



# Oregon

Theodore R. Kulongoski, Governor

Department of Human Services

Office of the Director

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September 25, 2008

The Honorable Peter Courtney, Co-Chair  
The Honorable Jeff Merkley, Co-Chair  
State Emergency Board  
900 Court Street NE  
H-178 State Capitol  
Salem, OR 97301-4048



Re: Children, Adults and Families Division (CAF) Staffing Studies  
Update

Dear Co-Chairpersons:

## **NATURE OF THE REPORT**

The 2008 Oregon Legislature directed the Department of Human Services (DHS) to report on the status of our change from caseload based staffing models to workload based models.

For many years the position earning formula for most public assistance and child welfare programs was related strictly to caseload size. For example for every 250 food stamp cases, one worker would be earned. However, over time there were many changes in these programs, which led to increasing concern that the caseload based staffing models were not reliable reflections of workload needs. As a result of a Policy Note by the 2003 Legislature, three studies have been completed for the express purpose of moving from caseload staffing models to workload staffing models. The workload model measures the actual activity (time) required to perform the job. In the case of the child welfare study, this was accomplished by a contractor based on a combination of (a) direct observations, (b) focus groups, and (c) a time survey of more than 1,000 caseworkers. The results were also compared to other recent child welfare time studies done in Washington, Alaska and New York. The analysis provided a view of average time and activity demands,

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as well as variations driven by case types and differences across districts and branch offices.

The first study, finished in 2005, focused on eligibility driven programs, primarily food stamps and Medicaid. The second, finished in 2007, focused on case management driven programs, including (for Children Adults and Families Division) Temporary Assistance to Needy Families (TANF), and Vocational Rehabilitation. The third, finished in 2008, focused on child welfare case management work. The first two studies were completed under contract to Public Knowledge Corporation, the third completed by McKinsey & Company.

All three studies provided not only a current workload picture, but also a methodology for updating the workload measure as the work changes over time, either by increases in workload (more work processes, longer processes) or by decreases in workload (fewer processes or more efficient ones). The first workload study (eligibility programs) was updated in 2007, the second (TANF case management) is in the final stages up updating (needed because of substantial changes in the reauthorization and revision of the TANF program). The child welfare (third) study is current as of the program changes effected in the 2007 Legislative Session. Each of these studies, when completed, was presented to the Legislature.

## **AGENCY ACTION**

There are two distinct steps to implementing these workload models. Step one will be to share specific workload model report outcomes (staffing needs) with the Emergency Board and Legislature. With the financial update report presented to the September 2008 Emergency Board, information will be available to compare the old (caseload) and the new (workload) models as they relate to those staffing needs. While no CAF program staffing requests will be made at that time, the Emergency Board will have a substantially more accurate picture of the workload requirements in these programs and be able to compare current staffing levels. In future financial updates, CAF rebalance actions and Ways and Means budget presentations, staffing needs will consistently reflect the new workload driven staffing models, irrespective of whether or not there is a request for

additional staff, in order to present the most accurate picture of the current workload.

Step two will be to work with the Legislature to bridge the gap between current staffing and workload needs. To that end, as these models are not reflected in CAF's base budget, and span both mandatory and non-mandatory program areas, a Policy Option Package has been developed to present during the 2009 Session to better align our workload needs with our staffing resources. The intent of improving that alignment is to ensure that staff are able to deliver the quality and quantity of service that Oregonians have a right to expect.

There is an important intersection of these workload studies with the current DHS Transformation Initiative. A number of work processes have already been identified that may be improved to reduce the amount of work necessary for each. As these processes are refined and simplified, there is a direct impact (reduction) on the workload. As improved processes are developed and implemented in CAF offices around the state, the workload model(s) will require updating to reflect those changes and thus the reduced staffing need of the division. Processes have already been put in place within CAF to accomplish needed workload model revisions, likely on an annual basis.

McKinsey & Company produced workload measure and work streamlining proposals are attached.

