

eligible and reimbursable children. This drop was a result of two actions by the statewide eligibility unit (SEU). First, to reflect recent changes in federal law, the SEU has been following a more rigorous application of federal rules in determining IV-E eligibility and reimbursability. Second, when the state becomes the guardian of a child, the SEU redetermines the child's IV-E eligibility and reimbursability status. Until the SEU does this, the child is not considered to be IV-E eligible. The SEU experienced a backlog of cases in 2003-04 so cases were initially determined to be non-IV-E eligible but later were found to be IV-E eligible. DHFS can make a retroactive claim for the maintenance costs of these children for the time when the eligible children were not considered eligible. Since the SEU has eliminated the backlog of cases, DHFS believes that the IV-E reimbursement rate will increase in 2004-05.

*Milwaukee Child Welfare Aids.* DHFS projects a balance of \$2,907,900 GPR in out-of-home care costs in 2003-04 in the Bureau of Milwaukee Child Welfare. This balance is due to lower out-of-home care caseloads in Milwaukee County than projected in Act 33. Therefore, DHFS proposes transferring \$988,000 GPR from the Milwaukee child welfare aids appropriation to address the shortfall for the state foster care and adoption assistance program.

DHFS is in the process of submitting a request to DOA to encumber the remaining balance of \$1,919,900 GPR in the Milwaukee child welfare aids appropriation in 2003-04 and use these funds to support calendar year 2004 costs in 2004-05. This would allow DHFS to use the current funding budgeted in 2004-05 for calendar year 2004 costs for other Department priorities in the Bureau of Milwaukee Child Welfare. These include: (a) possible transition costs from a change in the agencies contracted for services in the Bureau; (b) increased costs from utilization of services by the families involved in the child welfare system; and (c) potentially supporting the costs of guardian ad litem in uncontested termination of parental rights (TPR) cases. Except for the higher service costs, DHFS does not yet know if these costs will materialize. However, DHFS staff believe that encumbering the surplus funds from the Milwaukee child welfare aids appropriation would allow DHFS to cover these costs, if they arise, within the funding available for the Bureau of Milwaukee Child Welfare.

*Projected Costs for 2004-05.* Due to the reduced federal reimbursement rates and the slightly higher number of children in the adoption assistance program, expenditures in the state foster care and adoption assistance program for 2004-05 are likely to be higher than the amounts budgeted in Act 33 [\$74,960,100 (\$39,505,600 GPR and \$35,454,500 FED)]. At this time, total costs are projected to be \$76,630,900 (\$42,588,200 GPR and \$34,042,700 FED) in 2004-05. Therefore, an additional \$3,082,600 GPR will be needed to fully fund the program in the next fiscal year.

*Options.* The state is required to make foster care payments on behalf of children for whom it serves as guardian. These payments are based on the uniform foster care rate established by statute and supplemental foster care rates determined according to guidelines specified in administrative rule. Adoption assistance payments are based on the foster care payment made on behalf of the child prior to adoption and are established by written agreements between the state and

the adoptive family. Consequently, adoption assistance payments to families cannot be modified or delayed.

The actual and projected GPR costs for the state foster care and adoption assistance program will exceed the amount provided in Act 33. Therefore, the Committee may wish to approve a one-time transfer of \$988,000 GPR from the appropriation for Milwaukee child welfare aids to the state foster care and adoption assistance appropriation in 2003-04 to fully fund the estimated costs of providing foster care and adoption assistance payments in 2003-04.

Alternatively, in light of the projected \$3,082,600 GPR shortfall in funding that will be required to support state foster care and adoption assistance payments in 2004-05 and the Department's intent to encumber \$1,919,900 in funding budgeted in 2003-04 for Milwaukee child welfare aids to prevent these funds from lapsing, the Committee could, in addition to approving the DHFS request, transfer \$1,919,900 GPR from the 2004-05 appropriation for Milwaukee child welfare aids to the 2004-05 appropriation for state foster care and adoption assistance payments to partially address this projected shortfall. Under this alternative, the 2004-05 GPR projected shortfall for the payments would be reduced from \$3,082,600 GPR to \$1,162,700 GPR. The balance of this projected shortfall would need to be addressed at a later time, either under a s. 13.10 request or separate legislation.

## **ALTERNATIVES**

1. Approve the Department's request to transfer \$988,000 GPR from the Milwaukee child welfare aids appropriation to the state foster care and adoption assistance appropriation in 2003-04.

2. Approve the Department's requested funding transfer in 2003-04. In addition, transfer \$1,919,900 GPR from the Milwaukee child welfare aids appropriation in 2003-04 to the state foster care and adoption assistance appropriation in 2004-05 to partially address a projected \$3,082,600 GPR shortfall in funding for foster care and adoption assistance payments in that year.

Prepared by: Yvonne M. Onsager

June 30, 2004

Ms. Joyce A. Thomas  
Regional Administrator  
Administration for Children and Families  
233 N. Michigan Avenue, Suite 400  
Chicago, IL 60601-5519

Dear Ms. Thomas:

Enclosed is the Wisconsin Child and Family Services State Plan for FFY 2005, which includes Title IV-B, Child Abuse Prevention and Treatment Act (CAPTA), Chafee Foster Care Independence Program (CFCIP), Chafee Education and Training Vouchers (ETV) and the Annual Progress and Services Report for those programs. The plan also includes section on the Adoption Program and Tribal Child Welfare. The progress reports reflect activity in FFY 2003, with a concentration on activity during calendar year 2003. The plan includes the amount of requested funds for IV-B Subpart I and Subpart II, CAPTA, CFCIP and ETV for FFY 2005 with detailed budgets included.

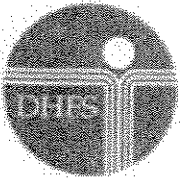
Should you have any questions or comments or need additional clarification regarding the Child and Family Services Plan, please contact Mark Campbell, Director of the Bureau of Programs and Policies in the Division of Children and Family Services at (608) 266-6799 or by email at [Campbmd@dhfs.state.wi.us](mailto:Campbmd@dhfs.state.wi.us).

Thank you for the continued federal support of Wisconsin's families.

Sincerely,

Kenneth Munson  
Deputy Secretary

Enclosures



State of Wisconsin  
Department of Health and Family Services

---

Jim Doyle, Governor  
Helene Nelson, Secretary

June 30, 2004

Ms. Joyce A. Thomas  
Regional Administrator  
Administration for Children and Families  
233 N. Michigan Avenue, Suite 400  
Chicago, IL 60601-5519

Dear Ms. Thomas:

Enclosed is the Wisconsin Child and Family Services State Plan for FFY 2005, which includes Title IV-B, Child Abuse Prevention and Treatment Act (CAPTA), Chafee Foster Care Independence Program (CFCIP), Chafee Education and Training Vouchers (ETV) and the Annual Progress and Services Report for those programs. The plan also includes section on the Adoption Program and Tribal Child Welfare. The progress reports reflect activity in FFY 2003, with a concentration on activity during calendar year 2003. The plan includes the amount of requested funds for IV-B Subpart I and Subpart II, CAPTA, CFCIP and ETV for FFY 2005 with detailed budgets included.

