

**Performance Audit Division** 

Performance Audit

# Department of Economic Security— Division of Children, Youth and Families—

Prevention Programs

JULY • 2007 REPORT NO. CPS-0701



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DEBRA K. DAVENPORT, CPA AUDITOR GENERAL WILLIAM THOMSON DEPUTY AUDITOR GENERAL

July 26, 2007

Members of the Arizona Legislature

The Honorable Janet Napolitano, Governor

Ms. Tracy Wareing, Director Arizona Department of Economic Security

Transmitted herewith is a report of the Auditor General, a Performance Audit of the Department of Economic Security, Division of Children, Youth and Families—Prevention Programs. This report was prepared pursuant to and under the authority vested in the Auditor General by Arizona Revised Statutes §41-1966.

As outlined in its response, the Department of Economic Security agrees with the finding and plans to implement all of the recommendations.

My staff and I will be pleased to discuss or clarify items in the report.

This report will be released to the public on July 27, 2007.

Sincerely,

Debbie Davenport Auditor General

Attachment

### SUMMARY

#### **Our Conclusion**

The Division uses many effective practices to monitor its prevention program contractors. It can further enhance its oversight by implementing a few changes, including verifying contractors are adhering to the inkind match requirement and basing payment for site visits on receipt of the written site visit report.

#### Agency Comments

The Department agrees with the finding and will implement the recommendations. See gold pages for its full response.

This audit was conducted under the authority vested in the Auditor General by Arizona Revised Statutes (A.R.S.) §41-1966.

# Division can further enhance oversight of its prevention programs (see pages 5 through 9)

The Department of Economic Security's Division of Children, Youth and Families' (Division) Office of Prevention and Family Support administers two state-wide prevention and family support programs and uses contractors to provide program, quality assurance, training, and evaluation services.

- Healthy Families Arizona (HFAz) is a community-based, home-visiting program providing information, guidance, and emotional and practical support directly to families in their homes. In fiscal year 2006, it served 5,173 families at a cost of \$14.9 million. The Division also spent approximately \$1.5 million on quality assurance, training, and evaluation services.
- Family Support, Preservation and Reunification/Promoting Safe and Stable Families (PSSF) is a community-based program offering family support and preservation services such as parenting skills training and emergency human services including rent and utility assistance, food boxes, emergency shelter, diapers, and clothing. In fiscal year 2006, it served 7,292 families at a cost of almost \$3.6 million. The Division also spent approximately \$110,000 to evaluate the program.

The Division uses many effective practices to monitor its prevention program contractors. However, there are a few additional measures it can take to further enhance its oversight, including:

- Verifying PSSF program contractors' compliance with the contractual requirements for a 25 percent in-kind match and 10 percent administrative expenditure limitation;
- Continuing to routinely include direct observations of clients receiving services during its PSSF program site-visit monitoring to better assess service quality and identify training needs;
- Ensuring PSSF program contractors demonstrate that client services are being provided as reported;
- Continuing to base the payment for HFAz site visits on the submission of the written site-visit report to ensure that the Division does not pay for these services before they are actually provided; and
- Continuing to centralize documentation on HFAz and PSSF program contractor performance issues so contractor performance can be effectively evaluated and acted on as necessary.

# BACKGROUND

The Division's Office of Prevention and Family Support administers the following two state-wide prevention programs:

**HFAz** is a communitybased, voluntary home-visitation program intended to prevent child maltreatment, enhance parent-child interaction, and promote child health and development by promoting positive parenting skills and helping parents set and achieve goals for themselves and their children.

PSSF is a community-based, voluntary program offering family support and preservation services intended to improve the well-being of families, enhance family functioning, foster a sense of self-reliance, reduce risk factors, and stabilize families.

# Division administers state-wide prevention and family support programs

The Division's Office of Prevention and Family Support administers the following two state-wide prevention and family support programs:

Healthy Families Arizona (HFAz)—This program, which was initiated in 1991, is a community-based, voluntary home-visitation program intended to prevent child maltreatment, enhance parent-child interaction, and promote child health and development by promoting positive parenting skills and helping parents set and achieve goals for themselves and their children. Home visitation services are delivered by trained home visitors who provide information, guidance, and emotional and practical support directly to families in their homes. Services begin during pregnancy or at a child's birth and can last up to 5 years. Families may be visited anywhere from weekly to quarterly, depending on the family's level of need.