#### **ACTION REQUESTED**

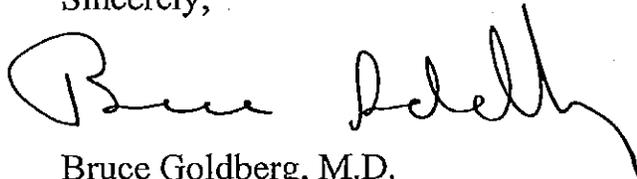
The department requests that the Emergency Board acknowledge receipt of this report.

The Honorable Peter Courtney, Co-Chair  
The Honorable Jeff Merkley, Co-Chair  
September 25, 2008  
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**LEGISLATION AFFECTED**

None.

Sincerely,

A handwritten signature in cursive script, appearing to read "Bruce Goldberg".

Bruce Goldberg, M.D.  
Director

Attachments

CC: Sheila Baker, Legislative Fiscal Office  
John Britton, Legislative Fiscal Office  
Blake Johnson, Department of Administrative Services  
Erinn Kelley-Siel, Department of Human Services

## Description of Attachments – Staffing Study Updates

**Attachment A:** Current gap between capacity supply and workload demand may be 24-37 percent. This is an excerpt from the Child Welfare Staffing Study depicting the current workload capacity and the issues that add demands to that available time.

**Attachment B:** DHS faces a set of options to address the workload gap in the short and medium term. This is an excerpt from the Child Welfare Staffing Study depicting the general option categories for reducing workload to meet the gap between current workload and current resource.

**Attachment C:** Prioritization of initiatives. This is a listing of opportunities identified by the Transformation Initiative in which Child Welfare would likely be able to reduce workload by improving processes and workflow. Each initiative is also graphed giving a relative rating of how achievable and how great a workload impact might be accomplished.

**Attachment D:** Prioritization of Self-Sufficiency/Vocational Rehabilitation operational initiatives. This is a listing of opportunities identified by McKinsey & Company in which Self Sufficiency and Vocational Rehabilitation program areas would likely be able to reduce workload by improving processes and workflow. Each initiative is also graphed giving a relative rating of how achievable and how great a workload impact might be accomplished.

**Attachment E:** Proposed Children, Adults and Families Division (CAF) branch Rapid Process Improvement\* (RPI) implementation (draft). This is a high level view of McKinsey & Company's recommendation regarding methodology to involve multiple branch offices in Rapid Process Improvements (RPIs) to improve the processes outlined in the two previous pages, thus reducing the need for additional staff.

\*A Rapid Process Improvement (RPI) is a three to four day facilitated event involving the staff doing the actual work and subject matter experts. Internal or external stakeholders may be invited or called upon during the event to provide information on their part of the process.

During the first day, the RPI Team maps the current 'as is' process.

During the second day, they begin to identify ways to streamline the process, improve the quality, reduce wait times, etc.

