIS Baseline

One of the requirements of this workload study was to "*Establish a baseline set of measures that will support a future cost-benefit analysis, based upon current and anticipated times for information entry, processing and retrieval, for implementation of a new SACWIS system*". Our approach was to establish a set of information processing tasks for inclusion in the inventory for the workload measurement and data gathering process. The baseline measures generated from the workload study can be helpful in projecting the impact to staff time and productivity that will accompany the implementation of the new SACWIS system. These baseline measures can also be compared to the results of future time studies to validate assumptions about the impact of the new SACWIS on total staff time required to perform information processing tasks, the balance of manual and computer assisted activities and the shift in time required by specific types of tasks or employee types.

*See description of noncase-carrying social worker and program manager on page 11.

The information processing time recorded in the time study is the time staff actually spent as opposed to what may have been needed to complete all required work. This is an important distinction because it means that even if significant improvements in efficiency are achieved in the new SACWIS, overall information processing related time may not decrease as a percentage of all staff time. Instead, more of the required information processing work may be completed or completed more thoroughly.

1.3.4.1 Organization of the Information Processing Task Categories

The information processing tasks included in the task inventory (definitions can be found in the **Volume II, Methodology, page 106**) are as follows:

- Entering/Recording Information (manual or computer)
- Managing or Handling Information (manual or computer)
- Public Disclosure and Discovery (manual or computer)
- Retrieving or Searching for Information (manual or computer)
- Identifying and Obtaining Service Providers (manual or computer)
- Court Preparation (manual or computer)
- Court Follow-up (manual or computer)
- Case Review (manual or computer)
- Case Assignment and Transfer (manual or computer)
- Clerical/Administration Activities (manual or computer)
- Time to Complete the Time Study

1.3.4.2 Time Study Results – The SACWIS Baseline

The detailed results of the workload study for the information processing tasks are presented in the statewide discussion above and in the attached data books containing regional and office details. These results are organized in several ways and include breakouts for DCFS and DLR that include: Service, Task Number, Employee Position, Total Hours, Number of Cases and Mean Hours per Case.

Of the total 374,545 time study hours recorded, 157,359 hours or 42% were information processing related. The totals for DCFS were 42% information processing related and 40% for DLR.

Of all the information processing hours in the time study 39% were performed manually and 61% using computers. The totals for DCFS were 39% manual and 61% computer and for DLR, 37% manual and 63% computer.

The following Tables 1.15 through 1.22 present the DCFS and DLR results by category/task as a percent of the total information processing hours and the percentage of the total accomplished manually and by computer.

Table 1.15: DCFS – Percent of All DCFS Information Processing (IP) Hours by Task for All Time Recorded

Category/Task	IP Hours	IP Hours by Total IP Hours	Manual Hours	Manual %	Computer Hours	Computer %
Entering/Recording Information	50,641.60	34.39%	4,777.27	9.43%	45,864.33	90.57%
Managing or Handling Information	43,460.75	29.52%	28,004.72	64.44%	15,456.03	35.56%
Public Disclosure and Discovery	4,369.22	2.97%	3,212.85	73.53%	1,156.37	26.47%
Retrieving or Searching for Information	17,077.65	11.60%	7,694.23	45.05%	9,383.42	54.95%
Identifying and Obtaining Service Providers	1,538.87	1.05%	1,140.88	74.14%	397.98	25.86%
Court Preparation	7,625.82	5.18%	2,860.32	37.51%	4,765.50	62.49%
Court Follow-up	1,003.85	0.68%	541.22	53.91%	462.63	46.09%
Case Review	2,334.68	1.59%	1,328.23	56.89%	1,006.45	43.11%
Case Assignment and Transfer	1,462.73	0.99%	588.92	40.26%	873.82	59.74%
Clerical/Administration Activities	11,367.88	7.72%	6,752.75	59.40%	4,615.13	40.60%
Time to Complete the Time Study	6,362.53	4.32%			6,362.53	100.00%
Total	147,245.58	100.00%	56,901.38		90,344.20	

Table 1.16: DLR – Percent of All DLR Information Processing (IP) Hours by Task for All Time Recorded

Category/Task	IP Hours	IP Hours by Total IP Hours	Manual Hours	Manual %	Computer Hours	Computer %
Entering/Recording Information	2,722.78	26.9%	164.95	6.1%	2,557.83	93.9%
Managing or Handling Information	3,808.33	37.7%	2,070.03	54.4%	1,738.30	45.6%
Public Disclosure and Discovery	154.00	1.5%	121.17	78.7%	32.83	21.3%
Retrieving or Searching for Information	1,274.57	12.6%	446.13	35.0%	828.43	65.0%
Identifying and Obtaining Service Providers	24.93	0.2%	17.07	68.4%	7.87	31.6%
Court Preparation	55.07	0.5%	52.40	95.2%	2.67	4.8%
Court Follow-up	11.12	0.1%	5.33	48.0%	5.78	52.0%
Case Review	361.03	3.6%	271.07	75.1%	89.97	24.9%
Case Assignment and Transfer	40.18	0.4%	18.15	45.2%	22.03	54.8%
Clerical/Administration Activities	1,200.75	11.9%	603.80	50.3%	596.95	49.7%
Time to Complete the Time Study	460.85	4.6%			460.85	100.0%
Total	10,113.62		3,770.10		6,343.52	

The following tables present the DCFS, DLR and total results by employee position by IP hours as a percentage of total IP hours and the manual versus computer percent within that total.

Table 1.17: DCFS – Percent of all DCFS Information Processing (IP) Hours by Employee Position

Employee Position	IP Hours	IP Hours by Total IP Hours	Manual Hours	Manual %	Computer Hours	Computer %
Clerical Support Staff	22,896.33	15.55%	10,646.93	46.50%	12,249.40	53.50%
Program Manager	8,524.02	5.79%	2,689.28	31.55%	5,834.73	68.45%
Social Worker (case carrying)	71,001.00	48.22%	27,880.35	39.27%	43,120.65	60.73%
Social Worker (Noncase Carrying)*	16,498.93	11.21%	4,820.67	29.22%	11,678.27	70.78%
Special Support Staff	11,245.43	7.64%	3,911.38	34.78%	7,334.05	65.22%
Supervisor (Clerical)	2,740.43	1.86%	991.70	36.19%	1,748.73	63.81%
Supervisor (Social Work)	14,339.43	9.74%	5,961.07	41.57%	8,378.37	58.43%
Total	147,245.58		56,901.38		90,344.20	

Table 1.18: DLR – Percent of All DLR Information Processing (IP) Hours by Employee Position

Employee Position	IP Hours	IP Hours by Total IP Hours	Manual Hours	Manual %	Computer Hours	Computer %
Clerical Support Staff	1,928.63	19.1%	821.98	42.6%	1,106.65	57.4%
Program Manager	1,726.70	17.1%	725.88	42.0%	1,000.82	58.0%
Social Worker (case carrying)	4,499.87	44.5%	1,523.73	33.9%	2,976.13	66.1%
Social Worker (Noncase Carrying)*	656.17	6.5%	185.82	28.3%	470.35	71.7%
Supervisor (Social Work)	1,302.25	12.9%	512.68	39.4%	789.57	60.6%
Total	10,113.62		3,770.10		6,343.52	

*See description of noncase-carrying social worker and program manager on page 11.

Table 1.19: Total – Percent of All Information Processing (IP) Percent of All Hours by Employee Position

Employee Position	IP Hours	IP Hours by Total IP Hours	Manual Hours	Manual %	Computer Hours	Computer %
Clerical Support Staff	24,824.96	15.78%	11,468.91	46.20%	13,356.05	53.80%
Program Manager	10,250.72	6.51%	3,415.16	33.32%	6,835.55	66.68%
Social Worker (case carrying)	75,500.86	47.98%	29,404.08	38.95%	46,096.78	61.05%
Social Worker (Noncase Carrying)*	17,155.10	10.90%	5,006.49	29.18%	12,148.62	70.82%
Special Support Staff	11,245.43	7.15%	3,911.38	34.78%	7,334.05	65.22%
Supervisor (Clerical)	2,740.43	1.74%	991.70	36.19%	1,748.73	63.81%
Supervisor (Social Work)	15,641.68	9.94%	6,473.75	41.39%	9,167.94	58.61%
Total	157,359.19	100.00%	60,671.47		96,687.72	

The following tables present the DCFS, DLR and total IP Hours by employee position as a percentage of each position's total hours and the manual versus computer percent within that total.

Table 1.20: DCFS –Information Processing (IP) as a Percent of All DCFS Hours by Employee Position

Employee Position	IP Hours	IP Hours of Total Hours by Given Position	Manual Hours	Manual %	Computer Hours	Computer %
Clerical Support Staff	22,896.33	70.0%	10,646.93	46.50%	12,249.40	53.50%
Program Manager	8,524.02	36.5%	2,689.28	31.55%	5,834.73	68.45%
Social Worker (case carrying)	71,001.00	37.0%	27,880.35	39.27%	43,120.65	60.73%
Social Worker (Noncase Carrying)*	16,498.93	49.2%	4,820.67	29.22%	11,678.27	70.78%
Special Support Staff	11,245.43	60.0%	3,911.38	34.78%	7,334.05	65.22%
Supervisor (Clerical)	2,740.43	54.5%	991.70	36.19%	1,748.73	63.81%
Supervisor (Social Work)	14,339.43	34.0%	5,961.07	41.57%	8,378.37	58.43%
Total IP Hours	147,245.58		56,901.38		90,344.20	
Total Hours Overall	346,987.87					

*See description of noncase-carrying social worker and program manager on page 11.

Table 1.21: DLR –Information Processing (IP) as a Percent of All DLR Hours by Employee Position

Employee Position	IP Hours	IP Hours of Total Hours by Given Position	Manual Hours	Manual %	Computer Hours	Computer %
Clerical Support Staff	1,928.63	66.0%	821.98	42.6%	1,106.65	57.4%
Program Manager	1,726.70	37.1%	725.88	42.0%	1,000.82	58.0%
Social Worker (case carrying)	4,499.87	37.6%	1,523.73	33.9%	2,976.13	66.1%
Social Worker (Noncase Carrying)*	656.17	35.6%	185.82	28.3%	470.35	71.7%
Supervisor (Social Work)	1,302.25	33.3%	512.68	39.4%	789.57	60.6%
Total IP Hours	10,113.62		3,770.10		6,343.52	
Total Hours Overall	25,306.88					

Table 1.22: Total - Information Processing (IP) as a Percent of All Hours by Employee Position

Employee Position	IP Hours	IP Hours of Total Hours by Given Position	Manual Hours	Manual %	Computer Hours	Computer %
Clerical Support Staff	24,824.96	69.70%	11,468.91	46.20%	13,356.05	53.80%
Program Manager	10,250.72	36.60%	3,415.16	33.32%	6,835.55	66.68%
Social Worker (case carrying)	75,500.86	37.00%	29,404.08	38.95%	46,096.78	61.05%
Social Worker (Noncase Carrying)*	17,155.10	48.50%	5,006.49	29.18%	12,148.62	70.82%
Special Support Staff	11,245.43	60.00%	3,911.38	34.78%	7,334.05	65.22%
Supervisor (Clerical)	2,740.43	54.50%	991.7	36.19%	1,748.73	63.81%
Supervisor (Social Work)	15,641.68	33.90%	6,473.75	41.39%	9,167.94	58.61%
Total IP Hours	157,359.19		60,671.47		96,687.72	
Total Hours Overall	374,545.92					

The following tables present the DCFS, DLR and total results by service as a percentage of IP hours and the manual versus computer percent within that total.