The Department contracts with 13 community agencies to implement the HFAz program. The contractors are responsible for establishing program sites, or teams, typically composed of a supervisor, four home visitors, a family assessment worker, and a secretary. These teams are located in areas meeting specific criteria such as underutilization of healthcare services and low income.

#### HFAz program goals

- Reducing child abuse and neglect
- Promoting child wellness and proper development
- Strengthening family relations
- Promoting family unity
- Reducing dependency on drugs and alcohol

Source: A.R.S. §8-701.C.

In addition to contracting for program services, the Department contracts for two quality assurance site visits annually to each HFAz location, initial and ongoing training for HFAz program staff, and program evaluation. The Division expended approximately \$1.5 million for these services in fiscal year 2006.

The HFAz program has undergone significant expansion since it began in 1991. Initially, there were only two program sites, in Tucson and Prescott. By 2003, the program had expanded to 23 sites across the State. As of May 2007, there were 58 program sites serving more than 150 Arizona communities.

Table 1: Number of Families Enrolled in the HFAz Program

Fiscal Years 2004, 2005, and 2006

Fiscal year	Families not	Families	Total
	actively	actively	families
	engaged <sup>1</sup>	engaged	served
2004	219	2,137	2,356
2005	559	3,096	3,655
2006	1,216	3,957	5,173

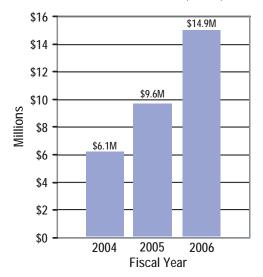
Actively engaged families are those that participated in at least four home visits.

Source: Auditor General staff summary of data from HFAz annual evaluation reports for 2004, 2005, and 2006 prepared by LeCroy & Milligan Associates, Inc.

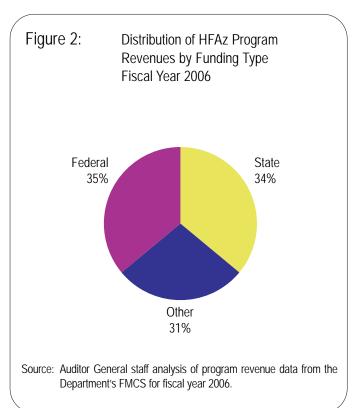
With more program sites, HFAz has experienced significant growth in the number of families served. As shown in Table 1, in fiscal year 2006, the program reported serving 5,173 families, more than twice the number served in 2004. However, during the same period, the percentage of families actively engaged in the program has declined from 91 percent to 76 percent.<sup>1</sup>

As shown in Figure 1, program costs have also increased, with approximately \$14.9 million being expended for home visitation services in fiscal year 2006. The HFAz program's revenue comes from various sources, including the State General Fund and the federal Temporary Assistance for Needy Families block grant (see Figure 2).<sup>2</sup>

Figure 1: HFAz Program Expenditures for Home Visitation Services Fiscal Years 2004, 2005, and 2006



Source: Auditor General staff analysis of program expenditure data from the Department's Financial Management and Control System (FMCS) for fiscal years 2004, 2005, and 2006.



- In the Healthy Families Arizona Evaluation Report FY2006, it was noted that part of the explanation for the lower family engagement rate may stem from program start-up challenges faced by many of the new HFAz sites, including finding qualified staff and developing their family engagement skills.
- Other revenue sources for the HFAz program included Arizona Proposition 204 (tobacco settlement); the Arizona Lottery; the Arizona Governor's Office for Children, Youth and Families; the Arizona Child Abuse Prevention Fund; and a federal Community-based Child Abuse Prevention grant.

Family Support, Preservation and Reunification/Promoting Safe and Stable Families (PSSF)—This program offers two broad categories of prevention services: family support and family preservation. Services include childcare, family planning, health education, parenting skills training, and emergency human services such as rent and utility assistance, food boxes, emergency shelter, diapers, and clothing. The services are community-based, voluntary, and intended to improve families' well-being, enhance family functioning, foster a sense of self-reliance, reduce risk factors, and stabilize families. Families may refer themselves directly for services or be referred by another entity, such as law enforcement, as long as they have at least one child under the age of 18.

Family support services are preventative services intended to enhance parents' ability to create stable and nurturing home environments that promote the safety of all family members and healthy child development.