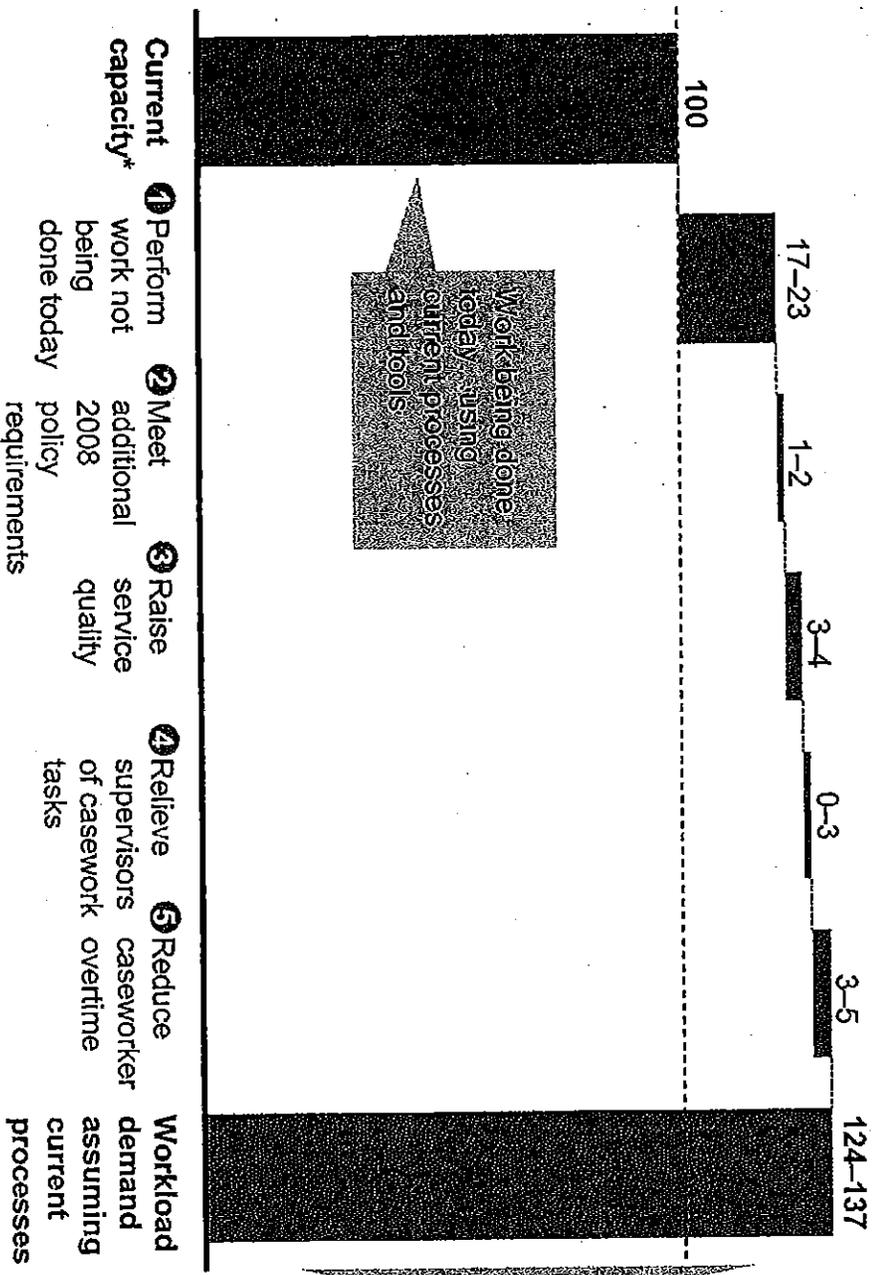
During the third or fourth day, they are creating the 'future state' process.

After the event, benefits are tracked; such as increased revenue, staff time saved due to process changes, increased accuracy or improved customer service.

ESTIMATES

# CURRENT GAP BETWEEN CAPACITY SUPPLY AND WORKLOAD DEMAND MAY BE 24-37 PERCENT

% current capacity



Workload gap of 24-37% could be closed by

- Improving efficiency
- Reviewing procedures and their execution
- Adding 35-53% more FTEs, or
- Any combination of these

Gap to...

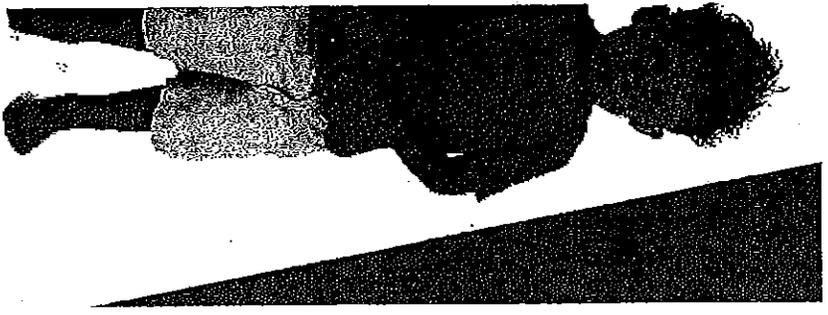
\* Actual SS1, SSA, and CET FTEs counting double-filled positions as 2 FTEs - i.e., real capacity in terms of available worker hours per day

