Child Welfare Workforce: Implications for the Private Nonprofit Sector

Prepared by
the Alliance for Children and Families

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Child Welfare Workforce: Implications for the Private Nonprofit Sector

A white paper commissioned by Cornerstones for Kids

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Introduction from Cornerstones for Kids

Cornerstones for Kids is pleased to have underwritten this timely report created by the Alliance for Children and Families. The Human Services Workforce Initiative (HSWI) is focused on the frontline workers serving vulnerable children and families. HSWI’s premise is that human services matter. Delivered well, they can, and do, positively impact the lives of vulnerable children and families, often at critical points in their lives.

We believe that the quality of the frontline worker influences the effectiveness of services they deliver to children and families. If workers are well-trained and supported, have access to the resources that they need, possess a reasonable workload, and are valued by their employers, it follows that they will be able to effectively perform their jobs. If, however, they are as vulnerable as the children and families that they serve, they will be ineffective in improving outcomes for children and families.

Unfortunately, all indications today are that our frontline human services workforce is struggling. In some instances poor compensation contributes to excessive turnover; in others an unreasonable workload and endless paperwork render otherwise capable staff ineffective; and keeping morale up is difficult in the human services fields. It is remarkable that so many human services professionals stick to it, year after year.

HSWI’s mission is to work with others to raise the visibility of, and sense of urgency about, workforce issues. Through a series of publications and other communications efforts we hope to

- Call greater attention to workforce issues
- Help to describe and define the status of the human services workforce
- Disseminate data on current conditions
- Highlight best and promising practices
- Suggest systemic and policy actions that can make a deep, long term difference
While the critical condition of the public child welfare system has received considerable attention, the situation in private agencies, which are increasingly called upon to perform core child welfare functions, is rarely considered. Yet the private sector workforce faces challenges that are at least as difficult as those in the public sphere and are in some cases unique to the private system. At the same time, private agencies are, together with their public partners, held accountable for better outcomes for children and families. In this paper, the Alliance for Children and Families reports on a conference session and focus group on private sector workforce issues held with the Alliance’s membership organizations. The paper identifies some of the major challenges identified at this meeting and provides concrete recommendations for addressing them.

Additional information on the human services workforce, and on HSWI, is available at http://www.cornerstone.to/index.htm.

Cornerstones for Kids
2006
Introduction from Alliance for Children and Families

Research, experience, and common sense tell us how important staff on the front lines are to outcomes for children and families. The Alliance for Children and Families views the focus on workforce issues in the private sector as timely, imperative, and critical to the improvement of child welfare outcomes. We applaud the current efforts of organizations such as the American Public Human Services Association (APHSA), National Association of Child Welfare Administrators (NAPCWA), The Annie E Casey Foundation, Children’s Defense Fund, National Association of Social Workers (NASW), universities, and many others. We are also concerned, however, that current efforts have not fully understood the workforce dynamic through the lens and experience of contracted providers of services.

In collaboration with other national organizations, the Alliance is committed to educating the field about the unique workforce issues confronting the private sector as new frameworks are developed to respond to the growing crisis in the child welfare workforce. To further this goal, Cornerstones for Kids agreed to underwrite a special private sector workforce emphasis at the Alliance’s 2006 National Leadership Conference on Child Welfare Issues, January 26-28, 2006, in Clearwater, Florida. The conference allowed experts in the field to come together to share experiences, develop a policy agenda, and learn from peer insights.

Increasingly, private sector nonprofit organizations are on the front lines of the child welfare system, through the ongoing privatization and contracting of state and local child welfare activities that were once done only by public sector staff. This increased activity is occurring for a number of reasons, including, cost control, innovation, a need for increased performance and quality, and a desire to deepen the understanding and engagement of the community through nonprofit community-based organizations and their missions.

Some public systems are just beginning to explore greater private sector engagement in their systems while others have years of experience we can and should learn from. It is important to explore the experiences and insights of all parties involved with privatization as they have tackled the mechanics of system design, financing, integration, standards, contracting, and system oversight. However, it is equally important that we explore and understand what has been experienced and learned regarding workforce, shared values, partnership and collaboration, innovation, continuous improvement, flexibility, and defining and achieving outcomes for
children, families, and communities. It is our goal through this paper to explore insights and experiences on some of these issues from a private provider perspective as they surface from our specific emphasis on workforce capacity, quality, and development.