Family preservation services are intended to preserve and reunite families through intensive services that enhance families' ability to create safe, stable, and nurturing environments.

Source: Auditor General staff summary of the Department's request for proposal for PSSF service providers.

The Department has 13 contracts with private agencies and 7 agreements with tribes to provide PSSF program services. Contractors may provide family support, family preservation, or both. Since April 2005, PSSF services have been available in 14 of the State's 15 counties. In addition to contracting for PSSF program services, the Department contracts for an annual evaluation of the PSSF program. In fiscal year 2006, evaluation services cost approximately \$110,000.

In fiscal year 2006, the PSSF program served 7,292 families, with 53 percent receiving 2 hours or more of services. As shown in Table 2, while there has been a slight decrease in families served since fiscal year 2004, the percentage of families receiving 2 or more hours of service has steadily increased, from 39 percent to 53 percent.

Table 2: Number of Families Enrolled in the PSSF Program
Fiscal Years 2004, 2005, and 2006

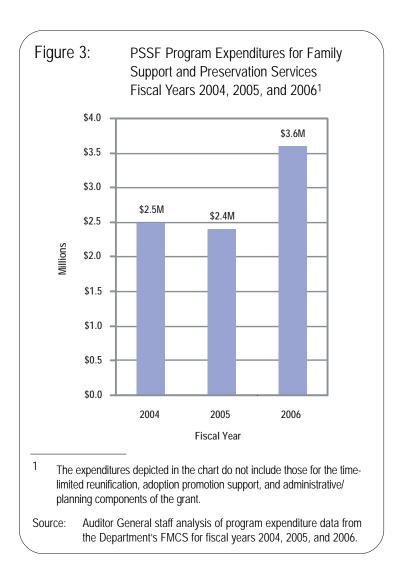
Fiscal year	Families receiving less than 2 hours of service	Families receiving 2 or more hours of service	Total families served
2004	4,543	2,962	7,505
2005	3,228	2,997	6,225
2006	3,415	3,877	7,292

Source: Auditor General staff summary of data provided by

the Division.

<sup>1</sup> La Paz is the only county not served by any of the PSSF contractors.

The PSSF program is primarily supported with federal Title IV-B, Part II (Promoting Safe and Stable Families) grant monies, although the State is required to contribute a 25 percent match.<sup>1</sup> As shown in Figure 3, in fiscal year 2006, the PSSF program expended almost \$3.6 million for family support and preservation services.



In addition to funding family preservation and family support services offered through the Divison's PSSF program, the federal PSSF grant funds two other broad categories of services: (1) time-limited reunification and (2) adoption promotion support. These services are provided by the Department, but not through the Division's Office of Prevention and Family Support. Federal authorizing statute requires that a significant portion of the monies must be spent on each of the four program areas. Federal program instruction indicates that a state must have an especially strong rationale if the percentage provided is below 20 percent for any one of the four service categories. The remaining 20 percent may be spent for administration and planning and service coordination-related activities.

### **FINDING**

The Division can enhance its oversight of its HFAz and PSSF prevention program contractors. Contract monitoring helps protect public funds and the clients being served by identifying and reducing fiscal or program risks as early as possible. The Division uses many effective practices to monitor its HFAz and **PSSF** prevention program contractors, such as using qualified monitoring staff and conducting on-site reviews. It can enhance its monitoring by making a few improvements, including verifying that PSSF contractors are adhering to the in-kind match requirement and basing payment for HFAz site visits on receipt of the written site visit report.

# Division can further enhance oversight of its prevention programs

### Contract monitoring important

Contract monitoring helps protect public funds and the clients being served by identifying and reducing fiscal or program risks as early as possible. Specifically, monitoring helps ensure that contractors comply with contract terms and conditions, that performance expectations are achieved, and that any problems are identified and resolved in a timely manner. Additionally, proper contract oversight is important because in service contracts such as those for the HFAz and PSSF programs, there is often no end product resulting from the expenditure of tax dollars. Rather, monitoring and contractor surveillance should ensure they are providing the services contracted for in accordance with the agreement's terms.