Should you have any questions or comments or need additional clarification regarding the Child and Family Services Plan, please contact Mark Campbell, Director of the Bureau of Programs and Policies in the Division of Children and Family Services at (608) 266-6799 or by email at [Campbmd@dhs.state.wi.us](mailto:Campbmd@dhs.state.wi.us).

Thank you for the continued federal support of Wisconsin's families.

Sincerely,

Kenneth Munson  
Deputy Secretary

Enclosures



DIVISION OF CHILDREN AND FAMILY SERVICES

1 WEST WILSON STREET  
P O BOX 8916  
MADISON WI 53708-8916

Telephone: 608-267-3905  
FAX: 608-266-6836  
www.dhfs.state.wi.us

Jim Doyle  
Governor

Helene Nelson  
Secretary

State of Wisconsin

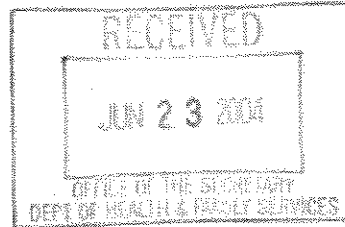
Department of Health and Family Services

Date: June 23, 2004

To: Kenneth Munson, Deputy Secretary

From: Kitty Kocol, DCFS *WAT*

Re: Child and Family Services Plan for FFY 2005



Attached for your approval is the Wisconsin Child and Family Services State Plan package for Federal Fiscal Year (FFY) 2005, which includes Title IV-B Subparts I and II, Child Abuse Prevention and Treatment Act (CAPTA), Chafee Foster Care Independence Program (CFCIP), Chafee Education and Training Vouchers (ETV) and the Annual Progress and Services Report for those programs. The plan also includes section on the Adoption Program and Tribal Child Welfare. The Child and Family Services Plan is due on June 30 for the Federal Fiscal Year starting October 1.

This plan is a "5-year" plan that identifies child welfare objectives for DCFS for the period of FFY 2005 - 2009. These objective include items from the Program Enhancement Plan (PEP), the Governor's Kids First initiative, and other items that have been identified as priorities by DCFS. The objectives are organized based on the seven overarching strategies developed for the PEP. The plan has been developed with extensive input from the PEP Core team, the Child Welfare Executive Steering Committee, Tribes, and other stakeholders.

- Title IV-B Subpart 1 funds for Child Welfare Services are used for Community Aids, Youth Aids, Runaway Service Programs and DCFS operations. The FFY 2005 plan is a continuation of prior activities.
- Title IV-B Subpart 2 funds for Promoting Safe and Stable Families (PSSF) are used for local PSSF programs, adoption services, Coordinated Service Teams, Bureau of Milwaukee Child Welfare network services and DCFS operations. Beginning in FFY 2005, Subpart II funds will be used to support a tribal training partnership and cover POCAN technical assistance costs previous funded by CAPTA. The plan includes additional funding for county PSSF programs beginning in CY 2005.
- CAPTA funds are used for child protective services training and technical assistance to local agencies and DCFS operations. For FFY 2005, CAPTA technical assistance costs are being funded out of IV-B Subpart II to allow more CAPTA funds to be devoted to child abuse and neglect projects related to the PEP and new federal CAPTA program requirements.
- CFCIP funds are used for Independent Living (IL) program services by local agencies, IL services for youth in Department of Corrections aftercare, an evaluation by Chapin Hall, and DCFS operations. In FFY 2005, DCFS will provide funding to one additional tribe otherwise the plan is a continuation of prior activities.

- ETV funds are allocated to counties and tribes as part of their IL program funding. The ETV funds must be used for post-secondary education and training. DCFS uses ETV funds for a scholarship program and a small amount for DCFS operations. The plan is a continuation of prior activities.

The IV-B, CAPTA and Chafee budget requests are for FFY 2004, with detailed budgets included. The DCFS state operations amounts for FFY 2005 are the same percentage as prior years, with a slight increase for IV-B Supart II to cover the tribal training partnership contract. No new DCFS positions are being requested for any of the federal funding sources.

Should you have any questions regarding the Child and Family Services Plan, please contact Mark Campbell, Director of the Bureau of Programs and Policies in DCFS at (608) 266-6799 or by email at [Campbmd@dhfs.state.wi.us](mailto:Campbmd@dhfs.state.wi.us).

The grant application was prepared by John Tuohy, Director of the Office of Policy Evaluation and Planning in DCFS. Questions on the grant application should be addressed to John at (608) 267-2832 or by email at [Tuohyjo@dhfs.state.wi.us](mailto:Tuohyjo@dhfs.state.wi.us).

cc: Mark Campbell, DCFS-BPP  
John Tuohy, DCFS-OPEP

# APPLICATION FOR FEDERAL ASSISTANCE

1. TYPE OF SUBMISSION:  
 Application  
 Construction  
 Non-Construction

Preapplication  
 Construction  
 Non-Construction

2. DATE SUBMITTED June 30, 2004	Applicant Identifier
3. DATE RECEIVED BY STATE	State Application Identifier
4. DATE RECEIVED BY FEDERAL AGENCY	Federal Identifier

**5. APPLICANT INFORMATION**

Legal Name: Wisconsin Department of Health and Family Services	Organizational Unit: Department: Dept. of Health and Family Services	
Organizational DUNS: 036448835	Division: Div. of Children and Family Services	
Address: Street: 1 W. Wilson Street, P.O. Box 8916	Name and telephone number of the person to be contacted on matters involving this application (give area code):	
City: Madison	Prefix: Mr.	First Name: Mark
County: Dane	Middle Name: D.	
State: WI	ZIP: 53708	Last Name: Campbell
Country: US	Suffix:	

6. EMPLOYER IDENTIFICATION NUMBER (EIN):  
 39 - 6006469

Phone Number (give area code):  
608-266-6799

FAX Number (give area code):  
608-264-6750

8. TYPE OF APPLICATION:  
 New     Continuation     Revision

If Revision, enter appropriate letter(s) in box(es):  
 (See back of form for description of letters)   

Other (specify):

7. TYPE OF APPLICANT: (See back of form for Application Types):  
 State - Type A

Other (Specify):