Private human service organizations are accountable for both their performance and the workplace environment they provide for their workforce. In accordance with their mission of fair treatment for families, they are obligated to extend this same quality of fairness to staff and to take responsibility for intervening with dynamics that could negatively influence their ability to achieve the agency’s mission and funder’s requirements. Many of the causes of the child welfare workforce crisis reflect variables outside of the direct control of the private sector. Nonetheless, these organizations are obligated to actively and visibly collaborate and advocate for solutions for those factors that have a negative impact on a plentiful and high-performing workforce. Private agencies also may be better positioned than some public sector entities to create a positive organizational culture, in which their human resources practices align favorably with the values stated in their mission, in part due to their size and organizational structure.

The workforce factors and challenges confronted by the private sector are unique and growing. This paper summarizes discussions among a group of private agency leaders from Alliance member organizations identifying these challenges and providing strategies and recommendations to further a dialogue that will lead to effective solutions. We believe that “every child, every time” deserves excellence in the services they receive. The quality and competency of a high-performing workforce is critical.

Alliance for Children and Families
2006
About the Alliance for Children and Families

The Alliance for Children and Families is celebrating its 100th anniversary in 2011. Created by a merger of Family Services of America and the National Association of Homes and Services for Children in 1998, the Alliance is the premier national association for America’s nonprofit human service organizations. With over 340 members throughout the country in more than 6,700 communities, the Alliance is a natural conduit for information gathering, dissemination, research, and replication. In addition to providing our members with the networking, knowledge, and solutions needed to be high performing organizations, the Alliance works strategically to provide foundations, universities, and other national groups and organizations access to our network of agencies for the purpose of meeting our collective mission to increase the capacity of our members to serve and advocate on behalf of children and families.


The national conference took place in January in Clearwater, Florida. Attendees were limited to 70 leaders of nonprofit organizations that are providing child welfare services. The conference focused on two timely areas of great importance to Alliance members and the field: the child welfare workforce and evidence-based practice. To further our understanding of the workforce issues facing the private sector, Cornerstones for Kids agreed to underwrite a special private sector workforce emphasis for the conference. This allowed the Alliance to bring together some of the best thinking, research, and experience in America on workforce issues and solutions. Participants shared experiences, learned from peer insights, and developed an agenda for moving forward. A focus group of nonprofit child welfare leaders was sponsored by Cornerstones for Kids, represented by Jennifer Miller and led by Mary Lee Allen, director, Child Welfare and Mental Health Division, Children’s Defense Fund, on the state of the workforce in the sector and related issues, challenges, and opportunities. The observations, experience, and recommendations of the nonprofit child welfare leaders in attendance at the conference and those in the focus group were used to inform this white paper about current workforce issues and dynamics facing the nonprofit sector. This paper will be distributed and presented nationally within the public and private sectors in partnership with Cornerstones for Kids.
Child Welfare Workforce: 
Observations and Recommendations for the Private Nonprofit Sector

The following recommendations represent actions that private, public, and academic organizations can undertake individually and collaboratively to create state and national solutions for child welfare workforce issues in the private sector.

Observation #1: There are many variables necessary to create successful child welfare outcomes, but none is as important as workforce quality. While private agencies have considerable control and flexibility in creating positive work environments that contribute to workforce standards, they are ultimately limited in their ability to attract and retain a superior workforce by the adequacy of salaries and benefits. Contracts that fail to provide for even basic cost-of-living rate adjustments are causing significant workforce problems for private agencies.

Recommendation

Public agencies contract with private agencies because they trust them to be good stewards of public funds and to meet desired outcomes. Neither of these expectations can be met without attention to the human resources needed to do the job.

It is not uncommon for private agencies, under contract with the public sector, to receive no increase in their rates for years. When an increase does occur, it is often intermittent and happens only after prolonged advocacy efforts. Obviously, this hampers private agencies from adequately compensating and supporting their workforce and exacerbates the workforce crisis, affecting both recruitment and retention. Unless private agencies raise charitable dollars to offset the lack of fully-funded rates, reduce services, or “burn out” their staff, they simply cannot maintain desired standards and achieve positive long-term outcomes.