# Division's monitoring of HFAz and PSSF program contractors incorporates many effective practices

The Department contracts for the services the HFAz and PSSF prevention programs provide. Additionally, it contracts for quality assurance services to assist in monitoring the HFAz program contractors. The Division uses many effective practices to monitor its contractors. For example, the Division:

Uses qualified monitoring staff—National literature on best practices for contracting for services states that contracting staff should possess adequate skills and have the necessary training to properly manage the contract.¹ All staff involved in monitoring the Division's HFAz and PSSF prevention programs are trained for their respective responsibilities. The Division uses a contractor to monitor HFAz, and its staff receive extensive mentoring in conducting site visits. They also attend National Prevent Child Abuse America training to become certified peer reviewers for the Healthy Families credentialing program and undergo formal training to become certified Healthy Families trainers. Division monitoring personnel also receive mentoring in their respective responsibilities and have access to procurement-related trainings coordinated through the Department's Office of Procurement. For example, the Office of Procurement arranged for the Arizona Procurement Institute to provide training on monitoring contractor performance in March 2007.

National State Auditors Association. Contracting for Services: A National State Auditors Association Best Practice Document. Lexington, KY: National State Auditors Association, 2003.

effective monitoring practice. 1,2 Both the HFAz and PSSF program contractors receive site visits. The Division's quality assurance contractor's staff conduct two site visits a year at each HFAz location to ensure adherence to HFAz critical elements and credentialing standards, and provide technical assistance as needed. Activities performed during these site visits include examining client files and other documents, observing staff providing services to families, and reviewing supervisors' compliance with internal quality management tasks, such as observing at least two home visits per worker, per quarter. After each visit, monitoring staff review findings with program site staff and provide any needed or requested technical assistance. In addition, a written report summarizing the findings is mailed to the program site. For the PSSF program, division monitoring staff conduct many of the same activities during their annual visits of PSSF program contractors and also conduct exit meetings and provide written summaries of the site visit findings.

Conducts periodic on-site reviews and observations—Washington State's *Guide to Client Service Contracting* notes on-site reviews and observations as an

**Critical elements** are a set of best practice standards reflecting over 20 years of research into the best outcomes in home visitation programs.

- Addresses contractor performance deficiencies promptly—According to best practices identified in the State of Washington's *Guide to Client Service Contracting*, monitoring staff should immediately address deficiencies in contractor performance, including poor quality of service, failure to perform all or part of the contract, and chronically late report submissions. Monitoring staff for the HFAz and PSSF programs promptly address contractor deficiencies following a similar process. Specifically, after a site visit, the site supervisor is given a copy of the contents of the exit meeting, including any areas of followup required. The site is given a timeline to complete the follow-up task(s) and must provide evidence of completion to the program monitor. If the follow-up issues are serious and reflect a lack of contractual or credentialing compliance, or the site does not complete its follow-up task(s), division management is immediately notified and participates in developing additional corrective actions.
- Verifies billing invoices—According to the State of Washington's Guide to Client Service Contracting, monitoring staff should review all invoices for payments against contract terms and pricing. No payment should be made unless the work is satisfactory and in accordance with contract terms. The HFAz and PSSF program contractors who provide program services submit their billing invoices monthly to the Division. Division staff review the contract files to verify that the

Washington State Office of Financial Management. Guide to Client Service Contracting. Olympia, WA: Washington State Office of Financial Management, October 2004.

Auditors' review of literature on effective contract administration practices found that the client service and personal service guides issued by the Washington State Office of Financial Management provide a comprehensive discussion of contracting best practices, including those governing contract monitoring.

<sup>3</sup> Credentialing helps the program monitor and maintain quality over the long term. As of May 2007, all individual HFAz sites having undergone the credentialing review have been certified as credentialed sites by Prevent Child Abuse America. Further, Arizona's Healthy Families program was awarded the state-wide/multi-site credential in April 2000, the first to be awarded nationally, and was re-credentialed in November 2004. Although the next re-credentialing of HFAz was scheduled for November 2008, it has been extended to 2009 due to the heavy demand for credentialing reviews by Prevent Child Abuse America.

invoices include the correct rates and ensure monies are available for payment. The information on the invoice is also reconciled against the supporting documentation provided with the bill.