10. CATALOG OF FEDERAL DOMESTIC ASSISTANCE NUMBER:  
 93 - 645

TITLE: (Name of Program)    Title IV-B

9. NAME OF FEDERAL AGENCY:  
DHFS-ACF

11. DESCRIPTIVE TITLE OF APPLICANT'S PROJECT:  
 Child and Family Services Plan including Title IV-B Subparts I and II funds

12. AREAS AFFECTED BY PROJECT (cities, counties, states, etc.):  
 Statewide

13. PROPOSED PROJECT:  
 Start Date    Ending Date

14. CONGRESSIONAL DISTRICTS OF ALL Wisconsin Districts:  
 a. Applicant    b. Project

15. ESTIMATED FUNDING:

a. Federal	10,392,303
b. Applicant	
c. State	3,450,798
d. Local	
e. Other	
f. Program Income	
g. TOTAL	13,843,101

16. IS APPLICATION SUBJECT TO REVIEW BY STATE EXECUTIVE ORDER 12372 PROCESS?  
 a.  YES. THIS PREAPPLICATION/APPLICATION WAS MADE AVAILABLE TO THE STATE EXECUTIVE ORDER 12372 PROCESS FOR REVIEW ON: DATE \_\_\_\_\_  
 b.  NO. PROGRAM IS NOT COVERED BY E.O. 12372 OR PROGRAM HAS NOT BEEN SELECTED STATE FOR REVIEW

18. TO THE BEST OF MY KNOWLEDGE AND BELIEF, ALL DATA IN THIS APPLICATION/PREAPPLICATION ARE TRUE AND CORRECT. THE DOCUMENT HAS BEEN DULY AUTHORIZED BY THE GOVERNING BODY OF THE APPLICANT AND THE APPLICANT WILL COMPLY WITH THE ATTACHED ASSURANCES IF THE ASSISTANCE IS AWARDED.

a. Authorized Representative

Prefix: Mr.	First Name: Kenneth	Middle Name:
Last Name: Munson	Suffix:	
b. Title: Deputy Secretary	c. Telephone Number (give area code): 608-266-9622	
d. Signature of Authorized Representative: <i>Deane M. Welch for Kenneth Munson</i>	e. Date Signed: 6/28/2004	

# APPLICATION FOR FEDERAL ASSISTANCE

1. TYPE OF SUBMISSION:  
 Application:  Construction  Non-Construction  
 Preapplication:  Construction  Non-Construction

2. DATE SUBMITTED: June 30, 2004  
 Applicant Identifier:  
 3. DATE RECEIVED BY STATE: State Application Identifier:  
 4. DATE RECEIVED BY FEDERAL AGENCY: Federal Identifier:

5. APPLICANT INFORMATION

Legal Name: Wisconsin Department of Health and Family Services	Organizational Unit: Department: Dept. of Health and Family Services
Organizational DUNS: 036448835	Division: Div. of Children and Family Services
Address: Street: 1 W. Wilson Street, P.O. Box 8916	Name and telephone number of the person to be contacted on matters involving this application (give area code):
City: Madison	Prefix: Mr.
County: Dane	First Name: Mark
State: WI	ZIP: 53708
Country: US	Initial Name: D.
6. EMPLOYER IDENTIFICATION NUMBER (EIN): 39 - 6006469	Phone Number (give area code): 608-266-6799
7. TYPE OF APPLICATION: <input type="checkbox"/> New <input checked="" type="checkbox"/> Continuation <input type="checkbox"/> Revision If Revision, enter appropriate letter(s) in box(es): Other (specify):	FAX Number (give area code): 608-264-6750
8. CATALOG OF FEDERAL DOMESTIC ASSISTANCE NUMBER: 93 - 628	7. TYPE OF APPLICANT: (See back of form for Application Types): State - Type A Other (Specify):
TITLE: (Name of Program): CAPTA	9. NAME OF FEDERAL AGENCY: DHFS-ACF
12. AREAS AFFECTED BY PROJECT (cities, counties, states, etc.): Statewide	11. DESCRIPTIVE TITLE OF APPLICANT'S PROJECT: Child and Family Services Plan including CAPTA funds
13. PROPOSED PROJECT: Start Date: Ending Date:	14. CONGRESSIONAL DISTRICTS OF ALL Wisconsin Districts: a. Applicant: b. Project:
15. ESTIMATED FUNDING: a. Federal: 394,506 b. Applicant: c. State: d. Local: e. Other: f. Program Income: g. TOTAL: 394,506	16. IS APPLICATION SUBJECT TO REVIEW BY STATE EXECUTIVE ORDER 12372 PROCESS? a. <input type="checkbox"/> YES. THIS PREAPPLICATION/APPLICATION WAS MADE AVAILABLE TO THE STATE EXECUTIVE ORDER 12372 PROCESS FOR REVIEW ON: DATE: b. <input checked="" type="checkbox"/> NO. PROGRAM IS NOT COVERED BY E.O. 12372 OR PROGRAM HAS NOT BEEN SELECTED STATE FOR REVIEW.
17. IS APPLICATION DELINQUENT ON ANY FEDERAL DEBT? <input type="checkbox"/> YES If "Yes," attach an explanation. <input checked="" type="checkbox"/> No	
18. TO THE BEST OF MY KNOWLEDGE AND BELIEF, ALL DATA IN THIS APPLICATION/PREAPPLICATION ARE TRUE AND CORRECT; THE DOCUMENT HAS BEEN DULY AUTHORIZED BY THE GOVERNING BODY OF THE APPLICANT AND THE APPLICANT WILL COMPLY WITH THE ATTACHED ASSURANCES IF THE ASSISTANCE IS AWARDED.	
a. Authorized Representative	
Prefix: Mr.	First Name: Kenneth
Middle Name:	
Last Name: Munson	
Suffix:	
b. Title: Deputy Secretary	c. Telephone Number (give area code): 608-266-9622
d. Signature of Authorized Representative: <i>Mark A. Wilder for Kenneth Munson</i>	e. Date Signed: 6/22/2004



# APPLICATION FOR FEDERAL ASSISTANCE

**1. TYPE OF SUBMISSION:**  
 Application  
 Construction  
 Non-Construction

**Preapplication**  
 Construction  
 Non-Construction

**2. DATE SUBMITTED**  
June 30, 2004

**3. DATE RECEIVED BY STATE**

**4. DATE RECEIVED BY FEDERAL AGENCY**

Applicant Identifier  
 State Application Identifier  
 Federal Identifier

**5. APPLICANT INFORMATION**

Legal Name: Wisconsin Department of Health and Family Services  
 Organizational Unit: Dept. of Health and Family Services  
 Department: Dept. of Health and Family Services  
 Division: Div. of Children and Family Services  
 Organizational DU/US: 036448835  
 Address: 1 W. Wilson Street, P.O. Box 8916  
 City: Madison  
 County: Dane  
 State: WI ZIP: 53708  
 Country: US