An honest contractual process is needed in which straightforward and realistic expectations are laid out by both partners. Matching those expectations with adequate funding is critical. Contracts
should contain clear provisions and resources that will assure the organizational capacity of a private sector agency to develop and sustain a quality workforce.

A model rate-setting template is needed to assist with establishing the appropriate cost of services. This template should take into account the variables that impact an agency’s ability to recruit, develop, and retain the workforce necessary to achieve contract outcomes. Variables that should be considered, but are not limited to, include costs for recruitment, staff development, talent management and leadership development, tuition reimbursement, and employee recognition.

In addition, in the spirit of honest partnership, the public sector needs to openly convey the fact that private agencies are not being fully funded to provide contracted services and meet required standards and outcomes, if that is indeed the case. If the public sector expects private agencies to partially fund the contracted-for services, that should be clearly stated in the request for proposal and contracting process.

Once contracts are in place with clear expectations and openness about the adequacy of funding matching those expectations, contracts should be adjusted annually using a COLA.

Public sector contracts for child welfare services should allow agencies to retain savings realized by controlling unwanted staff turnover for reinvestment in their staff and human resource functions. The Department of Labor estimates that agencies must spend at least one-third of a person’s annual salary every time that position turns over. States and counties that contract out for child welfare services should consider defining a baseline of the actual turnover level and a desired turnover level in their contracts. These contracts should be funded to recognize the costs of current baseline turnover. When agencies successfully achieve and maintain turnover objectives, the dollars saved from the reduction in turnover should be kept within the contract for reinvestment in agency staff and other human resource functions for continued improvement and innovation.
Observation #2: The child welfare workforce must be supported and invested in, even during times of fiscal constraint. This requires both sufficient funding and even greater innovation in cost-controlling techniques. Nonprofits can and must continue to seek and advocate for new and innovative ways to gain greater efficiencies and control spending on overhead, fringe benefits, and infrastructure. This is an area well suited for public-private partnership.

Recommendation

Nonprofits must intensify their efforts to seek efficiencies and cost savings through strategies such as:

- group purchasing
- innovative group insurance programs
- shared administrative services with other agencies
- affiliations and mergers

The public sector can initiate, facilitate, and provide resources for cost savings to create greater innovation and success in private agencies. The state and/or county can contribute to providing “economies of scale” that reduce and control overhead, fringe benefits, and other infrastructure expenditures. Examples include

- State provision of liability immunity to agencies under contract with the state for child welfare activities
- Creation of statewide risk pools for health and liability insurance coverage
- Recognition of national accreditation in lieu of redundant and often less rigorous state licensing oversight and requirements
- Provision of the opportunity to purchase products and services through the state purchasing program
Observation #3: The nonprofit human services sector will continue to experience a high level of executive turnover due to retirements, and it lacks senior leaders who are well prepared for the realities of leading high-performing agencies.

Recommendation

To ensure stable high-performing organizations in the future, nonprofits must be engaged in succession planning at the CEO and managerial levels; they must develop the workforce of today as the future leaders of tomorrow.

A unique strength of nonprofit agencies has been their ability to retain agency leadership for decades. This continuity, not often enjoyed by the public sector, allows for greater investment by the board and agency leadership in innovation, program commitment, and infrastructure development over the long term and contributes to the depth of internal and external relationships the agency enjoys.

However, according to the 2004 Nonprofit Executive Leadership and Transitions Survey conducted by the Annie E Casey Foundation, 72.5 percent of leaders of nonprofits are in the baby boom generation, and this will cause two waves of agency transitions as they retire. The first wave of retirement has started and will go through 2010, and the second will peak in 2020 as all boomers approach retirement age.¹

It is critical that nonprofit boards and leaders commit to active succession planning at all leadership and managerial levels and think creatively about ways to attract and provide career ladders for young professionals.

Thoughtful succession planning allows agencies to better understand the skills, experience, education, and personal characteristics that are and will be critical to future success in this sector. In addition, this intentional focus on succession planning allows agencies to develop a more diverse leadership pool—the source of tomorrow’s senior agency leadership.