*See description of noncase-carrying social worker and program manager on page 11.

Table 1.23: DCFS - Percent of All DCFS Information Processing (IP) Hours by Service

Service	IP Hours	IP Hours by Total IP Hours	Manual Hours	Manual % of Task Total	Computer Hours	Computer % of Task Total
Intake	12,123.13	8.23%	3,014.13	24.86%	9,109.00	75.14%
CPS/Investigation and Assessment	25,381.85	17.24%	8,578.50	33.80%	16,803.35	66.20%
Family Voluntary In Home	4,214.80	2.86%	1,671.40	39.66%	2,543.40	60.34%
Family Voluntary In Home (FRS)	3,043.53	2.07%	1,173.75	38.57%	1,869.78	61.43%
Family Voluntary Placement	3,163.13	2.15%	1,217.48	38.49%	1,945.65	61.51%
Family Voluntary Placement (FRS)	469.12	0.32%	157.1	33.49%	312.02	66.51%
Family Dependency In-Home	4,593.07	3.12%	1,796.68	39.12%	2,796.38	60.88%
Family Dependency Placement	47,768.15	32.44%	19,516.08	40.86%	28,252.07	59.14%
Family Dependency Legally Free (Adoption)	8,459.92	5.75%	4,048.18	47.85%	4,411.73	52.15%
Adoption Support	2,336.17	1.59%	951.28	40.72%	1,384.88	59.28%
Case Support Time	35,692.72	24.24%	14,776.78	41.40%	20,915.93	58.60%
Total	147,245.58		56,901.38		90,344.20	

Table 1.24: DLR - Percent of All DLR Information Processing (IP) Hours by Service

Service	IP Hours	IP Hours by Total IP Hours	Manual Hours	Manual %	Computer Hours	Computer %
CPS/Investigation and Assessment	1,112.22	11.00%	339.8	30.60%	772.42	69.40%
Facility Investigations	2,175.35	21.50%	646.32	29.70%	1,529.03	70.30%
Facility Licensing	1,294.83	12.80%	523.05	40.40%	771.78	59.60%
Foster Home Licensing	4,129.80	40.80%	1,755.02	42.50%	2,374.78	57.50%
Case Support Time	1,360.72	13.50%	478.98	35.20%	881.73	64.80%
Other Services (DCFS)	40.70	0.40%	26.93	66.17%	13.77	33.83%
Total	10,113.62		3,770.10		6,343.52	

1.3.4.3 Anticipated Time Utilization after Implementation of New SACWIS System

States implementing SACWIS systems have not generally experienced a decrease in the percentage of time that staff spend in performing information processing tasks. In many instances, the information processing time has increased as a percentage of overall time. This has occurred for several reasons. More information is usually maintained in the new systems and requires collection, entry and utilization by staff. New case management tools are often available in the new systems. These tools assist staff in managing their caseloads but typically add additional data collection and management responsibilities on staff. The new systems often require staff to enter all mandatory activities and information for cases and prevent closing or transferring cases with incomplete information. New practice standards sometimes accompany the new systems. These standards may require additional data to be collected and maintained. Many times the new systems support new program initiatives aimed at improving outcomes for children that require the maintenance of additional information for operational and evaluation purposes.

Washington State's situation is different from other states implementing their initial SACWIS. Much of the impact to information processing requirements probably occurred during the CAMIS implementation. For example, the time study shows that 61% of all information processing tasks are currently performed utilizing a computer. Like other states redeveloping or replacing initial SACWIS systems, streamlining the user interface and improving workflow while adding additional functionality, is a key priority.

It is anticipated that SACWIS technology improvements, streamlined user interface and workflow, and new user productivity functionality will improve staff efficiency. Any time saved through the improvements can be reinvested in other important tasks and activities. This doesn't necessarily mean that information processing time will decrease as a percentage of all staff time. Several factors influence that. The information processing burden may grow as a result of new SACWIS functionality, changes in practice standards and/or the implementation of new program initiatives. The saved time may also be reinvested in completing work that goes undone currently.

Regardless of whether or not overall information processing time declines as a percentage of total staff time, efficiencies in the new system represent a productivity increase and a quantifiable benefit. To adequately measure efficiency improvements, specific discrete information process activities can be isolated and measured in both the existing and new system. Improvements in efficiency for these sample tasks can be generalized as efficiencies across all current information processing activities and utilized in quantifying benefits for the new system.

1.4 SUMMARY

This volume presents, in a comprehensive and systematic way, the current staffing and time use of the Children's Administration's fulfillment of their mandate to provide services to Washington State's youngest and most vulnerable citizens.

The following tables, ***Table 1.25, DCFS Hours by Task*** and ***Table 1.26, DLR Hours by Task*** bring together in one place, the findings of the Washington State Children's Administration (CA) Workload Study. Listing each of the 55 tasks in the Task Inventory developed in partnership with CA staff, the accompanying columns then identify the total number of hours spent on each task during the 30-day study and the number of hours spent on each task during the study by staff position. Data tables correlated in this manner are provided for both the Division of Child and Family Services (DCFS) and the Division of Licensed Resources (DLR).

These tables have been created to provide a clear and accessible resource, and will prove to be a ready reference for planners, policy makers, and those who wish to replicate this study's work in the future.

Table 1.25: DCFS Hours by Task for Position Types

	Task Total	Clerical Support Staff	Program Manager	Social Worker (Case	Social Worker (Noncase	Special Support Staff	Supervisor (Clerical)	Supervisor (Social Work)
00 - Face to Face Contact with Child in Current Residence	6321.07	9.50	23.93	5758.40	352.47	75.77	5.33	95.67
01 - Face to Face Contact with Child in Office	2015.77	17.07	60.45	1642.20	88.28	37.45	2.75	167.57
02 - Face to Face Contact with Child in Setting other than residence or office	3717.80	2.50	19.85	3385.30	187.42	47.63	2.17	72.93
03 - All other Contact with Child	1080.03	7.60	6.95	937.87	49.25	9.58	5.00	63.78
04 - Supervised and Monitored Visitations	2209.63	9.63	131.70	1372.77	142.02	484.68	2.50	66.33
05 - Attempted Face to Face Contact with Child	290.33	0.00	0.00	273.78	10.22	5.67	0.00	0.67
06 – Parent	9518.68	33.12	310.88	8235.12	331.58	163.65	9.25	435.08
07 - Placement Provider	6325.12	21.88	144.95	5203.53	538.43	126.22	2.50	287.60
08 – Collaterals	15609.23	186.57	359.23	13513.57	760.78	64.35	4.67	720.07
09 - Attempted Contact	799.43	13.10	20.62	652.07	60.87	10.95	0.50	41.33
10 - Contact with Referring Party	2253.73	7.15	117.18	664.08	1404.58	2.42	0.13	58.18
11 – Travel	16137.55	166.60	1046.05	12296.40	963.90	485.28	86.32	1093.00
12 - Transportation of Clients	2520.65	23.78	89.58	1835.72	149.40	356.77	6.00	59.40
13 - Recording Information- manual	4777.27	526.62	194.43	2836.30	677.88	256.58	60.50	224.95
14 - Managing or Handling Information – manual	28004.72	4708.63	1671.47	15604.30	1934.07	1496.85	443.78	2145.62
15 - Public Disclosure and Discovery – manual	3212.85	1001.28	89.85	982.07	455.77	293.42	85.78	304.68
16 - Retrieving or Searching for Information - manual	7694.23	681.47	438.08	4217.38	779.70	1048.82	73.13	455.65
17 - Entering or Recording Information – computer	45864.33	5287.58	2048.70	25351.98	6220.15	4370.82	589.48	1995.62
18 - Managing or Handling Information – computer	15456.03	1996.72	1994.40	6058.97	1830.85	991.52	400.25	2183.33
19 - Public Disclosure and Discovery – computer	1156.37	748.70	63.08	137.13	55.35	112.37	4.42	35.32
20 - Retrieving or Searching for Information - computer	9383.42	1439.65	862.70	3086.83	1887.28	1160.00	174.80	772.15
21 - Peer Consultation	8310.85	146.52	926.08	4627.63	848.58	397.47	105.73	1258.83
22 - Consultation w/ Supervisor	5550.78	84.77	432.97	3542.40	484.52	117.55	54.42	834.17
23 - Case Staffing	11458.48	14.65	1498.55	5514.02	598.40	175.10	6.35	3651.42
24 - Identify and Obtain Service Providers, Manual	1140.88	11.15	52.68	847.60	90.95	32.28	2.97	103.25
25 - Identify and Obtain Service Providers, Computer	397.98	2.33	30.83	196.73	107.08	19.83	4.50	36.67
26 - Court Preparation, Manual	2860.32	189.73	19.33	2050.40	293.32	12.12	1.50	293.92
27 - Court Preparation, Computer	4765.50	248.23	5.23	3895.30	237.42	143.37	6.53	229.42
28 - Court Follow-up, Manual	541.22	91.77	2.33	359.63	26.75	1.75	0.00	58.98
29 - Court Follow-up, Computer	462.63	223.67	0.25	188.23	20.42	1.82	0.00	28.25
30 - Waiting for Court	2681.48	0.00	6.75	2443.53	41.73	10.10	7.17	172.20
31 - Court Time	3668.72	10.00	20.75	2947.25	178.58	34.02	2.00	476.12
32 - Community Related Activities	588.68	10.42	218.10	229.32	46.28	9.42	0.00	75.15
33 - Renewal Application	32.22	0.00	0.00	28.37	2.75	0.77	0.00	0.33
34 - Resource Support	1634.02	5.12	32.63	711.45	677.97	92.53	0.00	114.32
35 - Onsite Monitoring	56.65	0.00	17.00	28.97	8.18	0.75	0.50	1.25
36 - Licensing Actions/Activities	52.70	0.00	1.67	44.23	1.83	1.17	0.00	3.80
37 - Interagency Coordination	622.25	0.00	104.15	325.40	154.80	0.17	0.00	37.73
38 - Health and Safety Reviews	100.03	0.00	3.00	92.62	1.33	0.00	0.00	3.08
39 - Initial License	20.58	0.00	0.00	14.67	4.42	0.00	0.00	1.50
40 - Home Study/New License (Includes Relative and Adoptive Homes)	901.13	4.75	30.02	670.40	177.13	0.67	0.00	18.17
41 - Face to Face Supervision	4523.28	8.00	481.67	65.40	55.68	8.70	144.20	3759.63
42 - Supervisee Training	518.68	0.00	43.00	8.67	0.25	3.67	31.38	431.72
43 - Case Review, Manual	1328.23	0.00	14.43	16.80	0.00	0.00	0.00	1297.00
44 - Case Review, Computer	1006.45	2.00	32.65	32.65	0.00	0.00	3.00	936.15
45 - Case Assignment and Transfer, Manual	588.92	2.27	1.50	6.20	0.00	0.00	0.00	578.95
46 - Case Assignment and Transfer, Computer	873.82	3.50	16.42	2.40	0.00	0.50	1.50	849.50
47 - Training/Conferences	7148.42	389.88	850.23	3507.73	768.63	338.13	79.02	1214.78
49 - Clerical/ Admin. Activities in Nature, Manual	6752.75	3434.02	205.17	959.67	562.23	769.57	324.03	498.07
50 - Clerical/Admin. Activities in Nature, Computer	4615.13	1858.00	381.90	642.18	540.80	227.18	508.12	456.95
51 - Managerial Functions	4447.95	21.47	1656.17	194.18	331.20	57.97	402.70	1784.27
52 – Meetings	11541.05	687.58	2020.73	4327.55	861.62	441.17	320.33	2882.07
53 - Leave or Break	67085.28	7933.55	4276.53	35359.25	6775.38	3879.18	1003.62	7857.77
55 - Time to Complete the Time Study	6362.53	439.02	398.57	3528.23	778.92	306.65	56.13	855.02
Total	**346987.87**	**32711.53**	**23475.40**	**191454.83**	**33557.42**	**18684.37**	**5024.97**	**42079.35**