Name and telephone number of the person to be contacted on matters involving this application (give area code):  
 Prefix: Mr. First Name: Mark  
 Middle Name: D.  
 Last Name: Campbell  
 Suffix:

**6. EMPLOYER IDENTIFICATION NUMBER (EIN):**  
 39 - 6006469

**7. TYPE OF APPLICANT:** (See back of form for Application Types)  
 State - Type A  
 Other (Specify):

**8. TYPE OF APPLICATION:**  
 New  Continuation  Revision  
 If Revision, enter appropriate letter(s) in box(es):  
 Other (Specify):

**9. NAME OF FEDERAL AGENCY:**  
 DHFS-ACF

**10. CATALOG OF FEDERAL DOMESTIC ASSISTANCE NUMBER:**  
 93 - 674  
 TITLE: (Name of Program) Chafee

**11. DESCRIPTIVE TITLE OF APPLICANT'S PROJECT:**  
 Child and Family Services Plan including Chafee CFCIP and ETV funds

**12. AREAS AFFECTED BY PROJECT (cities, counties, states, etc.):**  
 Statewide

**13. PROPOSED PROJECT:**  
 Start Date: Ending Date:

**14. CONGRESSIONAL DISTRICTS OF All Wisconsin Districts**  
 a. Applicant b. Project

<b>15. ESTIMATED FUNDING:</b>	
a. Federal	2,592,681
b. Applicant	
c. State	645,141
d. Local	
e. Other	
f. Program Income	
g. TOTAL	3,237,822

**16. IS APPLICATION SUBJECT TO REVIEW BY STATE EXECUTIVE ORDER 12372 PROCESS?**  
 a.  YES. THIS PREAPPLICATION/APPLICATION WAS MADE AVAILABLE TO THE STATE EXECUTIVE ORDER 12372 PROCESS FOR REVIEW ON: DATE: \_\_\_\_\_  
 b.  NO. PROGRAM IS NOT COVERED BY E.O. 12372 OR PROGRAM HAS NOT BEEN SELECTED STATE FOR REVIEW

**17. IS APPLICATION DELINQUENT ON ANY FEDERAL DEBT?**  
 YES If "Yes," attach an explanation.  No

18. TO THE BEST OF MY KNOWLEDGE AND BELIEF, ALL DATA IN THIS APPLICATION/PREAPPLICATION ARE TRUE AND CORRECT. THE DOCUMENT HAS BEEN DULY AUTHORIZED BY THE GOVERNING BODY OF THE APPLICANT AND THE APPLICANT WILL COMPLY WITH THE ATTACHED ASSURANCES IF THE ASSISTANCE IS AWARDED.

**9. Authorized Representative**

Prefix: Mr. First Name: Kenneth Middle Name:  
 Last Name: Munson Suffix:  
 Title: Deputy Secretary c. Telephone Number (give area code): 608-266-9622  
 d. Signature of Authorized Representative e. Date Signed: 6/22/2004

*Signature of Kenneth Munson 6/22/2004*

WISCONSIN FEDERAL GRANT APPLICATION NOTICE

07-231-04

State of Wisconsin  
 Department of Administration  
 Wis. Stat. 15.54  
 DOA-7020 (Rev. 11/95)

Division of Housing & Intergovernmental Relations  
 Federal-State Relations Office  
 101 E. Wilson Street, 5<sup>th</sup> Floor, P.O. Box 7868  
 Madison, WI 53707-7868  
 Telephone 608 / 267-2125

CFDA #  
 93-645

1. Applicant Agency <b>DEPARTMENT OF HEALTH AND FAMILY SERVICES</b>		2. Federal Agency To Receive Request US Dept. of Health and Human Services	
Address Div. of Children and Family Services 1 W Wilson Street, P.O. Box 8916 Madison, WI Zip Code 53798-8916		3. Contact Person Mark Campbell, Director Bur. of Programs and Policies Telephone Number (808) 266-6799	
4. Name of Grant Title IV-B Child Welfare & Safe and Stable Families		5. Period of Funding From 10/1/04 To 9/30/05	6. Application Due Date June 2004
7. Brief Description of Application IV-B Part 1 funds for general child welfare services. IV-B part 2 funds for promoting safe and stable families.			
8. Type of Grant <input type="checkbox"/> New Grant <input type="checkbox"/> Amendment to Current Grant <input type="checkbox"/> Formula <input type="checkbox"/> Continuation - Unchanged <input checked="" type="checkbox"/> Continuation - Modified <input type="checkbox"/> Discretionary		9. EO 12372 Review Required? <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No Date Sent	
		10. Is this a Delegated Review? <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	

11. Funding / Position Data

a. Funds Applied For \$10,392,302 Total (\$5,396,395 Subpart I and \$4,996,907 Subpart II)

Numeric Appropriation	Source	Origin	Amount	New Positions		Existing Positions	
				FTE	TYPE	FTE	TYPE
356	PR-F	DHH	\$471201			4.0	Perm
349	PR-F	DHH	\$4684331				
390	PR-F	DHH	\$434097				
756	PR-F	DHH	\$3711139				
410-388	PR-F	DHH	\$1041234				
b. State Match: In Kind? <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No							
N/A Local Expen			\$3450798				
			\$				

12. Indirect Cost Reimbursement: <input type="checkbox"/> Yes <input type="checkbox"/> No Rate Vary Base \$200680 Amount \$15874	13. Areas of Impact Statewide including all counties
---	---

14. Authorized Agency Representative Title:  
 Kenneth Munson, Deputy Secretary

Signature: *Kenneth Munson* Date: *6/22/2004*  
 For Department of Administration Use Only

Reviewing Analyst \_\_\_\_\_ Telephone \_\_\_\_\_ SAI Number \_\_\_\_\_

Recommendation:  Approve  Approve With Conditions  Deny  
 Date Received \_\_\_\_\_ Date Due \_\_\_\_\_

Signature \_\_\_\_\_ Date \_\_\_\_\_

COMMENTS ATTACHED  
 B.fleming/7020Blank



**WISCONSIN FEDERAL GRANT APPLICATION NOTICE**

*07-233-04*

State of Wisconsin  
 Department of Administration  
 Wis. Stat. 15.54  
 DOA-7020 (Rev. 11/96)

Division of Housing & Intergovernmental Relations  
 Federal-State Relations Office  
 101 E. Wilson Street, 6<sup>th</sup> Floor, P.O. Box 7868  
 Madison, WI 53707-7868  
 Telephone 608 / 267-2125