Source: Time activity survey; HR and budget data; interviews

# DHS FACES A SET OF OPTIONS TO ADDRESS THE WORKLOAD GAP IN THE SHORT AND MEDIUM TERM

ESTIMATES

Preference      Lever/option      Rationale/description      Possible combination to close a workload gap of 24%



<p>1. Operational efficiency improvements</p>	<ul style="list-style-type: none"> <li>Initial analyses indicate significant inefficiencies and redundancies in current processes</li> </ul>	<p>Up to 17% workload reduction may be possible</p>
<p>2. Reduced workload requirements in procedures and policies</p>	<ul style="list-style-type: none"> <li>Some procedures and policies may be overlapping or not consistently executed today</li> </ul>	
<p>3. Fill remaining gap with additional caseworkers</p>	<ul style="list-style-type: none"> <li>Each 1% of gap not fixed by policies and efficiencies requires ~1.4% more FTEs due to non-available time</li> </ul>	

Closing the remaining gap would require at least 10% percent more FTEs at same case demand\*

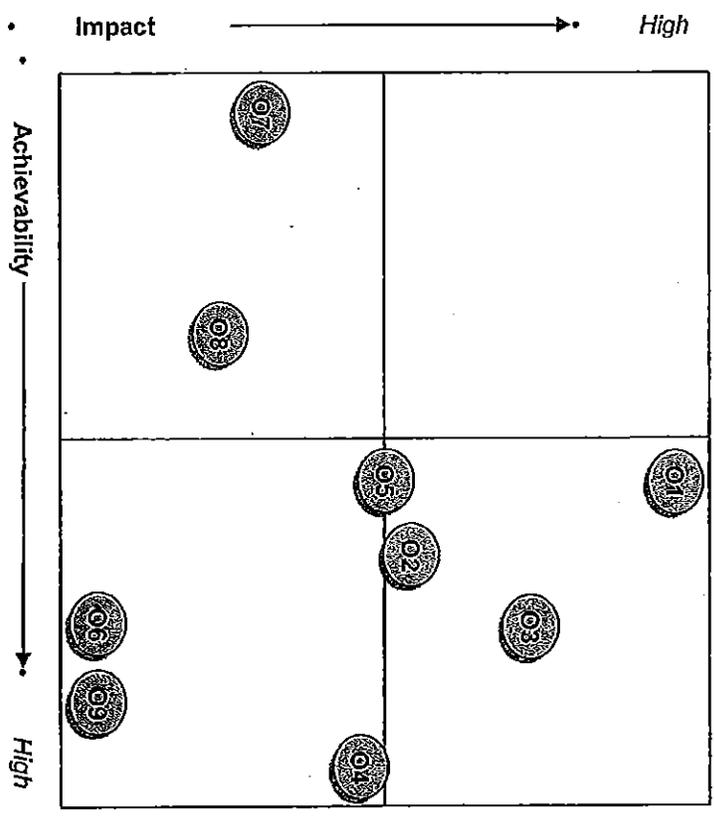
\* Addressing remaining 7% workload gap would require 10% more staff