Table 1.26: DLR Hours by Task for Position Types

	Task Totals	Clerical Support Staff	Program Manager	Social Worker (CC)	Social Worker (NCC)	Supervisor (SW)
00 - Face-to-Face Contact with Child in Current Residence	68		4.9	58.5	4.1	0.8
01 - Face-to-Face Contact with Child in Office	8		0.5	7.3	0.4	
02 - Face-to-Face Contact with Child in Other Setting	92		1.4	83.6	7.5	
03 - All other Contact with Child	4		0.4	2.7	1.0	
04 - Supervised and Monitored Visitations	0					0.4
05 - Attempted Face-to-Face Contact with Child	3			2.1	0.6	
06 – Parent	105	0.2	2.5	91.1	5.2	6.6
07 - Placement Provider	612	11.5	137.4	388.5	58.1	16.7
08 – Collaterals	501	2.7	66.3	386.1	20.3	26.1
09 - Attempted Contact	34	0.1	2.6	29.0	1.6	0.6
10 - Contact with Referring Party	29	0.2	5.6	19.0	0.4	3.7
11 – Travel	1,230	39.9	231.7	730.9	92.5	134.7
12 - Transportation of Clients	1			1.2		
13 - Recording Information, Manual	165	20.7	31.0	96.6	6.6	10.1
14 - Managing or Handling Information, Manual	2,070	367.2	444.0	998.1	111.1	149.8
15 - Public Disclosure and Discovery, Manual	121	97.1	7.6	6.0	0.8	9.7
16 - Retrieving or Searching for Information, Manual	446	44.3	99.9	234.8	35.1	32.1
17 - Entering or Recording Information, Computer	2,558	273.0	307.4	1644.9	211.1	121.5
18 - Managing or Handling Information, Computer	1,738	395.6	343.4	602.4	110.7	286.2
19 - Public Disclosure and Discovery, Computer	33	14.5	2.3	7.1	5.3	3.7
20 - Retrieving or Searching for Information, Computer	828	179.8	165.8	345.6	47.4	89.9
21 - Peer Consultation	730	18.3	127.9	363.5	63.3	157.3
22 - Consultation w/ Supervisor	396	15.5	55.1	223.5	30.2	71.3
23 - Case Staffing	527	0.8	56.2	181.1	5.9	283.4
24 - Identify and Obtain Service Providers, Manual	17	0.4	3.1	6.8	1.4	5.5
25 - Identify and Obtain Service Providers, Computer	8		0.9	5.9	0.2	0.8
26 - Court Preparation, Manual	52		20.9	14.3		17.3
27 - Court Preparation, Computer	3		0.2	1.4	0.8	0.3
28 - Court Follow-up, Manual	5		4.0		0.3	1.0
29 - Court Follow-up, Computer	18		0.9	1.3	12.0	3.5
30 - Waiting for Court	10		0.2	5.3		4.4
31 - Court Time	58		30.0	10.9	6.7	10.3
32 - Community Related Activities	103		14.0	41.0	30.3	17.2
33 - Renewal Application	298	16.1	88.9	170.7	12.0	10.4
34 - Resource Support	306	4.7	155.4	123.9	0.8	21.3
35 - Onside Monitoring	133		44.2	5.7	82.8	
36 - Licensing Actions/Activities	653	89.9	223.3	246.5	1.3	91.6
37 - Interagency Coordination	54		13.9	30.0	5.6	5.0
38 - Health and Safety Reviews	172		107.8	43.0	20.6	0.4
39 - Initial License	369	0.8	21.0	111.4	220.0	15.7
40 - Home Study/New License	777	52.8	60.3	616.0	0.5	47.6
41 - Face-to-Face Supervision	313		17.1	1.5		294.3
42 - Supervisee Training	27		5.9			21.5
43 - Case Review, Manual	271		30.6			240.5
44 - Case Review, Computer	90					90.0
45 - Case Assignment and Transfer, Manual	18					18.2
46 - Case Assignment and Transfer, Computer	22					21.5
47 - Training/Conferences	354	26.4	45.1	210.5	19.1	53.4
49 - Clerical/ Admin. Activities in Nature, Manual	604	292.4	84.9	167.4	30.6	28.6
50 - Clerical/Admin. Activities in Nature, Computer	597	203.5	98.8	137.7	53.5	103.5
51 - Managerial Functions	163	1.8	56.1	5.6	0.3	99.1
52 – Meetings	842	59.1	300.4	242.1	47.6	193.1
53 - Leave or Break	6,209	655.3	1053.0	3041.4	435.8	1023.1
55 - Time to Complete the Time Study	461	40.3	81.1	229.8	41.0	68.6
Total	**25,307**	**2924.3**	**4655.6**	**11973.2**	**1842.0**	**3911.9**

CHAPTER 2: ANALYSIS AND RECOMMENDATIONS

2.1 INTRODUCTION

Chapter 2 of the Washington State Children's Administration Workload Study – "Analysis and Recommendations" – is a compilation of findings from analyses conducted with the data presented in Chapter 1 of the Study. This chapter presents a summary of methodology, results, data analysis techniques and the Prospective Workload Allocation Model.

The centerpiece of this analysis is the Constructed Standards, which is the amount of time necessary to perform each task on the Task Inventory. These standards were developed in partnership with Children's Administration (CA) staff, and then checked and cross-checked to verify their integrity. They are fully presented in **Appendix C, Data Book Full-Time Equivalent (FTE) Staffing Estimates** of this volume.

Section Two presents the process used in establishing workload constructed standards, and discusses the challenge to social workers of fulfilling the policy expectations that they spend face-to-face time with children on their caseload at least once a month.

Section Three describes the Prospective Workload Allocation Model, which estimates the number of Full-Time Equivalent (FTE) staff required to fulfill the Constructed Standard for time spent on each task. FTE requirements are provided for both DCFS and DLR.

Section Four outlines possible ways in which the Children's Administration may address the gap between number of current staff and number required to address the Constructed Standard findings.

These specific paths of exploration are just the beginning of what is possible utilizing the data provided in **Chapter 1, Workload Profile**, with its accompanying data books and in **Volume I, Appendix C, Data Book Full-Time Equivalent (FTE) Staffing Estimates**. We hope that they will be useful in supporting the CA's ongoing examination of how to improve services to the children of Washington State.

2.2 THE CONSTRUCTION OF WORKLOAD STANDARDS

This workload study examined 1) the types of tasks involved in the delivery of services, 2) the amount of time those tasks required, and 3) what staff position performs each task. It also addresses what needs to be provided to accommodate the legal, policy and ethical requirements of each type of service. In many states, staff participating in workload studies have asked the same question, "What about all the things that should be done that are not getting done?"

"Workload Standard" is the term used for the expected amount of time needed to perform a service for a case in a month. It is usually assumed that this level of service delivery is not being met, and therefore workload standard times cannot be directly measured under existing work conditions. To construct workload standard values for the different services, a process of expert

review based on current requirements can be used that leads to a consensus regarding the necessary time allotment for each service. This process is called "structured estimation."

2.2.1 Workload Current Performance and Constructed Workload Standards for Required Tasks

To develop standards eighteen study groups representing all six regions and comprised of a broad spectrum of DCFS and DLR staff reviewed all measured task times within all the service categories. **Volume II, Methodology, page 181,** presents the plan used for conducting the statewide structured estimation groups.

Estimating what changes in workload are warranted depends in part on perceptions of basic practice. It is important to make these decisions within practice case scenarios. The approach used was to present a series of scenarios to several groups. Each scenario is based upon a service type. Through a structured estimation group process, participants were asked to consider changes in measured workload results in relation to required practice scenarios. The logic is that having sufficient time to perform at the level of required practice would result in improved programmatic outcomes. Further, that if sufficient time is available to meet requirements in policy, concerns regarding meeting such requirement are mitigated. Using the *Task Inventory*, small groups of case practice staff were asked to provide the time they believe each item should take for an average or typical case and to provide any adjustments to that time for special circumstances (such as geography or client characteristics). They were asked to consider which corners were being cut, and which tasks were not being done or were not being done properly.

Group members volunteered and were selected by Region based upon their knowledge of specific service areas, ability to rapidly adapt to and contribute to the standard construction process, and where possible familiarity with practice patterns of more than a single Region or Office. In all there were 115 participants, almost half of which were case carrying social workers. There were also a large number of supervisors as well as support staff, special support staff, program managers, noncase-carrying social workers and an area administrator. Policy experts were present during the sessions to address questions and clarify the rationale or intent of the policies.

Structured estimation facilitators and recorders explained how task time is categorized and constructed; recorded adjustments to time attributed to tasks, for group members on a computerized display; and recorded documentation of changes by the group members. Group facilitators and recorders were project contractor staff with extensive experience in standard construction.

Data from the time study for each service by task provided a baseline for work measured under existing conditions. **Volume II, Methodology, page 187,** presents the results of these calculations, including the number of cases receiving service with a task activity, the average time per task activity, and the average number of times a month a case received service with a task activity.

Time study data was used by the study groups to examine average time per case estimates for each task within a service and for each service overall. Average time per case was based upon all cases receiving the task or service. The following statistics were determined from the time study results and provided to the groups for their consideration:

1. The number of cases receiving any task within a service during the study.
2. The percentage of total cases receiving each task activity within that service. This provides information about how many cases actually got the task during a month.
3. The average number of times a worker performed a task for a case in a month, (when the task was provided). This can be interpreted as the number of times a task occurred during the month when the task was provided.
4. The average amount of time (expressed as decimal hours) workers spent on each instance of task delivery, (when the task was provided). This is how long it took to conduct the task for those cases when the task was actually provided.
5. For each task, the overall average amount of time for all cases that received the service.
6. The overall average amount time for all cases that received the service.

It is important to note that the calculation of the overall average time per task (item 5, above) includes cases for which the task was not performed during the study. As seen in the forms for each service in **Volume II, Methodology, page 182,** the overall task time is the product of:

(Avg task time per case when task occurs) x (Avg number task occurrences per case) x (Percent cases task occurs)

These statistics informed group members, who could then choose to leave the task as measured or to adjust one of the three components up or down. Specific considerations to perform the task to meet policy requirements with a high level of quality were noted. Since the time data collected was actual time spent on tasks, group adjustments captured the amount of time needed to effectively complete required tasks with high quality. Groups assessed the monthly frequency of task occurrence in a case and adjusted the frequency as needed. Groups examined the tasks that were required for some but not every case. Through review of policy, consensus, and secondary analysis of CA data, the group members reached agreement on what percentage of clients need to receive that task in order to reach policy standards.