CFDA #  
 93-674

1. Applicant Agency <b>DEPARTMENT OF HEALTH AND FAMILY SERVICES</b> Address Div. of Children and Family Services 1 W Wilson Street, P.O. Box 8916 Madison, WI Zip Code 53798-8916	2. Federal Agency To Receive Request US Dept. of Health and Human Services 3. Contact Person Mark Campbell, Director Bur. of Programs and Policies Telephone Number (608) 266-6799
4. Name of Grant Chafee Foster Care Independence Program (CFCIP) Chafee Education and training Vouchers (ETV)	5. Period of Funding From 10/1/04 To 9/30/05
6. Application Due Date June 2004	
7. Brief Description of Application CFCIP and ETV funds for independent living services to youth in foster care and former foster youth	

8. Type of Grant <input type="checkbox"/> New Grant <input type="checkbox"/> Amendment to Current Grant <input type="checkbox"/> Formula <input type="checkbox"/> Continuation - Unchanged <input checked="" type="checkbox"/> Continuation - Modified <input type="checkbox"/> Discretionary	9. EO 12372 Review Required? <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No Date Sent _____ 10. Is this a Delegated Review? <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
---	--

11. Funding / Position Data

a. Funds Applied For \$2,592, 681 Total (\$1,954,768 CFCIP and \$637,913 ETV)

Numeric Appropriation	Source	Origin	Amount	New Positions		Existing Positions	
				FTE	TYPE	FTE	TYPE
341	PR-F	DHH	\$240447			2.1	Perm
346	PR-F	DHH	\$2352234				
			\$				
			\$				
			\$				
b. State Match: In Kind? <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No							
N/A	Local Expen		\$645141				
			\$				

12. Indirect Cost Reimbursement <input type="checkbox"/> Yes <input type="checkbox"/> No Rate 8.3% Base \$92934 Amount \$7,714	13. Areas of Impact Statewide including all counties
---	---

14. Authorized Agency Representative Title:  
 Kenneth Munson, Deputy Secretary

Signature \_\_\_\_\_ Date \_\_\_\_\_  
*Kenneth Munson* *6/22/2004*  
 For Department of Administration Use Only

Reviewing Analyst \_\_\_\_\_ Telephone \_\_\_\_\_ SAI Number \_\_\_\_\_

Recommendation:  Approve  Approve With Conditions  Deny  
 Date Received \_\_\_\_\_ Date Due \_\_\_\_\_

Signature \_\_\_\_\_ Date \_\_\_\_\_

# **WISCONSIN CHILD AND FAMILY SERVICES PLAN**

- **State Plan for Federal Fiscal Years (FFY) 2005-2009**
  - **Title IV-B**
  - **CAPTA**
  - **Chafee Foster Care Independence**
  - **Adoption**
  - **Tribal Child Welfare**
  
- **Annual Progress and Services Report for FFY 2004**

**Wisconsin Department of Health and Family Services  
Division of Children and Family Services**

**June 2004**

**Child and Family Services Plan  
Annual Services and Progress report  
Table of Contents**

I.	General Provisions for Title IV-B, CAPTA and Chafee.....	1
	Administering Agency	
	Organizational Structure	
	Programs Included	
	Relationship to CFSR	
	Contact Person	
II.	Description of Wisconsin Child Welfare Service System.....	4
III.	State Child Welfare Objectives for 2005 -2009.....	6
IV.	Annual Services and Progress Report.....	12
	Progress on 2000-2004 Plan Objectives ( <i>Including Permanency Planning</i> )	
	IV-B Subpart 1, Child Welfare Services	
	IV-B Subpart II, Promoting Safe and Stable Families	
	Use of IV-B Funds for Current Federal Initiatives	
	Adoption ( <i>Including Adoption Incentives, MEPA and International Adoptions</i> )	
	CAPTA ( <i>Including Citizen Review Panels</i> )	
	Chafee CFCIP and ETV	
	Tribal Child Welfare ( <i>Including Indian Child Welfare Act</i> )	
V.	Additional Required Information for Progress Report.....	64
	Diligent Recruitment	
	Transfers to Juvenile Justice	
	Child Welfare Demonstration Projects	
VI.	Child Welfare Program Enhancement Plan.....	65
	Status of PEP Implementation	
	National Performance Standards	
VII.	Child Welfare Systemic Factors.....	68
	Information System Capacity	
	Research and Evaluation	
	Judicial and Administrative Panel Review System	
	Quality Assurance	
	Training and Technical Assistance	
	Service Array	
	Agency Responsiveness to Community	
	Licensing, Recruitment and Retention Efforts	

VIII.	Child and Family Services Plan for FFY 2005 - 2009.....	83
	IV-B Subpart I, Child Welfare Services	
	IV-B Subpart II, Promoting Safe and Stable Families	
	Use of IV-B Funds for Current Federal Initiatives	
	CAPTA	
	Adoption	
	Chafee CFCIP and ETV	
	Tribal Child Welfare	
IX.	Additional Required Information for 2005 - 2009.....	121
	Services Related to Permanency Planning	
	Diligent Recruitment	
	Transfers to Juvenile Justice	
	Child Welfare Demonstration Projects	
	Kinship Care Program	
X.	Fiscal Information.....	126
	Maintenance of Effort	
	CFS-101 Part 1	
	CFS 101 Part 2	
	IV-B Subpart 1 Budget for FFY 2005	
	IV-B Subpart II Budget for FFY 2005	
	IV-B Subpart II Match	
	CAPTA Budget for FFY 2005	
	Chafee CFCIP and ETV Budgets for FFY 2005	
XI.	Assurances.....	137
	IV-B	
	CAPTA	
	Chafee	

Plan Attachments:

- DHFS Organizational Chart
- DCFS Organizational Chart
- Adoption Program Report for 2003
- Adoption Disruption Data Collection Forms
- MEPA Information
- Citizen Review Panel Annual Reports
- Tribal Child Welfare Issues
- BMCW Janine B. Settlement Agreement Corrective Action Plan for Period 1

## **I. GENERAL PROVISIONS FOR TITLE IV-B, CAPTA AND CHAFEE**

### **Administering Agency for IV-B, CAPTA and Chafee**

Wisconsin Department of Health and Family Services  
Division of Children and Family Services  
1 West Wilson Street, Room 550  
P.O. Box 8916  
Madison, WI 53708-8916

The Wisconsin Department of Health and Family Services (Department) is an umbrella agency headed by a Cabinet-level Secretary. The Department has responsibility for the human service program areas of child and family services, mental health, developmental disabilities, substance abuse services, long-term support, aging services, medical assistance, and public health, among others. The Department organizational chart is attached to the plan.

The Department has delegated authority from the Governor's Office, as the Chief Executive Officer of the State of Wisconsin, to submit the Child and Family Services Plan and sign the required federal assurances.