With the aging of America, there is also an opportunity for private agencies to recruit experienced leaders from the growing group of older retired adults with significant leadership and administrative skills. Often, they are seeking new careers that provide them with opportunities for making a difference in the life of their communities and neighbors.

**Observation #4:** The field is aggressively moving to develop and replicate evidence-based practice (EBP) models. Currently, EBP models do not include the workforce assumptions critical to replication and successful outcomes.

**Recommendation:**

Evidence-based practice research needs to recognize that elements such as organizational culture, agency infrastructure, and workforce dynamics are critical to successful replication; these elements must be included in practice models.

Nonprofit human service organizations welcome research and science into a complex field as they seek to “do what works.” Nonprofit agencies are also ideal settings for fostering the innovation and creativity required for best and evidence-based practices. Agencies are increasingly building organizational systems for continuous quality improvement and robust case management systems that allow them to turn data collection into knowledge that will positively impact staff and agency performance. As governmental agencies increasingly require evidence-based practice from contracted providers, it is important to understand the workforce and agency assumptions that are critical to successful replication and then support these program elements appropriately.

**Observation #5:** The ability of frontline staff to achieve the outcomes of safety, permanency, and well being for children depends greatly on the quality and commitment of other systems that intersect with the child welfare system. The courts, health care providers, schools, law enforcement, TANF providers, and other community service providers are all critical partners for a case manager attempting to achieve desired outcomes. Often these systems do not coordinate well and lack respect and trust for one another; they seldom share common outcomes and values.
Recommendation

As nonprofit service providers are being asked to perform more child welfare case management activities and are being held accountable for outcomes beyond their direct control, public sector agencies and nonprofit leaders need to assist by assuring that the other systems impacting case outcomes are well coordinated with the child welfare system.

It is the responsibility of both public and nonprofit leaders to engage with these intersecting systems in on-going strategies that will truly unite them in their common purpose, thus providing child welfare staff with the range of resources and partnerships they will need to achieve better outcomes for the children and families they serve.

Observation #6: The schools of social work on which the field currently relies for needed child welfare professionals do not graduate sufficient numbers to meet workforce needs. In some cases, the schools produce staff who do not have a long term commitment to child welfare work. The public and private child welfare systems must continue to work with the schools of social work to produce staff with the right competencies to do the job, and also seek other innovative workforce strategies to attract people to the field.

Recommendation

Many schools of social work are working hard to respond to the demands for a child welfare workforce with the necessary skills and values. However, there is much that still needs to be done to fill the gap between the expectations of young BSW graduates, who enter the workforce with limited life skills and experience, and the realities of work in this field. Too many private employers experience new graduates with narrow preparation focused on basic techniques of counseling and therapy. This limited preparation simply no longer defines the complex work of child welfare, which includes effective engagement of families, case management, and a focus on partnerships with community.

Schools must continue to intensify their efforts to understand, firsthand, the complexities of the case management competencies and to clarify the values needed for success, so that curriculums, faculty presentations, and field placements fully prepare their graduates. Deans and faculty of schools of social work should regularly go out into the field, visit agencies, and experience the
realities of child welfare work today. Furthermore, schools of social work should recognize the applied educational value of field work and provide academic credit toward an MSW or BSW for field experience.

One strategy whose time has come is loan forgiveness. What Teach for America\(^2\) has done for education now needs to be done for social work. Legislation at the state and federal level, as well as philanthropic initiatives, will be necessary to produce adequate loan forgiveness programs.

In addition, public and private sector leaders need to involve the schools of social work in strategic planning, innovation development, research, system reform, development of outcomes, and system accountability.

While professionals with social work degrees will and should continue to be the backbone of the child welfare system, it is time to think creatively in developing an adequate pipeline of plentiful and qualified staff. One resource is the 78.2 million baby boomers in America today. Surveys of this population show a strong trend toward delaying retirement and attempting second and third careers. This population of older Americans with significant professional and life experience represents a great opportunity for meeting the child welfare workforce challenge. Private agencies and the public sector at all levels need to fully examine any barriers that may impede the welcome of older people into the child welfare workforce. This may require funders to relax credentialing requirements and states to consider flexibility in their licensing requirements to give credit for other knowledge, skills, and experience. It also may necessitate creating new approaches to training, staff integration, and staff development that meet the needs of an older workforce.