Face-to-Face Time with Children in Residence emerged as the most challenging and complex task that contributed to the total average change from measured time to adjusted time from the structured estimation groups. Because this task area is central to the work requirements of case-carrying social workers, and to the large amount of time potentially involved in its completion, a sensitivity analysis was conducted regarding how changes in the percent of cases receiving such visits affects overall case time.

Sensitivity analysis takes into account the interrelationship of multiple tasks. For example, providing an in-home visit service also requires travel and documentation. Example sensitivity analysis results are provided in **Volume II, Methodology, page 183.** This analysis showed changes in overall case time as a result of various assumptions regarding what percentage of children receive a "Face-to-Face Time with Children in Current Residence", and associated changes in travel, documentation time, and other tasks. In turn, the sensitivity analysis results were used to help fine tune the constructed standards recommendations.

The final results of the constructed standards process were summarized across the services worksheets and presented to recognized statewide practice experts for final review. This final review considered areas of recommended change from measured results and further analysis of administrative data.

The constructed standards can be expressed two ways: (1) By the number of service hours a case in a service type category is expected to receive in a month; or (2) by the number of cases a worker may handle in a month if she or he only worked on cases of that service type. The latter measure, number of cases or referrals, is referred to as a "specialized caseload" because it assumes that only cases of one service type are addressed by the social worker during a month. The final revised standards appear in the following ***Table 2.01, Final Measured Time per Case and Constructed Standards.***

Table 2.01: Final Measured Time per Case and Constructed Standards[7]

	Measured Time		Constructed Standard	
	Hours/Case or Referral # Hours	Specialized Caseload # Cases or Referrals	Hours/Case or Referral # Hours	Specialized Caseload # Cases or Referrals
Intake	1.12	88	1.55	61
CPS/Investigation and Assessment	6.54	18	10.24	12
Family Voluntary	4.12	29	9.93	12
Family Voluntary (FRS)	2.95	40	3.91	30
Family Dependency	4.69	25	9.91	12
Adoption Support	2.63	22	2.63	22
DLR FH Licensing	4.20	33	6.22	17
DLR Facility Licensing	5.44	16.8	6.02	15

The measured and constructed standard case times shown in Table 2.01, were used in the allocation models described in this chapter in **Section 3, Statewide Staffing and Allocations,** to determine the number of staff needed to provide services.

[7] Measured hours per case and constructed hours per case for DLR Investigation are not available. See discussion of study limitations, above.

Washington results are similar to other states. Over the last ten years, several states have constructed standards, often in response to anticipated or actual changes in federal regulations such as the Adoption and Safe Families Act. These states are listed in ***Table 2.02, Comparison of Child Protection Standards of Hours per Case per Month*** below, along with the estimated time standards they developed for the spectrum of Child Welfare Services.

Table 2.02: Comparison of Child Protection Standards of Hours per Case per Month

	AZ (1998)	CA (1999)	MT (2005)	AK (2005)	NY (2006)	ID (2007)	WA (2007)
Intake	N/A	1	N/A	2.3	3.3	1.4	1.6
Investigation	9.2	8.9	5.7	6.6	5.2	9.7	10.2
In-Home	7.5	8.2	11.1	10.32	12.8	4.7	8.3
Out-of-Home	9.5	7.5	11.1	12.6	15.8	13.1	10.1
Adoption	7.7	4.9	N/A	5.5	10.0	10.0	10.9
Licensure	4.0	N/A	N/A	3.8	N/A	5.6	6.2

In examining the table, one can see that Washington Constructed Standards are generally within the range of other states. Intake service standard time per case, 1.6 hours per case per month for the principal staff position, is the second lowest of the standards constructed in the last eight years, and Investigation standard time, 10.2 hours per case per month, is the highest (though only slightly more than five per cent higher than the next highest, Idaho).

Washington separates both In-Home and Out-of-Home services into Voluntary and Dependency categories, so the table displays a weighted average for both services, based on caseload sizes. Washington's weighted In-Home service standard time, 8.3 hours per case per month, is in the middle of the distribution of the seven states having an In-Home service standard. Washington's weighted Out-of-Home Service standard time, 10.1 hours per case per month, is in the lower half of the distribution of the seven states having an Out-of-Home service standard. Washington's Adoption service standard, 6.2 hours per case per month, is the highest of the six states having an Adoption standard, but is less than ten per cent higher than the next two highest standard times (New York and Idaho).

Examining workload and constructing standards for time spent on basic child welfare practice provides the foundation for the next level of analysis. This analysis addresses the relationship between the work that is currently being accomplished and the level of effort needed to fulfill what CA staff agree is required for basic service provision. The next chapter takes this step by estimating the staffing needed to fulfill the time required to meet the Constructed Standards.

2.3 STATEWIDE STAFFING ALLOCATIONS

A primary application of workload data is to use the measured time per case and the constructed standard time per case as a basis for estimating the number of Full-Time Equivalent (FTE) staff needed to provide services. This information, in turn, can be used to formulate budget estimates that project the staffing costs associated with fulfilling the staffing needs.

This chapter presents state-level estimates for the number of FTE staff needed for basic service provision, arrived at by using the allocation models described below. These estimates may be useful to CA staff and state policymakers in future budget discussions and decision-making.

2.3.1 Prospective Workload Allocation Model

The Prospective Workload Allocation Model presented below is derived from calculations involving several elements, and utilizes the following formula:

FTE Needed for Service **x** Staff Type =

$$\frac{\text{Average monthly volume of cases by service } \mathbf{x} \text{ Average time per case to provide service per month by staff type}}{\text{Average number of hours available for case-related activities per person by staff type}}$$

For this model, the following explanations apply.

- Average monthly volume of cases by service – was derived from monthly estimates of the numbers of cases from CAMIS data being served, averaged over a one-year period beginning in March of 2006 through February 2007;

- Average time per case to provide service per month by staff type[8] – Since both measured time and constructed standards were incorporated into the allocation models, the calculation was performed for both. Generally, the constructed standards are based on the primary type of staff providing the service. However, since recommendations were sought from the structured estimation groups regarding other staff who contribute effort to these services, adjustments in the time contributed by other staff were also made as appropriate to the constructed standards for each staff type.

- Average number of hours available for case-related work per person by staff type – This number was derived from the time study as the number of hours per month spent by each worker in providing direct services to cases. For example, out of a total of 173 FTE hours per month, case-carrying social workers had 119 hours available to provide direct services to cases. In this example the difference between 173 and 119 is 54 hours that represents time available for case support (e.g. meetings, trainings, etc.), as opposed to direct case-related time.

- Estimated Number of FTE's from Time Study – This figure was calculated by dividing the number of total hours spent on a given service by the number of hours available for case-related work, if a given worker were to perform only that service. Note that this figure differs from the "total staff reporting" figures given in Table 1.14. (Table 1.14 is a DLR table).

[8] In the case of regional and office estimates (see Volume I, Appendix A and B for the regional and office allocation data books), actual time measured for each office was used, but all estimates for the constructed standard were based on the single Statewide constructed standards. Similarly for available hours, the statewide estimates of available time were used for the measured time calculations and the constructed standard FTE calculations in the regional estimates.

The results of the calculations achieved in the application of this formula are presented in the following tables, first for DCFS and then for DLR.

2.3.2 Summary of Statewide FTE Requirements

The total FTE requirements for DCFS services are shown in ***Table 2.03, Summary of Statewide FTE Requirements by Position- DCFS*** and ***Table 2.04, Summary of Statewide FTE Requirements by Services – DCFS.***

Gap analysis vs. baseline. It is important to understand the difference between constructed standard FTEs and measured time study FTEs is the *gap.* This gap is artificial, in that it is not based on the CAs allotted FTEs. Since current staffing levels were not obtained from the state's Human Resource Management System (HRMS) or the Agency's accounting system (Fastrack), the actual allotted number of FTEs by service area at the time of the study was not used. The number of FTEs reporting in the time study was used. This means that when calculating the number of FTEs required to complete the tasks for a specific service, the CA will need to use their FTE allotment to figure an accurate number.

Table 2.03: Summary of Statewide FTE Requirements by Position – DCFS

Summary by Position – Statewide	Estimated Number of FTE's From Time Study	Number of FTE's from Constructed Standard	Difference
Clerical Support Staff	169.2	275.3	106.1
Program Manager **	112.8	112.8	0.0
Social Worker (Case Carrying)	1034.5	1968.5	934.0
Social Worker (Noncase Carrying)*	189.2	316.7	127.5
Special Support Staff	90.4	104.4	14.0
Supervisor (Clerical)	26.3	63.4	37.1
Supervisor (Social Work)	235.3	357.0	121.7
Total	1857.8	3198.2	1340.4

**Program Managers who provided services to a case.

*See description of noncase-carrying social worker and program manager on page 11.

Table 2.04: Summary of Statewide FTE Requirements by Services – DCFS

Summary by Position – Statewide	Estimated Number of FTE's From Time Study	Number of FTE's from Constructed Standard	Difference
Intake	170.2	232.4	62.2
Investigations	533.3	727.2	193.9
Family Voluntary Services	131.8	263.6	131.8
Family Voluntary FRS	55.3	86.0	30.7
Family Dependency	944.2	1852.8	908.6
Adoption Support	23.0	36.2	13.3
Total	1857.8	3198.2	1340.4

Currently it is estimated that 1,858 staff are needed to provide services using current practices. In all, an estimated 1,340 additional staff from all categories of DCFS would be needed to meet the constructed standards. Among case-carrying social workers, 934 new workers would be needed to meet the constructed standards.

Table 2.05: Summary of Statewide FTE Requirements - DLR

Summary FTE - Measured and Standard, Constructed from DLR	Estimated Number of FTE's From Time Study	Number of FTE's from Constructed Standard	Difference
Clerical Support Staff	32.3	59.5	27.2
Program Manager	37.3	58.7	21.4
Social Worker (Case Carrying)	118.8	226.7	107.9
Social Worker (Noncase Carrying)	18.9	35.3	16.4
Supervisor (Social Work)	31.9	59.1	27.2
Total	239.2	439.2	200

As can be seen in the above ***Table 2.05, Summary of Statewide FTE Requirements – DLR,*** an additional 108 case-carrying social workers and 21.4 program managers, as well as a proportionate number of other staff, would be required for DLR in order to achieve the constructed standards.

A total of 200 more FTE appear to be needed. Based upon the average time per case from the time study and the number of DLR cases from the DLR administrative data, the number of FTE from measured time is determined to be 239.2. Based upon the average time per case from the constructed standards and the number of DLR cases from the DLR administrative data, the number of FTE from constructed standards is determined to be 439.2.

*See description of noncase-carrying social worker and program manager on page 11.

2.3.3 DCFS Statewide Allocation Model Results

The following Tables 2.06 through 2.11 depict allocation model results for each DCFS service.