Children and family services are located in the Division of Children and Family Services (DCFS). DCFS is the unit within the Department responsible for Title IV-B Subpart I (Child Welfare Services), IV-B Subpart II (Promoting Safe and Stable Families), Title IV-E (Foster Care and Adoption Assistance), Child Abuse Prevention and Treatment Act (CAPTA), Chafee Foster Care Independence Program (CFCIP), and Chafee Education and Training Vouchers (ETV).

### **DCFS Organizational Structure**

The Bureau of Programs and Policies (BPP) manages the Title IV-B, CAPTA, and Chafee programs and is responsible for supervising Wisconsin's child welfare program, including prevention, child protection, foster care, adoption, and independent living services. Services are delivered primarily through county- and tribal-administered child welfare programs, except in Milwaukee County and for the Special Needs Adoption Program (SNAP) which are operated by DCFS. BPP operates the SNAP and other adoption services, including special needs adoptive placements, adoption assistance, paternal interest registry, and adoption search. Adoption services are provided using regional offices statewide and in Milwaukee through the Milwaukee adoption program. BPP also manages the Kinship Care Program, Runaway Services and Homeless Youth programs, Domestic Violence programs, Community Service Block Grant, and other programs.

The Bureau of Milwaukee Child Welfare (BMCW) directly manages child welfare services in Milwaukee County, the state's largest county. The state-administered services



in Milwaukee County are delivered using DCFS staff for intake and initial assessment functions in partnership with contracted service providers for in-home safety services, ongoing case management, adoption, and foster home recruitment, licensing and training. BMCW delivers child protection, foster care, adoption, kinship care and independent living services in accordance with state policies established by BPP.

The Office of Policy Evaluation and Planning (OPEP) coordinates planning at the state level and is responsible for federal data reporting, program outcome monitoring, and state preparation for the federal Children and Family Services Review (CFSR) and Title IV-E Review.

Quality assurance activities are managed jointly by several units. BPP and BMCW have quality assurance staff that monitor program activity for the state Adoption Program and in Milwaukee County, respectively. Department Area Administration staff in regional offices are also involved in child welfare program quality assurance on behalf of DCFS.

The Bureau of Regulation and Licensing (BRL) is responsible for licensing child placing agencies, group homes, and residential care centers for children and youth and provides technical assistance regarding licensing. BRL also licenses group childcare centers.

The DCFS Bureaus and Offices coordinate all activities under the Title IV-B, CAPTA, and Chafee programs. DCFS staff work together to develop, implement, and monitor federal and state child welfare policies and programs. Their shared knowledge of state, county, and tribal government agencies, private organizations, and local community resources supports comprehensive planning and programming across the full continuum of state and local child welfare services in Wisconsin.

The DCFS organizational chart is attached to the plan.

### **Programs Included in the Child and Family Services Plan**

This Federal Fiscal Year (FFY) 2005 Child and Family Services Plan establishes new state priorities for child welfare program services for the period of FFY 2005 - FFY 2009. This "five-year" plan includes Titles IV-B Subparts I and II, CAPTA, Chafee CFCIP and ETV, Adoption, and Tribal Child Welfare. The five-year plan identifies objectives for improving child welfare program services and describes how federal IV-B, CAPTA, and Chafee funds will be used to accomplish the priorities in the plan. The plan also includes objectives for the Adoption Program, including how federal Adoption Incentive funds are used, and priorities for coordinating with the 11 federally-recognized tribes in Wisconsin on Indian Child Welfare services.

The plan provides information on the objectives and implementation activities related to Child Welfare Services, Safe and Stable Families program services (Family Support, Family Preservation, Time-Limited Reunification Services, Adoption Promotion and Support Services), CAPTA program services, Chafee Independent Living and ETV

program services, Adoption Program services, Tribal Child Welfare issues, and services related to permanency planning.

The plan includes the Annual Progress and Services Report describing activities through the current year, FFY 2004, for the IV-B, CAPTA, Chafee, Adoption, and Tribal Child Welfare programs. The plan also includes a progress report on achievement of the objectives established in the previous five-year plan for FFY 2000 - FFY 2004.

The DCFS operates under a comprehensive plan that establishes the priorities, strategies, and goals to carry out its mission. All requirements of 45 CFR 1357 are included within this plan.

### **Relationship to Child and Family Services Review (CFSR)**

Wisconsin underwent the federal CFSR with a state assessment completed in June 2003, an on-site case review conducted in August 2003 and the federal CFSR report received in January 2004. To address the issues identified in the CFSR, Wisconsin formed a Program Enhancement Plan (PEP) Core Team in September 2003 to begin work on a comprehensive plan to improve child welfare practice. The Core Team and other processes utilized for PEP input included counties, tribes, other departments, agencies or systems, consumers, advocacy groups, and other child welfare stakeholders. The work of the Core Team and other input resulted in the development of the Wisconsin PEP that was submitted for federal approval in April 2004.

During the PEP process, DCFS worked with stakeholders to identify strengths and weaknesses of the Wisconsin child welfare program and opportunities for improving the effectiveness of child welfare services. The strategic planning process used to identify improvement strategies for the PEP was also used to identify objectives for the five-year Child and Family Services Plan. Through this planning process, seven overarching values were identified and all of the state objectives for the five-year plan are organized based on these values. The specific action steps identified in the PEP for implementation over a two-year period are included in the plan along with long-term activities for child welfare program topics not related to the scope of the CFSR.

### **Child and Family Services Plan Contact Person**

Mark D. Campbell, Director  
Bureau of Programs and Policies  
Division of Children and Family Services  
1 W. Wilson, Street, Room 527  
P.O. Box 8916  
Madison, WI 53708-8916  
Phone (608) 266-6799  
Fax (608) 264-6750  
Email [campbmd@dhfs.state.wi.us](mailto:campbmd@dhfs.state.wi.us)

## II. DESCRIPTION OF WISCONSIN CHILD WELFARE SERVICE SYSTEM

The child welfare service system in Wisconsin is primarily a county-operated, state-supervised system in which the state oversees the program and provides policy direction and partial funding and county human or social service departments provide child welfare services to children and families. Counties also contribute local funding to the program. Tribes are involved in child welfare services directly and may also have written agreements with county agencies.

Two facets of the child welfare system are state-operated, including the adoption program for children with special needs by the Bureau of Programs and Policies and child welfare services in Milwaukee County by the Bureau of Milwaukee Child Welfare.

County agencies and other service providers, such as community based organizations, provide a wide variety of services to children and families. These services include programs designed to strengthen families, reduce the risk of child abuse and neglect, and support and preserve families affected by abuse and neglect.

Child protective services include the investigation of child abuse and neglect, in-home safety services, and the removal of children from the home where necessary to protect child safety. Chapter 48 of the Wisconsin Statutes, also known as the Children's Code, governs abuse and neglect reporting and protective services and includes federal CAPTA requirements. The assessment and treatment of abuse and neglect and the removal of children from their homes are performed by child welfare agency staff based on statutory direction and state standards.