## A few changes will enhance oversight

While the processes for monitoring the HFAz and PSSF prevention program contractors incorporate many effective monitoring practices, there are still a few improvements that can be made. Specifically, the Division should:

• Verify PSSF contractors comply with in-kind match and administrative expenditure limit—Although the Division has taken steps to ensure that the PSSF program contractors comply with most of the contract provisions, it needs to verify their compliance with two other requirements. First, the Division does not ensure that the PSSF program contractors provide or obtain a 25 percent in-kind match as the contract requires. The in-kind match requires the contractor to match 25 percent of the amount they receive under the contract with cash, donations, administrative costs not claimed in the proposal budget, contributions from other collaborative partners or other agencies and staff, or volunteer time not paid through the contract. Further, for the match to be considered "in-kind", it must be relevant to the program. Although most PSSF program contractors had in-kind obligations of \$50,000 or less in fiscal year 2006, one contractor received more than \$1 million for the program and, therefore, had an in-kind obligation of approximately \$260,000.

Second, the Division has not been monitoring PSSF program contractors' compliance with the requirement that not more than 10 percent of the funding provided under the PSSF contract be used for administrative costs. Therefore, the Division should develop and implement a process to verify PSSF program contractors' compliance with the in-kind match and administrative expenditure limitation requirements. Division administration agrees that it needs to monitor compliance with these requirements and is developing a verification process to implement as part of the Division's PSSF program monitoring.

Observe PSSF contract staff provide client services and obtain additional client feedback—Although the Division conducts site visits of its PSSF program contractors, until March 2007, division monitoring staff did not routinely include observations of the contractor's staff providing client services. According to best practices identified in the State of Washington's Guide to Client Service Contracting, when conducting site visits, monitoring staff should observe operations and interview clients about services received whenever possible. These activities are useful for helping assess the quality of services and service

The Division's PSSF prevention program is federally funded, and federal guidelines require that no more than 10 percent of these monies be used for administrative costs.

delivery and may provide insight into areas where additional training or technical assistance is needed. During the course of the audit, the Division began conducting direct observations of service provision during its on-site monitoring of the PSSF program contractors and should continue with this practice.

Additionally, to help ensure services being billed for by the PSSF program contractors were actually provided, the Division should develop and implement a process to obtain client verification. For example, the Division might consider having PSSF monitoring staff call a random sample of families who have received services, according to the contractor, to confirm the information. Alternately, the Division might use a process similar to one used for the HFAz program sites. Specifically, the HFAz site supervisors must contact two families per worker, per quarter to determine parent satisfaction with program services and document the results of the contacts. This information is reviewed by HFAz monitoring staff during the site visits. The Division reports that in June 2007, the PSSF sites will begin implementing a process to demonstrate that client services are being provided as reported. This information will be reviewed by PSSF monitoring staff during site visits.

- Ensure HFAz site visit occurs before approving payment—Until February 2007, the Division's payment approval process did not ensure the HFAz site visits conducted by its quality assurance contractor had occurred before the quality assurance contractor was paid for this service. According to the State of Washington's *Guide to Personal Service Contracting*, before authorizing payment, contract managers should ensure that the contractor has adequately demonstrated the satisfactory delivery of services as agreed to in the contract. However, auditors' review of invoices from January through August 2006 found the Division was billed for and paid \$14,000 for two site visits that had not yet occurred. The contractor subsequently performed the required visits. The Division and the contractor have both since revised their procedures, and payment will now be based on the submission of the written site visit reports.
- Ensure contractor performance is consistently documented—Although the Division monitors its HFAz and PSSF program contractors, it lacks systems for ensuring documentation regarding contractor performance issues is maintained and accessible. This documentation is important for properly evaluating contractor performance in case additional action, such as a demand for assurance letter, is required. In May 2007, the Division began implementing a system to centralize information on each HFAz and PSSF program contractor's performance. The Division should continue to maintain contractor performance information in a centralized location and ensure that it includes information on performance issues noted by any personnel monitoring the contractor.

Demand for assurance letter is a formal request to the contractor for immediate resolution of contractual issues. These letters are used when serious and/or chronic noncompliance issues are found.

Washington State Office of Financial Management. *Guide to Personal Service Contracting*. Olympia, WA: Washington State Office of Financial Management, July 2004.

#### Recommendations:

- The Division should develop and implement a process to verify PSSF program contractors' compliance with the contractual requirements for a 25 percent in-kind match and 10 percent administrative expenditure limitation.
- 2. The Division should continue to include direct observations of service provision during its PSSF program site visit monitoring.
- 3. The Division should ensure PSSF program contractors adequately demonstrate client services are being provided as reported.
- 4. The Division should continue to base payment for HFAz program site visits on the submission of the written site visit reports.
- The Division should continue to centralize documentation on HFAz and PSSF program contractor performance issues and ensure that issues noted by all personnel monitoring the contracts are included.