# PRIORITIZATION OF INITIATIVES - CW

Operational initiatives

- 01 - Decrease time spent by caseworkers on clerical tasks by increasing utilization and efficiency of clerical and support staff
- 02 - Decrease time spent travelling by improving trip coordination and logistics
- 03 - Decrease time wasted in the field by increasing use of mobile productivity tools
  - SpeakWrite
  - Laptops
  - GPS tracking and data entry devices
- 04 - Decrease time wasted on non client-facing activities by increasing and enhancing use of existing technology (primarily using ongoing training)
  - FACIS, Foster care database, Groupwise
- 05 - Reduce time spent on documentation and paperwork by streamlining forms and documentation management
  - Electronic document management
  - Reduce number/complexity of forms
  - Increase use of pre-filled forms and templates
- 06 - Decrease ramp-up time for new employees by improving new hire training
  - Increase CORE capacity and/or frequency
  - Expand on-the-job training (eg: Academy model)
  - Train in basic CW skills: time management, practical skills, typing, IT, etc.
- 07 - Reduce wasted time and duplication of effort by working with partners to modify requirements
  - Standardize reports to court and other partners
  - Modify role of CRB
- 08 - Reduce time wasted on Foster Care special rates by restructuring foster care payments system
  - Raise base rate
  - Reduce role of special rates
- 09 - Reduce adoptions cycle times and central office workload by streamlining central office adoptions process

Prioritization of operational initiatives

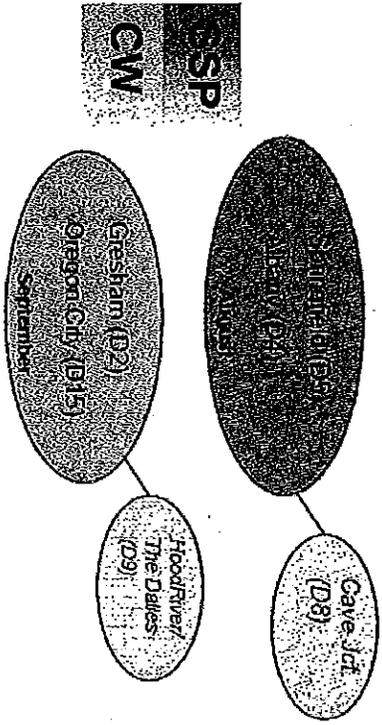




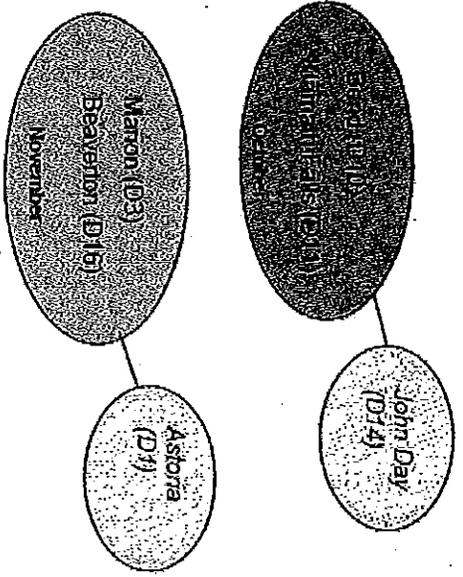
# PROPOSED CAF BRANCH RPI IMPLEMENTATION (DRAFT)



## Round 1 Cluster

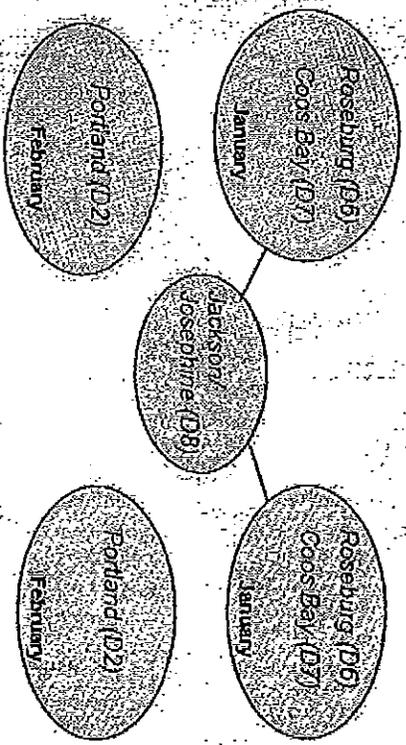


## Round 2 Cluster



TO BE CONFIRMED

## Round 3 Cluster



## Round 4 Cluster