Children enter foster (out-of-home) care through two primary routes: protective services and juvenile justice. Out-of-home care placements include temporary shelter care, family foster care, treatment foster care, group homes, and residential care centers. All out-of-home care providers must be licensed and pass criminal background checks.

Protective service entries into out-of-home care occur as a result of abuse or neglect where removal of children from the home and placement into out-of-home care is necessary to protect the safety of the children. Caretakers can also seek voluntary placements for children for services related to developmental disability or physical or mental health issues requiring special care. Intake of children into care is done by child welfare agency staff with court approval. Chapter 48 of the Wisconsin Statutes also governs protective service and voluntary placements.

Juvenile justice entries result as youth display uncontrollable behavior (such as running away, truancy) or commit criminal offenses that result in a delinquency adjudication. Intake of youth into care is done by child welfare agency staff or by juvenile court staff, depending on the local administrative structure. Chapter 938 of the Wisconsin Statutes, also known as the Juvenile Justice Code, governs status offenses and juvenile delinquency.

While children are in out-of-home care, child welfare and juvenile justice agencies are responsible for permanency planning. Permanency goals include reunification where possible, adoption, guardianship, placement with a relative, or other living arrangements (i.e., long-term foster care, sustaining care, or independent living). Children in out-of-home care who are eligible for adoption through the termination of parental rights and who have special needs or are "hard to place" are referred to the state special needs adoption program where children are matched with adoptive parents. Adoption assistance payments are made to persons who adopt children with special needs. Older children who are likely to age out of out-of-home care receive independent living services to help them make successful transitions to adulthood.

Wisconsin's Independent Living Program is designed to help children make the transition from out-of-home care to self-sufficiency. The Wisconsin program is based on the federal Chafee Foster Care Independence Act of 1999 and the findings of the June 2000 Wisconsin study entitled "Independent Living for Children in Out of Home Care." The BMCW, counties, and tribes receive Chafee CFCIP and ETV funds to operate local service programs. Independent Living services focus on helping youth learn daily living skills, achieve a basic level of safety and well being that includes sufficient employment, housing, income, and education, and remain connected to caring adults and their communities for ongoing support. Program eligibility guidelines target youth aged 15-21 who have been in out-of-home care placement (e.g., foster home, group home, residential care center, or court-ordered Kinship Care) at least six months after the age of 15 years or older or adopted after the age of 15. Eligibility for Independent Living services ends when the youth turns 21 years of age.

The Kinship Care program is a financial assistance/child welfare program funded under the Temporary Assistance for Needy Families (TANF) Block Grant. BMCW, counties, and tribes operate Kinship Care programs. The Kinship Care program was initiated in 1997 when the Non-Legally Responsible Relative (NLRR) component of the former Aid to Families with Dependent Children (AFDC) program was terminated. The Kinship Care program is often utilized as a child welfare service to allow children to remain living within their extended family structure. Kinship Care may be used to fund voluntary living arrangements with relatives as well as child welfare placements with relatives where the court has found a child to be in need of protection or services.

### III. CHILD WELFARE OBJECTIVES FOR 2005-2009

Wisconsin's five-year strategic objectives for improving child welfare services are reflected in this section of the plan. The objectives are organized based on seven overarching value statements. Under each value statement is a list of specific actions or initiatives that are or will soon be underway in partnership with counties, tribes, other departments, agencies or systems, consumers, advocacy groups, and other stakeholders connected to the child welfare service system. DCFS will implement these initiatives during the period of 2005-2009, with the implementation guided by the seven values.

The initiatives reflect the program range of child welfare and family services activities for which DCFS is responsible, so many of the initiatives are not directly related to the use of federal IV-B, CAPTA and Chafee funds. The specific initiatives were developed through several processes. The list includes items from the Program Enhancement Plan (PEP) submitted for federal approval in April 2004, Governor Doyle's Kids First agenda to invest in the future of children released in May 2004, and the Tribal Child Welfare Issues completed in February 2004. Other actions were identified as priorities for the CFSP by DCFS working collaboratively with counties, tribes, and other stakeholders that participated in the PEP Core Team that developed the PEP. The source of each item is identified in parentheses.

For initiatives that involve federal IV-B, CAPTA or Chafee funds, more details about specific actions are described in Section VIII of the plan. More information about other initiatives is described in other documents:

- The PEP plan can be found at <http://dhfs.wisconsin.gov/cwreview/cfsr/PEP.htm>.
- The Kids First agenda can be found at <http://www.wisgov.state.wi.us/docs/kidsfirst.pdf>.
- The Tribal Child Welfare Issues are attached to this plan.

#### State Objectives/Values Statements

##### ***1. Help families strengthen their capacity to provide safe and nurturing environments for their children:***

- Develop criteria, policies, and procedures that are designed to increase use of relatives as placement resources. (PEP-H)
- Enhance the role of non-custodial parents and other family members as placement resources by developing policies, procedures, and tools as well as increasing staff training to support efforts to locate, adjudicate, and involve non-custodial parents. (PEP-I)
- Reduce family violence by: (Kids First)
  - Improving coordination among law enforcement, child welfare agencies, corrections, and victim service agencies to effectively assess risks and respond accordingly.
  - Expanding Safe Haven sites, which provide a secure environment for visitation or transfer of custody of children.

- Seeking legislation to permit judges to impose a penalty enhancement to a criminal sentence if the perpetrator of domestic violence committed violent acts in front of children.
- Promote family-focused child welfare case planning by implementing the values and philosophy of coordinated service teams, revising the *Child Protective Services Ongoing Service Standards and Practice Guidelines*, developing policies and procedures, and amending pre-service training for staff and foster parents. (PEP Team, DCFS)
- Ensure culturally competent child welfare practice by recruiting and retaining bilingual and bicultural staff and foster and adoptive parents; incorporating cultural competency into existing training and developing specialized courses in assessing for cultural needs; and collaborating with organizations that serve culturally diverse client groups. (PEP Team, DCFS)

**2. Improve Wisconsin's capacity to provide quality foster care to children when they cannot be safe at home:**

- Stabilize placement of children in foster care and reduce re-entry and placement disruptions. (PEP-C)
- Maintain and support family connections by updating and implementing policies that promote sibling group placement. (PEP-E)
- Increase the effectiveness of support for foster parents by:
  - Enhancing pre-service and continuing training and technical assistance. (PEP-K)
  - Establishing a foster care resource center that provides telephone support and referral, training for foster care coordinators, and increased training for foster parents. (PEP-K, Kids First)
  - Developing a Foster Parent Handbook. (PEP-K)
  - Clarifying roles and responsibilities of foster parents and facilitating their participation in court hearings. (PEP-P)
- Sustain a recruitment campaign that is consistent with the AdoptUSKids national initiative and designed to achieve a diverse ethnic representation of foster and adoptive families. (Kids First, CFSP)
- Improve the foster care reimbursement structure by:
  - Increasing the basic maintenance rate. (Kids First)
  - Revising the rate structure (e.g. supplemental points, sibling group incentives, use of the exceptional rate). (PEP Team)