Table 2.06: Intake[9]

Intake - Statewide	Based on time study					Constructed Standard			
	Average Time per Referral	Average Volume Per Month	Total Hours (avg. time * volume)	Number of hours available for case-related	Number of FTE's needed	Average Time per Referral	Total Hours (average time volume)	Number of hours available for case-related	Number of FTE's needed
Clerical Support Staff	0.1	7862.5	860.30	43.38	19.8	0.2	1375.94	43.4	31.7
Program Manager	**	7862.5	144.64	56.66	2.6	**	144.64	56.7	2.6
Social Worker (Case Carrying)	0.4	7862.5	3206.21	119.24	26.9	0.6	4601.91	119.2	38.6
Social Worker (Noncase Carrying)	1.1	7862.5	8792.47	98.12	89.6	1.6	12580.00	98.1	128.2
Special Support Staff	**	7862.5	192.57	93.65	2.1	**	192.57	93.6	2.1
Supervisor (Clerical)	**	7862.5	16.64	9.24	1.8	**	16.64	9.2	1.8
Supervisor (Social Work)	0.3	7862.5	2187.81	79.71	27.4	0.3	2187.81	79.7	27.4

**Value greater than 0 but less than 0.05

Table 2.07: Investigations

Investigations - Statewide	Based on time study					Constructed Standard			
	Average Time per Case	Average Volume Per Month	Total Hours (avg. time * volume)	Number of hours available for case-related	Number of FTE's needed	Average Time per Case	Total Hours (average time volume)	Number of hours available for case-related	Number of FTE's needed
Clerical Support Staff	0.3	6,245.8	1,932.22	43.38	44.5	0.3	1,932.22	43.38	44.5
Program Manager	0.3	6,245.8	1,564.48	56.66	27.6	0.3	1,564.48	56.66	27.6
Social Worker (Case Carrying)	6.5	6,245.8	40,855.44	119.24	342.6	10.2	63,972.41	119.24	536.5
Social Worker (Noncase Carrying)	0.4	6,245.8	2,419.40	98.12	24.7	0.4	2,419.40	98.12	24.7
Special Support Staff	0.2	6,245.8	1,114.98	93.65	11.9	0.2	1,114.98	93.65	11.9
Supervisor (Clerical)	**	6,245.8	9.22	9.24	1.0	**	9.22	9.24	1.0
Supervisor (Social Work)	1.0	6,245.8	6,455.68	79.71	81.0	1.0	6,455.68	79.71	81.0

**Value greater than 0 but less than 0.05

*See description of noncase-carrying social worker and program manager on page 11

[9] Based on the Time Study, the Average Time per Referral for Clerical Support Staff working on the Intake service was .11 hours per case. For the Constructed Standard, the Average Time per Referral for Clerical Support Staff working on the Intake service was .18 hours per case. Rounding of those statistics caused there to appear to be a greater difference than was indeed true. The 59.9% difference between time study and constructed standard numbers is accurately portrayed in the total hours and number of FTEs needed columns.

Table 2.08: Family Voluntary Services[10]

Voluntary Combined CW	Based on time study					Constructed Standard			
	Average Time per Case	Average Volume Per Month	Total Hours (avg. time * volume)	Number of hours available for case-related	Number of FTE's needed	Average Time per Case	Total Hours (avg. time * volume)	Number of hours available for case-related	Number of FTE's needed
Clerical Support Staff	0.1	2113.4	173.52	43.38	4.0	0.4	848.30	43.38	19.6
Program Manager	0.3	2113.4	562.99	56.66	9.9	0.3	562.99	56.66	9.9
Social Worker (Case Carrying)	4.1	2113.4	8,722.86	119.24	73.2	9.9	20,982.85	119.24	176.0
Social Worker (Noncase Carrying)	0.3	2113.4	668.40	98.12	6.8	0.5	1,070.28	98.12	10.9
Special Support Staff	0.3	2113.4	673.24	93.65	7.2	0.6	1,315.85	93.65	14.1
Supervisor (Clerical)	0.1	2113.4	136.60	9.24	14.8	0.1	136.60	9.24	14.8
Supervisor (Social Work)	0.6	2113.4	1,270.99	79.71	15.9	0.7	1,467.18	79.71	18.4

Table 2.09: Family Voluntary Services Combined FRS[11]

Combined FRS	Based on time study					Constructed Standard			
	Average Time per Case	Average Volume Per Month	Total Hours (avg. time * volume)	Number of hours available for case-related	Number of FTE's needed	Average Time per Case	Total Hours (avg. time * volume)	Number of hours available for case-related	Number of FTE's needed
Clerical Support Staff	0.1	1702.4	138.60	43.38	3.2	0.2	420.17	43.38	9.7
Program Manager	**	1702.4	55.85	56.66	1.0	**	55.85	56.66	1.0
Social Worker (Case Carrying)	2.9	1702.4	5018.85	119.24	42.1	3.9	6663.03	119.24	55.9
Social Worker (Noncase Carrying)	0.1	1702.4	202.66	98.12	2.1	0.1	223.76	98.12	2.3
Special Support Staff	**	1702.4	49.12	93.65	0.5	0.4	644.85	93.65	6.9
Supervisor (Clerical)	**	1702.4	1.43	9.24	0.2	**	1.43	9.24	0.2
Supervisor (Social Work)	0.3	1702.4	501.09	79.71	6.3	0.5	807.54	79.71	10.1

**Value greater than 0 but less than 0.05

[10] This category combines the following services:
- Family Voluntary In Home
- Family Voluntary Out-of-Home

[11] FRS stands for Family Reconciliation Services
This category combines the following services:
- Family Voluntary In Home (FRS)
- Family Voluntary Out-of-Home (FRS)

Table 2.10: Family Dependency Services[12]

Dependency Combined - Statewide	Based on time study					Constructed Standard			
	Average Time per Case	Average Volume Per Month	Total Hours (avg. time * volume)	Number of hours available for case-related	Number of FTE's needed	Average Time per Case	Total Hours (avg. time * volume)	Number of hours available for case-related	Number of FTE's needed
Clerical Support Staff	0.3	13,922.6	3,859.32	43.38	89.0	0.5	6,584.21	43.38	151.8
Program Manager	0.3	13,922.6	3,552.00	56.66	62.7	0.3	3,552.00	56.66	62.7
Social Worker (Case Carrying)	4.7	13,922.6	65,358.98	119.24	548.1	9.9	138,004.69	119.24	1,157.3
Social Worker (Noncase Carrying)	0.5	13,922.6	6,383.28	98.12	65.1	1.1	14,628.89	98.12	149.1
Special Support Staff	0.4	13,922.6	6,211.48	93.65	66.3	0.4	6,211.48	93.65	66.3
Supervisor (Clerical)	**	13,922.6	78.15	9.24	8.5	**	421.38	9.24	45.6
Supervisor (Social Work)	0.6	13,922.6	8,334.99	79.71	104.6	1.3	17,532.44	79.71	219.9

**Value greater than 0 but less than 0.05

Table 2.11: Adoption Support

Adoption Support	Based on time study					Constructed Standard			
	Average Time per Case	Average Volume Per Month	Total Hours (avg. time * volume)	Number of hours available for case-related	Number of FTE's needed	Average Time per Case	Total Hours (avg. time * volume)	Number of hours available for case-related	Number of FTE's needed
Clerical Support Staff	1.9	11553.7	375.42	43.38	8.7	4.0	780.40	43.38	18.0
Program Manager	2.6	11553.7	512.94	56.66	9.1	2.6	512.94	56.66	9.1
Social Worker (case carrying)	1.0	11553.7	201.07	119.24	1.7	2.6	512.94	119.24	4.3
Social Worker (Noncase Carrying)	0.5	11553.7	101.10	98.12	1.0	0.8	156.08	98.12	1.6
Special Support Staff	1.1	11553.7	222.98	93.65	2.4	1.5	292.65	93.65	3.1
Supervisor (Clerical)	**	11553.7	0.88	9.24	0.1	**	0.88	9.24	0.1
Supervisor (Social Work)	**	11553.7	7.26	79.71	0.1	**	7.26	79.71	0.1

**Value greater than 0 but less than 0.05

[12] This category combines the following services:

- Family Dependency In-Home
- Family Dependency Out-of-Home
- Family Dependency Legally Free

2.3.4 DLR Statewide Allocation Model Results

The following Tables 2.12 and 2.13, provide statewide FTE estimates for DLR services.

Table 2.12: DLR Foster Home Licensing and Renewal

Foster Home Licensing and Renewal Combined	Based on time study					Constructed Standard			
	Average Time per Case	Average Volume Per Month	Total Hours (avg. time * volume)	Number of hours available for case-related	Number of FTE's needed	Average Time per Case	Total Hours (avg. time * volume)	Number of hours available for case-related	Number of FTE's needed
Clerical Support Staff	0.5	3825.2	1,923	66	29	0.5	1,923	66	56.1
Program Manager	0.5	3825.2	1,949	91	21	0.5	1,949	91	41.1
Social Worker (Case Carrying)	3.2	3825.2	12,407	106	117	6.2	23,785	106	225
Social Worker (Noncase Carrying)	0.5	3825.2	1,893	107	18	0.5	1,893	107	34.0
Supervisor (Social Work)	0.6	3825.2	2,240	76	29	0.6	2,240	76	56.3

*Special Support Staff and Supervisor (Clerical) positions are not listed because there was no time recorded for these positions in DLR.

Table 2.13: DLR Facilities Licensing

Regional (Facilities) - Statewide	Based on time study					Constructed Standard			
	Average Time per Case	Average Volume Per Month	Total Hours (av time * volume)	Number of hours available for case-related	Number of FTE's needed	Average Time per Case	Total Hours (av time * volume)	Number of hours available for case-related	Number of FTE's needed
Clerical Support Staff	0.4	266.1	113	66	2	0.4	113	66	3.4
Program Manager	3.0	266.1	807	91	9	6.0	1,603	91	17.6
Social Worker (Case Carrying)	0.3	266.1	77	106	1	0.3	77	106	1.5
Social Worker (Noncase Carrying)	0.3	266.1	71	107	1	0.3	71	107	1.3
Supervisor (Social Work)	0.4	266.1	105	76	1	0.4	105	76	2.7

The tables above provide a statistical picture of the relationship between current time spent on tasks by various staff positions across the state, and the time each position would spend if the standards constructed by CA staff were met. The formula presented at the beginning of this chapter provides a way to work with the data provided in the appendices of the volumes of the study. These formulas will be particularly useful for those who would like to replicate or further explore these comparisons.

Obviously, the challenges of hiring so many staff make the need for other complementary or substitute strategies necessary. Chapter two, section four, “Recommended Areas for Improved Efficiencies,” includes suggestions regarding possible ways to increase the efficiency of work by reorganizing tasks in addition to, or instead of, hiring additional social workers.

2.3.5 Allocation Model Results

This study has documented both 1) the actual time spent by Children's Administration (CA) staff and 2) the consensus of many experienced professionals regarding the time needed per case to complete existing regulatory and practice requirements. Other related activities affecting constructed standard times are: travel requirements; level of documentation detail; judicial expectations; and the ethical demands of working with children and families.

The findings were analyzed using allocation models designed to estimate recommended FTE adjustments, when compared to staff who participated in the study and work processes. The conclusion was that an estimated increase of 1,540 FTEs is required statewide across the agency to adequately perform the constructed standards. See ***Table 2.14, Total Increase in Numbers of FTE per Classification,*** for totals by position type. To get to the actual number of FTEs, the CA will need to examine the constructed standards need vs. the actual allocation of FTEs in the CA budget. Please see the gap analysis vs. base explanation on page 35.