Agencies could also more fully develop and use family support staff who are culturally diverse, language-proficient, and connected to the communities they serve to work with families and support case managers. This strategy could provide employment for people in the neighborhoods being served who have a wealth of life experience and “street smarts.” This approach is currently being used quite successfully by agencies in New York City, where evaluation has shown that the addition of these trained neighborhood-based paraprofessionals has improved permanency.

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\(^2\) For more information about Teach for America’s loan forbearance and education awards program, visit [http://www.teachforamerica.org](http://www.teachforamerica.org). For additional information on similar loan forgiveness programs, see [http://www.collegeanswer.com/paying/content/pay_loan_forgive.jsp](http://www.collegeanswer.com/paying/content/pay_loan_forgive.jsp).
outcomes for children. This program provides new and younger case managers with mentors who possess significant experience with the families and neighborhoods being served.

In addition, there could be an effort to recruit staff internationally. This strategy, which is being implemented successfully by a few organizations, would also help agencies increase staff diversity while increasing the pool of potential staff. Private agencies will need to engage their federal and state partners to identify any barriers or issues of efficiency or cost effectiveness that would impede them from attracting, welcoming, and developing staff from other countries for child welfare work.

Observation #7: The current Title IV-E regulations prohibiting states from claiming the enhanced rate for training of private sector staff are inconsistent with the current reality in the field toward greater use of contracted agencies and privatization.

Recommendation

In many jurisdictions, private agencies are performing the frontline functions historically performed only by public sector staff. Title IV-E does allow states to claim IV-E administrative funds for reimbursable activities performed by private agencies under contract with public entities. Private agency staff, under public sector contracts, can even be included in random moment time studies used to determine IV-E reimbursement. It is simply inconsistent that on one hand the federal government recognizes the work of private agency staff, but within the same regulations does not recognize them for the enhanced IV-E training reimbursement that is critical to their ability to perform well in their other IV-E eligible work.

The IV-E regulations that prohibit states from capturing the enhanced training incentives for private agency staff performing under public sector contracts must be changed to be consistent with other IV-E regulations and reflect the increasing role private agencies are playing in child welfare systems.

Regardless of whether or not the Title IV-E system is dramatically changed in the future, now is the time for states and private agencies to successfully advocate for eliminating the current federal bias against providing federal cost sharing for the training, development, and advancement of private agency staff performing public child welfare functions.

In addition, as counties and/or states contract out child welfare functions, consideration needs to be given to the capacity and flexibility of Statewide Automated Child Welfare Information Systems (SACWIS). Private agency staff needs easy accessibility to these systems, while assuring confidentiality. In addition, states need to explore and maximize the use of federal IV-E funds for the purchase of equipment for contractor use.

**Observation #8: Current national workload standards need to be validated and modified based on current research and experience.**

**Recommendation**

While some states are conducting workload studies and attempting to implement them, national-level research is needed to update and validate workload standards to be shared by the private and public sectors. This research should include practice standards, case complexity, supervisory factors, assumptions on the use of case management systems, and the connectedness between child welfare outcomes and workforce quality and stability. These revised workload standards should replace the current national benchmarks often used in contracts, accreditation, and litigation.

This research also needs to connect these standards with the Children and Family Service Review (CFSR) outcomes, systemic factors, and the requirements of the Adoption and Safe Families Act. In addition, the CFSR should be expanded to look at more workforce elements than training, elements that influence the retention of workers, such as workload management standards and measures, recruitment, compensation and career ladders.

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Conclusion

The Alliance for Children and Families is hopeful that these observations and recommendations, gathered at the 2006 Alliance National Child Welfare Conference, will assist policy makers, foundations, boards of directors of private agencies, and private and public sector leaders in their efforts to improve outcomes for America’s children and families served by the child welfare system. We have the utmost respect for the work of the many professionals in the field today.