# AGENCY RESPONSE



#### \_ARIZONA DEPARTMENT OF ECONOMIC SECURITY

1717 W. Jefferson - P.O. Box 6123 - Phoenix, AZ 85005

Janet Napolitano Governor Tracy L. Wareing Director

July 20, 2007

Ms. Debbie Davenport Auditor General Office of the Auditor General 2910 North 44 Street, Suite 410 Phoenix, Arizona 85018

Dear Ms. Davenport:

The Department of Economic Security wishes to thank the Office of the Auditor General for the opportunity to respond to the recently completed audit of the Office of Prevention and Family Support located within the Division of Children, Youth and Families.

The Department is pleased your office recognized the excellent job the Office of Prevention and Family Support is doing to ensure providers are in contract compliance, which ultimately means program families receive high quality services.

The Division of Children, Youth and Families is dedicated to the Department's mission which states "The Arizona Department of Economic Security promotes the safety, well-being and self-sufficiency of children, adults and families" and understands that prevention is the first step to ensuring child safety in the community. We are confident that our nationally recognized and credentialed Healthy Families Arizona home visitation program and our Promoting Safe and Stable Families program are effective programs that assist families achieve a better outcome in life thus ensuring child safety.

The Department agrees with and is currently implementing the recommendations.

If you have any questions, please contact Ken Deibert, Deputy Director, Division of Children, Youth and Families, at (602) 542-3598, or me at (602) 542-5757.

Sincerely,

Tracy L. Wareing Director

### ARIZONA DEPARTMENT OF ECONOMIC SECURITY'S RESPONSE TO THE OFFICE OF THE AUDITOR GENERAL'S REPORT ON PREVENTION PROGRAMS

The Department's response to the Auditor General recommendations is described below.

#### **RECOMMENDATION 1:**

The Division should develop and implement a process to verify PSSF program contractors' compliance with the contractual requirements for a 25 percent in-kind match and 10 percent administrative expenditure limitation.

#### **DES Response:**

The finding of the Auditor General is agreed to and the audit recommendation will be implemented.

A process has been developed and was implemented in July 2007 to address this finding of the audit.

#### **RECOMMENDATION 2:**

The Division should continue to include direct observations of service provision during its PSSF program site visit monitoring.

#### **DES Response:**

The finding of the Auditor General is agreed to and the audit recommendation will be implemented.

A process has been developed and was implemented in March 2007 to address this finding of the audit.

#### **RECOMMENDATION 3:**

The Division should ensure PSSF program contractors adequately demonstrate client services are being provided as reported.

#### **DES Response:**

The finding of the Auditor General is agreed to and the audit recommendation will be implemented.

A process has been developed and was implemented in June 2007 to address this finding of the audit.

Division of Children, Youth and Families Response to Auditor General's Report Prevention Programs Page 2

#### **RECOMMENDATION 4:**

The Division should continue to base payment for HFAz program site visit on the submission of the written site reports.

#### **DES Response:**

The finding of the Auditor General is agreed to and the audit recommendation will be implemented.

A process has been developed and was implemented in February 2007 to address this finding of the audit.

#### **RECOMMENDATION 5:**

The Division should continue to centralize documentation on HFAz and PSSF program contractor performance issues and ensure that issues noted by all personnel monitoring the contracts in included.

#### **DES Response:**

The finding of the Auditor General is agreed to and the audit recommendation will be implemented.

A process has been developed and was implemented in May 2007 to address this finding of the audit.

# **CPS** Reports Issued

Performance Audits		Information Briefs	
CPS-0501	CHILDS Data Integrity Process	IB-0401	DES' Federal Title IV-E Waiver Demonstration Project Proposal
CPS-0502	Timeliness and Thoroughness of Investigations	IB-0501	Family Foster Homes and Placements
CPS-0601	On-the-Job Training and Continuing Education	IB-0502	Revenue Maximization
		IB-0601	In-Home Services Program
		IB-0701	Federal Deficit Reduction Act of 2005
		IB-0702	Federal Grant Monies

#### **Questions and Answers**

QA-0601 Substance-Exposed

Newborns

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