Table 2.14: Total Increase in Numbers of FTE per Classification

Classifications	DCFS	DLR	Total
Clerical Support Staff	106.1	27.2	133.3
Program Manager	0.0	21.4	21.4
Social Worker (case carrying)	934.0	107.9	1041.9
Social Worker (Noncase Carrying)	127.5	16.4	143.9
Special Support Staff	14.0	0	14
Supervisor (Clerical)	37.1	0	37.1
Supervisor (Social Work)	121.7	27.2	148.9
Total	1340.4	200.1	1540.5

This Table 2.14 displays the gap between current staff practice and total fulfillment of the constructed standards, assuming no change in regulations or work processes. The gap is large but it is on a scale consistent with results of similar workload studies in other states (c.f. California Social Services SB 2030 Workload Study). Nevertheless, in addressing this large difference between "the required and the real," several overall issues should be considered.

The estimated number of FTEs required to fulfill the constructed standards represents a thorough, detailed, systematic examination of the factors that contribute to quality child welfare service provision. This was based on a review of measured time under present conditions in relation to expectations for the work by experienced Children's Administration staff.

The study included the participation of over 2,100 CA employees who tracked their daily work time for 30 days. This time was recorded for all activities related to an inventory of 55 tasks developed through a state-wide series of 27 focus groups of CA staff. The study resulted in over 375,000 time records from over 2,100 Children Administration staff who worked in one way or another on a CA referral or case in February 2007.

The resulting Workload Profile reflected the actual work performed by these workers. The data compiled in the Workload Profile was then reviewed by a series of 18 focus groups in various parts of the state. These groups of experienced staff were asked to determine if the amount of time actually recorded represented sufficient time to complete each task to meet federal, state law, and CA policy and professional practice requirements. These groups recommended a number of adjustments in the amount of observed time to create a set of constructed standards that reflected their perception of basic time requirements. These were then incorporated into the study's findings. Many of the changes were justified based on federal and state policy that calls for a large proportion of children on the CA caseload to receive monthly contacts, usually in person and in the child's home. Measured time study results clearly indicated that insufficient time was currently available for such visits to occur under the current work structure.

The Study Team then applied these constructed standards against the case volumes for each of the services based on the state's administrative data, to formulate the Prospective Workload Allocation Model. The model was used to formulate both the current FTE allocation[13] and the potential allocations based on the constructed standards. The results were again reviewed by experienced CA staff as well as members of the CA budget staff. There was agreement among numerous CA staff in a number of different roles, that the results reflected both 1) the data collected and 2) the results of the process for developing the constructed standards.

This process of examining 1) existing available staff time, 2) regulatory, policy and practice requirements, and 3) the number of estimated current staff resources in comparison to the constructed standards, resulted in the projected potential need for an additional 1,540 FTEs in the state (1340 for DCFS, and 200 for DLR). This additional staffing level may be challenging to implement, However, adding staff is not the only solution. It is possible that additional work process efficiencies or a redefinition of practice can change the level of effort required.

This study took place during a period of organizational change for the Children's Administration. The CA Program Redesign was implemented only one month before the time study was conducted, and new procedures were still being learned by staff. Efforts to implement a new Practice Model, which will begin in October 2007, were considered in constructing the standards, but its impact can only be effectively assessed after conducting another workload study when it is fully operational.

In light of these factors, it would be useful to consider whether there are some practical actions that might begin to narrow the gap identified in the results of this study. Two directions that seem important to consider are 1) work process efficiencies and 2) redefining the work requirements. These possibilities are discussed in the next section.

[13] The numbers here for Estimated Number of FTE's from Time Study do not reflect the actual CA allocations for staff. Rather they are projected numbers that reflect how many are required given existing workload and per case expenditures of time. As such they are estimates of the base of current FTEs rather than actual count of FTEs or current allocations.

2.4 RECOMMENDED AREAS FOR IMPROVED EFFICIENCY

2.4.1 Improved Efficiencies and Redefining of Requirements

It is beyond the scope of this study to recommend actual practice changes. However, the following areas may be useful for the Children's Administration (CA) to explore when considering the results of this study. They are not identified because they are best, or even basic practice, but only as actions that might address the workload gap in current practice. They are not exhaustive of all possibilities to rearrange the work of CA.

2.4.2 Recommended Next Steps

As with any workload study, this report should be seen as one of a series of studies building a cumulative understanding of workload over time. This report, in particular, serves as a baseline for future analysis, particularly since it was conducted during a period of significant organizational change within CA. A new Program Redesign was just implemented, the full replacement of the Children Administration Management Information System (CAMIS) is underway, and new case work processes will be implemented Fall 2007 as a result of the development of a new CA Practice Model. This workload study will complement and support these efforts, as well as providing a complete electronic database of study data and a complete methodology to facilitate the ongoing use of the study results.

A workload study is not a budget study, a strategic plan, an efficiency report, a work process study, nor a quality assurance report. But, it can serve to support each of these types of studies. It should be seen as a tool to understand staff time utilization, ranging from Division-wide requirements down to task-level detail effort by selected staff types. Future work will be needed to fully address the gap between "what is" and "what should be." Some suggestions include:

- **Regular Workload Studies** – Considering the current changes in the CA approach to services, it may be helpful to conduct workload studies every three to five years, with more focused studies between the more comprehensive ones. This would develop a series of time study data sets over time, which could build upon each other.
- **Court Waiting** – CA staff spend about 6,387 hours a month across the state, waiting for or participating in court. Waiting accounts for 42% of this time (2,685 hrs/mo) or about 20 FTE positions. Working with court staff to streamline scheduling may address this inefficient use of social worker time.
- **Data Processing** – Time study results documented over 158,000 hours of CA staff time spent on information processing tasks, either electronically or manually. Investigation of improved and/or new technology, such as remote access, may support less time-consuming data processing. Increased efficiency in the use of social worker time may be realized by shifting some of these duties to other positions.
- **Face-to-Face Contacts in Dependency Services** – Due to federal and state requirements, gaps related to this activity are crucial for the CA to address. This is an area in which it might be worthwhile to consider strategies for prioritizing visits and minimizing travel time.

- **Supervised Visits** – Supervised visits accounted for 1,374 hours a month, or 11.5 FTEs of case-carrying social worker time. Other approaches to achieving child safety while freeing up social workers for other tasks should be considered.
- **Client Transportation** – During the month-long time study, client transportation required 1,841 case carrying social worker hours, or 15.5 case-carrying social worker FTEs. This is another area that could be examined for increased efficiency in the use of social worker time.
- **New Model for Covering "Uncovered" Caseloads** – Supervisors spent 46% of their time statewide in direct case-related activities, during the time study. Much of this case activity was for cases assigned to others. CA may consider other models for overseeing uncovered caseloads, as a way of prioritizing the Supervisor time use.
- **Review Meeting Commitments** – While meetings are a necessary part of the job, the nature and frequency of these activities could be reviewed as a possible source of time that could be redirected toward case-related tasks. Not including case staffing or staff training, CA staff persons currently spend 11,447 hours in meetings a month statewide. The 4,323 of these hours spent by case carrying caseworkers in meetings amounts to the equivalent of 36 FTEs.

The above items are suggestions only, and would need to be thoroughly reviewed for programmatic, fiscal, and policy implications to assess their practicality. Additionally, the models, data, and other tools and guidelines provided in the two volumes of the study will enable CA and state policy makers to devise their own scenarios for change. **Volume II, Methodology**, will be particularly useful over the next months and years as CA moves forward in its efforts to make its systems and operations more efficient and effective.

2.5 CONCLUSION

The portion of this study were developed in response to specific issues raised by CA staff and state policymakers out of their commitment to serve the children of Washington in spite of limited resources. The information generated through this study will support CA staff in their efforts by providing a solid foundation of concepts, knowledge, and collaborative thinking regarding how best to help fulfill this goal.

In addition, the entire set of study data, as well as the methodology used for its collection and interpretation will be provided to the Washington State Children's Administration. This will establish a basis for replicating or building upon this study as it moves forward in implementing other aspects of its fundamental reorganization efforts.

The provision of child welfare services is always challenging, even at the most basic level. We believe that the methodology, findings, and products delivered as part of this study will make a significant contribution to the welfare of vulnerable children in Washington State for many years to come.

VOLUME II: METHODOLOGY

1. OVERVIEW OF STUDY METHODS

The Washington Workload Study team constructed a project work plan and participated in planning meetings to understand the Children's Administration (CA) environment of change; to create a process for the development of a *Workload Profile* of current performance; and to develop case weighing formulae in a Staff Allocation Model *(Prospective Workload Model)* which would then provide the team with the tools to understand workload.

The definition and description of the services that CA provides to children and families formed the foundation for the six phases of the methodology for the workload study:

- ***Define Work Categories (Task Inventory).*** The development of the service categories and tasks was the first phase of this project. Study groups from all regions and the central office participated in describing services and defining descriptive terms. The first phase was completed with the development of a Task Inventory.

- ***Develop Time Study Procedures.*** The second phase of the study involved developing a computerized time recording method for staff members to log all their work time for a month. A special feature of the time recording was to assign service time to specific children and families in the same way as would a computerized billing system. All CA staff participating in the study received training on the Task Inventory definitions and the computerized time log software. These procedures and computerized tools have been designed to be transferred to CA at the conclusion of the study. Modifications to study periods and values of the Task Inventory can be made without special computer programming skills.

- ***Collect Data.*** All CA staff members as well as central office staff members providing services to children and families participated in the time study for one month. The time study results described existing casework practice for services and stand as the current *Workload Profile*.

- ***Perform Data Management and Analysis.*** Accumulate measured time by case and calculate case frequency and service time statistics. Descriptive statistics include percentage of cases with a task, average frequency of task per case, and average time per occurrence of task.

- ***Construct Standard.*** Construction of times involved to complete required tasks addresses the "what if" workload. Focus groups in all regions of the state and central office helped to define workload requirements if all current legal, policy and ethical practice requirements were met on a timely basis. These estimates of workload for services were then reviewed again for consensus by CA staff from all regions. A final consensus-building group was made up of staff from all levels from each region and one policy expert from headquarters. Further analysis of tasks refined definitions of case requirements. Consideration of these results in the context of practice requirements led to final workload standards for the service categories.

- ***Staff Allocation Model.*** Analysis of case service times derived from time study data along with workload service standards provided resource estimations in the form of estimates of full time equivalents (FTEs). The gap between FTEs based on current workload[14] and the FTE workload demand estimated from Constructed Standard service times was estimated. The difference in the number of FTEs is the basis for estimating additional FTEs to bring the workload in line with practice expectations consistent with the constructed standards. There are, in addition, other ways of addressing the gap aside from adding staff.

2. TASK INVENTORY

Development of a Task Inventory is a critical phase of all child and family services workload projects. Each state has its own child protection statutes, policies and procedures. Terminology used in a workload study must be specific to a particular state system. The workload study team must identify the language related to work recognizable to all staff. To accomplish this, a list of work tasks was developed though a process involving a sequence of 27 focus group discussions among CA staff representatives from across the state.

2.1 Focus Group Planning

The amount of time required to develop a task inventory, specifically CA staff time, was a significant issue in planning focus groups. A number of options were weighed to determine the best approach. A mixed pool ranging from clerical and fiscal staff to social workers and area administrators were targeted as ideal focus group candidates to contribute information that would help create an accurate and comprehensive list of tasks performed by all staff working on child welfare cases. The composition goal of the focus groups was to include a representative of every classification of CA staff that touches a case.