To honor and support them and to ensure access to a high-performing and competent workforce now and in the future, the public and private sectors must work in partnership to develop the short- and long-term strategies that will accomplish their shared goals. We have presented a set of observations and recommendations that we hope can frame a productive dialogue between the public and private sectors, policy makers, and groups and organizations committed to strengthening the public child welfare system and improving outcomes for the children and families it serves. In the coming year the Alliance will be facilitating discussions among member organizations and others with an interest in developing strategies for implementing these recommendations.
Summary of Observations, Recommendations, and Responsible Parties

The following matrix outlines the observations and recommendations cited in this white paper. The party or parties we believe can either implement or play a lead role in engaging other key stakeholders to further analyze these recommendations for appropriateness and implementation have been identified in the matrix.

**SUMMARY OF OBSERVATIONS, SOLUTIONS, AND RESPONSIBILITIES**

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<th>OBSERVATIONS</th>
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<tr>
<td><strong>Contracts that fail to fully fund or provide for basic COLA for child welfare staff in the private sector</strong></td>
<td>Create model rate setting template</td>
<td>☑ Academic</td>
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<td>Government policies that provide annual COLAs for contracts</td>
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<td>Level of funding being provided should match expectations of contract</td>
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<td>Establish public sector contracts that allow private agencies to retain and invest savings realized from controlling staff turnover</td>
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| **High cost of overhead and fringe benefits and inefficiencies of infrastructure** | Nonprofits establish strategies for  
  • group purchasing  
  • innovative group insurance programs  
  • shared administrative services with other agencies  
  • affiliations and mergers                                                                                                                                                                         | Academic ✓ Private □ Public |
| The state and/or county contributes to providing “economies of scale” such as  
  • State provision of liability immunity to agencies under contract with the state  
  • Creation of statewide risk pools for health and liability insurance coverage  
  • Recognition of national accreditation in lieu of redundant/lesser state licensing  
  • Providing private, contracted agencies opportunities to purchase products/services through state purchasing program |                                                                                                                                                                                                        | Academic □ Private ✓ Public |
| **High executive turnover and lack of senior leaders who are well-prepared to lead high-performing agencies.** | Thoughtful succession planning that focuses on critical skills, experience, education, and personal characteristics needed to lead high-performing nonprofit agencies  
  Recruitment from the growing pool of older retired adults with significant leadership and administrative skills | Academic □ Private ✓ Public |
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<td>EBP models do not include the workforce assumptions critical to replication and successful outcomes</td>
<td>Evidence-based practice research includes the development of fidelity elements for organizational culture, agency infrastructure, and workforce dynamics that underlie successful replication</td>
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<td>Poor coordination of collateral systems impacting case outcomes in the child welfare system</td>
<td>The courts, health care providers, schools, law enforcement, TANF providers, and other community service providers, both public and private, partner to engage in on-going strategies that will coalesce with these other intersecting systems in order to provide child welfare staff with the range of resources and partnerships they will need to achieve better outcomes for the children and families they serve</td>
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<td>Expectations and preparation of child welfare professionals from schools of social work need further improvement</td>
<td>Deans and faculty of schools of social work regularly go out in the field, visit agencies, and experience first hand the realities of child welfare work today</td>
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| **Inadequate pipeline of child welfare professionals from schools of social** | Schools of social work recognize the applied educational value of field work and provide academic credit toward an MSW or BSW for field experience | ☑ Academic  
☐ Private  
☐ Public |
| **Recruit older Americans into the child welfare workforce**                  | ☐ Academic  
☑ Private  
☑ Public | |
| **Fully develop and use culturally diverse and language proficient paraprofessionals from the neighborhoods being served to work with families and support case managers** | ☐ Academic  
☑ Private  
☑ Public | |
| **Recruit staff internationally**                                            | ☐ Academic  
☑ Private  
☑ Public | |
| **Establish loan forgiveness programs**                                       | ☑ Academic  
☑ Private  
☑ Public | |
| **Title IV-E regulations against providing federal cost sharing for the training, development, and advancement of private agency staff performing public child welfare functions** | Change regulations to reflect the increasing role private agencies are providing in child welfare systems | ☐ Academic  
☐ Private  
☑ Public |
| **Workload standards are outdated**                                          | Research to update and validate workload standards to be shared by the private and public sectors | ☑ Academic  
☐ Private  
☐ Public |