The original workload study goal and the approach ultimately chosen by the Children's Administration was to conduct four focus groups in each of the 6 regions with 8 to 10 participants in each focus group. Two focus groups would be conducted in one location of a region and two focus groups would be conducted in another location of the region for a total of 24 focus groups in all six DCFS regions between October 16, 2006 and November 9, 2006. Additionally, 3 DLR focus groups were conducted for a grand total of 27 focus groups. This approach would provide information from a broad base of people doing the work; inform field staff about the project; and develop support for the project. Several alternatives were discussed and are shown in **Attachment A, Focus Group Options**.

The field team requested the name, payroll title, service area, email address, phone number and work location of each person who would participate in the focus groups. The Study Team developed templates of (1) a letter introducing the workload study (**Attachment B, WRMA & AHA Introduction Letter to Washington State CA for the Workload Study Project**) (2) a focus group participant roster (**Attachment C, Focus Group Participant Roster**) and (3) a focus group schedule (**Attachment D, Category Definition Focus Group Schedule**).

[14]The method for estimating current allocation is based on exiting caseload volumes and measured workload demand, not on the actual FTE allocation that Children's Administration has budgeted.

2.2 Task Inventory Development and Data Template Design

The Study Team developed a preliminary task inventory using models from studies conducted in other states. Two data templates were drafted prior to the focus groups: one for the Division of Children and Family Services (DCFS) (**Attachment E, DCFS Data Template**) another for the Division of Licensed Resources (DLR) (**Attachment F, DLR Data Template**).

In addition to communicating with CA staff to schedule the 240 CA participants, focus group planning involved coordinating logistics for 4 Subject Matter Experts to facilitate the focus group discussion; 4 recorders; and local primary and secondary contacts at each office where focus groups were held (See **Attachments D, Category Definition Focus Group Schedule**, and **Attachment G, Task Inventory Definition Focus Group Schedule**). A detailed list of position classifications was extracted from the 27 focus group rosters (see Attachment H). The focus group schedule also involved creating, photocopying and mailing packets to facilitators prior to each focus group. The Study Team ensured adequate orientation of facilitators and recorders prior to the focus group start date.

2.3 Facilitators and Recorders

Study Team focus group facilitators and recorders were provided with an orientation prior to the launch of the work definition focus groups to communicate the same key purposes and definitions of workload, caseload, and share the same concept of the Time Data Collector to be used during the time study. Subject Matter Experts who facilitated the focus groups possessed knowledge and experience on the difference between workload and caseload; time limits, stages, and types of cases; the features of the time data collector; and how to build consensus. The recorders were adept at communicating outcomes from previous focus groups as the data was collected from each focus group was shared with the next group. Recorders typed in each group's ideas on programs, services, and tasks. Recorders wrote down areas of agreement and disagreement between groups and captured comments (but no individual names) from participants to track Children's Administration policy issues; Time Data Collector training issues; potential substantial risks to the workload study; and other general observations.

2.4 Participants Packets

Each facilitator/recorder team was provided with an e-packet. Hard copies were mailed to facilitators of the participant packets and facilitator guidelines. Each packet contained:

a. Task Inventory Definition Agenda Fall 2006
b. Children's Administration CPS/CWS Redesign Schematic (copy for participants)
c. Candidates for Case Characteristics List (copy for participants)
d. Candidates for Unit of Service Categories to describe what is provided to children and families under the redesign model (copy for participants)
e. Task List Candidate Items (copy for participants)
f. Information Processing Categories (copy for participants)
g. Time Data Collector (TDC) Rationale (included 5 screen shots)

A copy of these documents can be found in **Attachment I**, **Facilitator's Guidelines** and **Attachment J, Participants Packet**.

The Task Inventory identified the underlying functional tasks performed by social workers and others providing services to cases. Using the Task Inventory, the workload measurement study documented the services clients receive from staff.

The Task Inventory was continually modified during the consensus building process. The project Advisory Committee reviewed and approved the final Task Inventory.

The design of Task Inventory was based on three dimensions to define case work.

(1) The "Program" dimension refers to the organizational unit within CA.
(2) The "Service" dimension refers to the functional assistance or help provided to a case.
(3) The "Task" dimension refers to the actions undertaken.

A case may be defined as an individual client, a family unit, a resource (kinship or foster care) family, or a nonenrolled individual.

The combination of Program-Service-Task values comprise a "Work Activity" that has an identifiable begin and end time. Thus a Work Activity spans a duration of time, and may be intended to benefit a specific case or a group of cases. Further, a Work Activity may or may not be assigned to a specific case or group of cases, and can consist of work that is not case-related (e.g., training, leave, etc.). This is how work is measured using the Task Inventory. Lastly, since some work can be assigned to specific cases, there may be case characteristics that are important in understanding differences in the duration of the same Work Activities.

3. TIME STUDY PROCEDURE

Upon completion of the Task Inventory, the American Humane Association (AHA) automated Time Data Collector (TDC) software application was customized for use in Washington. The Multidimensional Task Inventory initially contained:

1) Six different types of clients;
2) Three separate programs;
3) Twelve service areas;
4) Fifty-seven definitions of tasks organized in eight sub-headings; and
5) Fifteen case characteristics.

Categories were reduced to the smallest number possible to facilitate easy use of the drop down menu items in the TDC. The data team reviewed the Multidimensional Task Inventory against Braam requirements; compliance with the scope of work; and *Statewide Automated Child Welfare Information Systems (SACWIS)* elements.

The customization of the TDC allows the State of Washington to have a copy of the AHA proprietary software for its ongoing use. This customization allows changes in the dates over which a study is to be conducted; changes in the code lists of Task Inventory categories; changes in the staff who are allowed to participate; and updating of the caseloads expected to be served by staff members during the time study.

It was decided that a census approach in which all staff completed the time study would be best. This eliminated complex sampling schemes and had the advantage of universal participation in a statewide effort. An alternative would have been random moment sampling.

Random Moment Time Study (RMTS) is a method to allocate large numbers of staff members into a set number of categories. It is typically used to allocate dollar costs in child welfare. Its strength lies in its minimal intrusiveness into the work day of staff members and in the power of statistical sampling. The degree of sampling necessary to adequately address relatively low frequency events would increase the cost of the study. Regional and office variations could not be efficiently explored with such a technique unless the procedure was dense sampling strategy. Of concern is the degree RMTS may address all case phases at the task level. With sampling enough points of observations, that is, random phone calls to staff members to determine what they are doing at that time, RMTS may be a viable method. With known frequency of service-task activities from a census approach of collecting all activities, an RMTS plan may be developed to adequately record events of interest.

3.1 Training-the-Trainers

A model was devised for WRMA to instruct up to 50 trainers in four face-to-face trainings (**Attachment K, Training Module**). Prior to the implementation of the Train-the-Trainers, a pilot training was conducted and feedback on ways to strengthen the curriculum was provided by WRMA and AHA staff (see **Attachment K.4, Training Module Curriculum**). A master list of trainers was produced by the CA workload study project lead. These trainers were instructed to train CA supervisors in face-to-face sessions. Many of these individuals had participated in the Task Inventory study groups and were very familiar with the workload study.

Three in-person Train-the-Trainer sessions were conducted by the data collection and fieldwork team leads at CA's training academy in Seattle, WA. Two makeup Webinar trainings were provided. Utilizing teleconferencing services and an online web seminar service (GoToWebinar.com, 1997-2007), trainers logged onto the internet and viewed the same training materials provided by trainers during the in-person training. Webinar training was used as well to introduce CA supervisors and staff to the Time Data Collector. The Train-the-Trainers preparation activities included:

a. Structuring the curriculum (**Attachment K.4, Training Module Curriculum**);
b. Developing a one page Quick Start (**Attachment K.5, Quick Start**);
c. Creating a quiz (**Attachment K.6, Time Study Quiz (True/False))**;
d. Designing a form to evaluate the training (**Attachment K.7, Trainer Evaluation)**;
e. Assembling a comprehensive user's guide (**Attachment K.8, Time Data Collector (TDC) User's Guide**);
f. Making a sign-in sheet (**Attachment K.10, Training-of-trainers Sign-In Sheet**);
g. Creating a paper log (**Attachment K.11, Washington Workload Study Paper Log**);
h. Preparing an instructional Power Point (**Attachment K.12, Instructional Training-of-trainers Power Point Handouts and CD)**;
i. Addressing time study expectations via a memorandum from the CA Assistant Secretary (**Attachment K.13, Workload Study Memo**); and
j. Disseminating a flyer from the Advisory Committee about the workload study (**Attachment L, Workload Study Info Sheet from the Advisory Committee**).

Trainers were provided with a demonstration copy of the software and all documentation and training aids. This demonstration software is attached on a compact disk.

The trainers provided information and hands-on training to their local staff and provided subsequent first line technical assistance.

To accurately label data collected from time study participants, the data team used six overarching groups of position types (**Attachment M, Definitions for Six Grouping Categories for Workload Study**) and an online Zoomerang Survey (**Attachment N.1, Position Classification Survey Results**) that was implemented to create a record of time study participants by Full-Time Equivalent (FTE) position classification and tenure.

3.2 TDC Software

The TDC software is a stand-alone proprietary application developed by American Humane Association that may reside either on the personal computer desktop or a network location. It requires no special installation. Data files produced by users are saved automatically to the same electronic location from which the application is initiated. TDC data files are automatically encrypted for security so as to remain unreadable without AHA's proprietary data converter. In Washington, the application was deployed and the data collected over the information system network.

The Children's Administration Technology Services (CATS) served two critical roles in producing information from the automated information system to make the TDC more efficient and effective. The first role was to produce electronic lists of staff members and their assigned caseloads. These lists were formatted to be accessible to the TDC so that a worker's caseload list was loaded each time he or she used the TDC. The second role was to deploy the TDC to network locations, provide desktop icons to access the TDC, and to gather the completed data files. To accomplish this goal, CATS devised a Workload Study Tool Deployment, Technical Support, and Training Plan.

3.3 Time Study Software Setup

Three files were transmitted to CATS for deployment. The technical procedures for these files are found in **Attachment O, Time Data Collector Implementation**.

The Time Data Collector software was configured in two versions, one for DCFS and one for DLR. Each had its code lists and caseload files. The Time Data Collector software is a compiled or executable file that logs in a user and provides the data entry procedures. To run, it must reside in the same folder or directory as two other files.

The TDCInfo.txt is a file of configuration parameters such as dates and code lists of services and tasks. It is critically important that the standard formatting of this file be used. **Attachment O** details this formatting.

The Caseload.txt file is a file of staff names, staff identifiers and associated cases. Only staff identifiers specified in this file can successfully log onto the TDC. It is critically important that the standard formatting of this file be used. **Attachment O** details this formatting.

3.4 Time Study Technical Assistance and Quality Assurance

The CA encouraged full participation in the time study with the slogan, "TELL YOUR STORY: All Day, Every Day, for Thirty Days!" which, along with pertinent time study information, was displayed on a poster that was distributed throughout all six regions. This study addressed both the time it took workers to handle their case responsibilities and the time it took workers to address other job requirements including paid leave. This provided a complete picture of child welfare work across the state. The statewide training for study participants was completed using a Training Module. The time study was implemented with 2,189 CA staff for 30 days.

3.5 Technical Assistance

A graphic representation of the path for obtaining technical assistance and support (TA) during the time study was drafted and discussed by the data team lead, CA workload study project lead, and workload study project director. The approved and final version of the TA graphic was shared with trainers, supervisors and staff (**Attachment N.2, Washington Workload Time Study Technical Assistance Path)**. A list of Frequently Asked Questions (FAQs) and answers were drafted and posted on the CA intranet as technical assistance was provided to trainers, supervisors and time study participants in the field. FAQs were posted on the CA intranet (**Attachment O.1, Frequently Asked Questions (FAQs**).

3.6 Quality Assurance

Statewide weekly quality assurance reports provided feedback and ongoing support during the one month data collection process. QA reports summarized response rates and data collected. The Study Team provided this information to CA study coordinators who distributed the reports weekly to workload study contacts in the offices.

QA reports were for feedback purposes only. Four QA reports were prepared and distributed over the 5 week time study period.

After thirty days of data collection DCFS and DLR data was merged resulting in a very large data file of more than 500,000 activity records. The first step in "cleaning" the large database was to make office, division, and identification corrections based on feedback from the QA reports. Next, time data was omitted from the working database that designated nonwork activities such as time spent with no client contact while on call. To ensure accuracy of the data, corrections were made to paid leave and break data fields where additional leave and break times were inadvertently left out. Lastly, corrections were made for incorrect case numbers and distinctions were made among cases attributed to valid case numbers, and those attributed to multiple clients, nonenrolled clients, and nonclient related task activities.

3.7 Case Characteristics Problems

One special area of inquiry of this study was whether certain types of cases required additional levels of effort and represented additional workload compared to other cases. As part of the workload data collection process, staff were asked to indicate if any of the following characteristics were associated with their cases that received services during the study period. However, staff were not required to supply this information and the response levels were too low to permit adequate data analysis. In the future, the state may want to concentrate more attention on workload with respect to specific case characteristics and implement procedures to insure that the necessary data are collected. Shown below is ***Table 1, Case Characteristics***.

Table 1: Case Characteristics

DCFS Only Cases
1) Guardianship - Child's current legal status is a dependency guardianship
2) ICPC - Interstate compact case
3) ICW - Child is alleged or determined to be Native American
4) Chemically Dependent - Parent or child with diagnosed substance abuse issue
5) Child has four or more placements -
6) Mental Health - Parent or child with diagnosed mental health issue
7) LEP - Limited English Proficiency; Persons who do not speak or communicate well in English
8) SSI - Supplemental Security Income; Child has alleged, determined or has appealed SSI eligibility status
Division of Licensing Resources Only (case characteristics for DLR are self-explanatory, and are used for distinguishing types of facilities)
1) Child Care Facility
2) Foster Home Facility
3) Staffed Facility
4) Group Home Facility
5) Tribal Facility
6) Child Placing Agency

These characteristics were selected because a consideration was raised by focus group participants that such characteristics may increase the time needed to provide services. For the most part the presence or absence of these factors did not have a major influence on the measured time to provide services.

If CA decides in future studies to examine the effects of case characteristics on workload results, then a more intensive staff training and motivation effort needs to be staged. This would include clear definitions and criteria for recording. A detailed exposition of the importance of the recording and how the information would be used would likely be useful.

4. DATA MANAGEMENT AND ANALYSIS

Results of time study data entry are extracted from the TDC files by means of the Converter program described in Attachment O.1 regarding TDC implementation. The resulting text files can be read into any analytic software.

Current analytic procedures were developed using the Statistical Package for the Social Sciences (SPSS) software and have been reviewed with CA staff. These procedures are considered open source. The source code is available to CA as requested.

5. CONSTRUCTED STANDARDS

A Workload study addresses the types of task involved in the delivery of services, the amount of time those tasks require and what staff roles perform the tasks. A workload study needs to address not only what is being currently provided to children and families but also what needs to be provided in order to address all legal, policy and ethical requirements of service to a case. In many states, staff members participating in workload studies have asked the same question, "What about all the things that should be done that are not getting done?"

"Workload standard" is the term used for the expected amount of time needed to perform all the tasks necessary to provide a service to a case in a month. It is assumed that this level of service delivery is not being met, and so workload standard times cannot be directly measured under existing work conditions. To construct workload standard values for the different services, a process of expert review provides a consensus approach anchored in current requirements.

An alternative approach would be to follow individual cases and measure all work for those cases. A separate review of those cases may determine if all work requirements were met. For cases where all requirements were met, average task times could then be determined. The alternative approach requires a longer, unpredictable time span for completion as it depends on cases being completed. It would also be difficult to predict what services a case would receive. These two considerations lead to the approach not being chosen.

A three phase approach was used in the construction of workload standards. These procedures are presented in more detail in **Attachment P, Construction of Standards.**

I. Obtaining broad practice input on task requirements of different services from groups of practice experts with policy support;
II. Review of the groups' average task requirements by policy experts and practice administrators;
III. Review of task requirements by policy and practice experts based upon necessary legal and policy requirements with attention to key component analysis and sensitivity analysis of overall service times.

5.1 Phase I

The initial phase of broad practice input from DCFS and DLR staff occurred across the state in a series of study groups that addressed all services multiple times. All 6 Regions were represented, 2 Regions in each DCFS study group and three small DLR groups, so that the study groups addressed all services. Attachment P presents the plan for conducting the statewide study groups.

Group members volunteered and were selected by regions based upon their knowledge of specific service areas, familiarity with practice patterns of more than a single Region or Office if possible and perceived ability to rapidly adapt to and contribute to the standard construction task. In all there were 115 participants who represented 7 support staff, 4 special support staff, 12 non case carrying social workers, 54 case carrying social workers, 24 supervisors, 6 program managers, and 1 area administrator. Position type was not recorded for 7 participants. Policy experts were present in each group in case there were clarifications needed.

The study groups required two types of support. Policy analysis determined the task requirements for services. These requirements were available as a resource for the groups. In addition, policy experts were present as a live resource in groups. Facilitators in groups explained the structure of task time construction, recorded judgments of group members on a display, and rationale issues expressed by the group members.

Time study data were used to assemble average time per case estimates for each service. Average time per case is based upon all cases receiving the service. Three statistics were determined from the time study results: (1) the count of number of cases receiving any task within a service and the number of cases receiving each task activity within that service was computed from the time study results, (2) the average number of times workers provided a task to a case in a month, and (3) the average amount of time (expressed as decimal hours) workers spent on each instance of task delivery.

Three computations for each task provided summary statistics. These statistics, labeled in columns A, B and C, formed the judgments of group members. Group members could choose to leave the statistic as measured or to change the statistic up or down. Changed statistics were shaded. The number of cases receiving each task was divided by the number of cases receiving the service to yield the percent of cases receiving the task, labeled column A. The average number of occurrences, labeled column B, repeated the computed number of the second statistic stated above. Column C summed the time for each task. The three statistics were multiplied

together to produce the average time of the task for all cases receiving the service. Due to weighting of task times by three components, the sum of the task times does not precisely equal the total average task time. The larger the number of cases receiving a service, the closer the sum of the tasks is to the average service time computed.

5.2 Phase II

A review was done by senior staff and policy staff, to get a consensus of the three groups products. This resulted in a refinement and consolidation of multiple group estimates of the same service times. These composite standard times were based on the average task times per group refined by the phase II group.

5.3 Phase III

Further analysis of task components by a final group of statewide practice experts, consisting mostly of social workers and supervisors, resulted in refinement of the percent of cases that would require some tasks. This review examined the change in a task as a percentage of total service time change. A sensitivity analysis was developed that showed the changes on total monthly case time for a service. This final review lead to final constructed standards.

6. CONSTRUCTION OF ALLOCATION MODELS

Using the results of the measured time data analysis and the construction of standards, staff allocation models were developed. Microsoft Excel spreadsheets were used to manage the data and to develop tabular presentations.

The results of these models are presented below as ***Table 2, Summary of Statewide FTE Requirements by Services – DCFS***. For staff allocation model purposes, some service units were combined. The results are presented in Volume I, Chapter 2, Table 2.04 as combined services.

Based on additional input from policy and budget staff, it was determined that, for staff allocation purposes, related DCFS services would be combined into one constructed standard for staff allocation model purposes. This created three combined service categories. Weighting of Family Voluntary In Home and Family Voluntary Placement times formed a Family Voluntary Service. Weighting of Family Voluntary In Home FRS and Family Voluntary Placement FRS times formed a Family Voluntary Service FRS. Weighting of Family Dependency In Home, Family Dependency Placement, and Legally Free times formed a Family Dependency Service. Case counts were also combined into a single count of cases for the three combined services in order to estimate FTE needs.

Gap analysis vs. base – It is important to understand that the difference between constructed standard FTEs and measured time study FTEs is the *gap.* This gap is artificial, in that it is not necessarily the number of FTEs the CA would need to meet the constructed standard. Because we were not able to access the state's Human Resource Management System (HRMS) or the Agency's accounting system (Fastrack), we were not able to access the actual number of FTEs by service area in CA at the time of the study. This means that when calculating the number of

FTEs required to complete the tasks for a specific service, the CA will need to use their FTE allotment to figure an accurate number

Table 2: Summary of Statewide FTE Requirements by Services – DCFS

Summary by Service - Statewide	Estimated Number of FTE's From Time Study	Number of FTE's from Constructed Standard	Difference
Intake	170.2	232.4	62.2
Investigations	533.3	727.2	193.9
Voluntary CW Combined	131.8	263.6	131.8
Voluntary FRS Combined	55.3	86.0	30.7
Dependency Combined	944.2	1852.8	908.6
Adoption Support	23.0	36.2	13.3
Total	1857.8	3198.2	1340.4

Title IV-E funding supports foster care services. The detailed analysis of dependency placement activities at the task level provides insight into the components of IV-E services. The sensitivity analysis used during the construction of workload standards is an example of how workload may contribute to IV-E analysis. Workload investigations take apart services into their task components. Each component can be described in detail either from a measured actual or a constructed standard approach. The detail of task activities within services are the proportion of cases a task occurs for, the number of times in a period (such as a month) that a task occurs, and how long a task takes when it does occur.

The sensitivity analysis used in this workload study focused on the task of in person visits with children in their own residence. By connecting this task to others, a work model was developed about tasks that are related to a focal task. In that way, the overall impact of changes on one task has effects on other tasks. Changes in workload related to individual task changes can then be described for a caseload. Other tasks may be taken as the focal task to create other work models. Work models related to single tasks may be combined into more complex work models. It is through these models that workload analysis can contribute to a greater understanding of IV-E costs and funding.

7. INTERVIEWS WITH OTHER STAKEHOLDERS

Workload project staff members met with a group of legislative and budget office personnel and the CA external advisory committee to review the study purposes and objectives. The coordination between the workload study and the CA CPS/CWS redesign was discussed. The study details reviewed were: Issues of work categories (the redesign services and tasks within them); timing of the study (one month after full redesign implementation); length of time study data collection and study participants(one month census of CA staff working on cases); and type of results from the study (average case times within services).

8. LITERATURE AND POLICY REVIEW

As part of the preparation of the construction of standards, two documents were developed. One was a review of other states' work on construction of standards. This work is often considered as "case weighing" or "case weighting". This review considers results related to workload studies from the Federal Performance Improvement Plans of all the states. The other review was specific to issues of Washington State. This review includes the policy reviews of Washington State CA Policies pertinent to workload issues and Braam Settlement issues. These tables were reviewed by Washington CA policy staff members.

These documents are presented as **Attachment Q, Literature and Policy Review**.