- Implement a subsidized guardianship program in Milwaukee with potential expansion to other counties. (Kids First, PEP Team)
- Finalize adoptions for children needing permanent homes by providing permanency consultation, improving the timeliness of finalized adoptions, and evaluating the array and effectiveness of post-adoption services. (DCFS)

***3. Strengthen and diversify the child welfare workforce and build our capacity to serve families and keep children safe:***

- Establish minimum pre-service and foundation training requirements for child welfare caseworkers and supervisors. (PEP-R, Kids First)
- Develop additional options for county and tribal access to child welfare training, including use of technology and supplemental training providers to meet training requirements for staff and supervisors. (PEP-R, Kids First)
- Identify and address ongoing training needs related to WiSACWIS. (PEP-R)
- Evaluate the caseload and workload of child protective services staff and supervisor to caseworker ratios. (PEP-T)
- Research the factors contributing to turnover in the child welfare workforce and implement strategies to improve staff recruitment and retention. (Kids First, PEP Team)
- Produce a Child Welfare Policy Manual for child welfare staff. (PEP Team)
- Increase efforts to develop and support supervisors. (PEP Team)
- Meet with Schools of Social Work to establish a match between current curriculum and Child Welfare Training Partnership's foundation training to further refine equivalencies and/or criteria for exempting staff from required training. (PEP-R)

***4. Assure that the expectations of families and actions of child welfare professionals are guided by clear and comprehensive policies and standards of practice:***

- Improve the safety of children and the efficiency of and consistency among child welfare programs statewide by defining the scope of CPS cases and the intake and assessment standards that guide caseworkers. (PEP-A)
- Update the *CPS Investigation Standards* and the *CPS Ongoing Standards and Practice Guidelines* on safety assessment and safety planning to help children remain safely at home. (PEP-B)
- Develop a policy to require a concurrent permanency plan no later than the six-month permanency plan review to move children more quickly to permanency. (PEP-D, PEP-O)
- Integrate the foster/adoptive family assessments into one and distribute the new assessment tool to counties for use in licensing foster and treatment foster homes under Chapters HFS 38 and 56 and for the Adoption Program. (PEP-D)

- Promote interaction among family members and siblings by developing and implementing policy on family visitation and interaction. (PEP-F)
- Improve compliance with the Indian Child Welfare Act (ICWA) by building DCFS capacity to implement ICWA and ensuring that all parties in the child welfare system are aware of and comply with ICWA requirements. (PEP-G, DCFS)
- Revise the *CPS Ongoing Service Standards and Practice Guidelines* regarding family assessment and case planning and convert family assessment practice guidelines to standards. (PEP-J, PEP-N)
- Develop and implement a policy on caseworker-parent/family face-to-face contact. (PEP-J)
- Work with children's mental health professionals and county and tribal child welfare agencies to develop a statewide policy for mental health screening, assessment, and treatment and develop a treatment capacity improvement plan. (PEP-M)
- Develop policies (Chapter HFS 44) relating to reasonable efforts to return children placed in out-of-home care to their homes when appropriate and safe or be placed in permanent and stable alternative living arrangements. (PEP-N)
- Implement the DCFS child welfare legislative agenda (including WiSACWIS confidentiality, further implementation of ASFA, TPR process improvement, and other priority legislation). (PEP-O, Kids First)
- Increase the DCFS capacity to provide technical assistance to local child welfare agencies to support improved case practice, policy implementation and regional collaboration. (PEP-S)
- Review the current use of "substantiating" child abuse and neglect and its ongoing practicality in Wisconsin's child welfare system. (PEP Team)
- Review the CPS role in non-caregiver maltreatment. (PEP Team)
- Develop a process and protocol for conducting egregious incident case reviews. (DCFS)

***5. Collaborate with agencies and systems to improve family access to services that ensure children are safe and healthy:***

- Pilot a managed care program in Milwaukee that will provide every child entering foster care with mental, physical, and dental health care. (PEP-L)
- Assess the capacity of the Wisconsin child welfare system to respond effectively to the safety and permanency needs of children. (PEP-T)
- Expand MA eligibility for youth exiting out-of-home care at age 18 or older up to age 21 to ensure ongoing health insurance coverage. (Kids First)
- Increase Independent Living Program scholarships to \$5,000 per youth per year as long as other scholarship eligibility criteria (e.g., satisfactory progress) are met. (DCFS)



- Help youth transition to self-sufficiency by continuing to provide an array of services and supports that address secondary and post-secondary education, vocational and employment training, daily living skills, housing, connection to caring adults, health education, and risk prevention. (DCFS)
- Build Independent Living Program capacity to provide financial, housing, counseling, employment, education, and other supports and services to former foster care youth aged 18-21. (DCFS)
- Strengthen coordination with the Department of Workforce Development (DWD) on W-2 (TANF) services to families involved in the child welfare service system. (Kids First, PEP Team)
- Establish multi-agency work groups with other agencies and service systems to improve service delivery to children and families. (PEP Team)
- Improve mental health services for children served by the child welfare system. (DCFS)
- Improve availability of and access to AODA and other services for birth parents. (DCFS)
- Increase community awareness of the child welfare program in Milwaukee. (DCFS)
- Collaborate with the Department of Corrections (DOC) on services to juveniles and their families. (DCFS)
- Expand Chafee Foster Care Independence and Education and Training Voucher programs to include the Lac Courte Oreilles Tribe. (DCFS)
- Sustain the partnership with counties, tribes, advocates, consumers, and other stakeholders to improve child welfare outcomes through membership on or other involvement with: (DCFS)
  - Child Welfare Program Enhancement Implementation Team
  - Milwaukee Partnership Council
  - Citizen Review Panels

***6. Improve the quality and usefulness of information needed to evaluate safety, permanence, and well being of children:***

- Develop a policy for processing multiple CPS reports for the same incident or episode of alleged maltreatment. (PEP-A)
- Improve the management of child welfare information systems and reporting of child welfare program data. (PEP-Q, DCFS, PEP Team)
  - Obtain federal certification of WiSACWIS system.
  - Integrate management of WiSACWIS system into DCFS.
  - Develop a WiSACWIS training program.
  - Develop child welfare program performance indicators.
  - Support local agency use of WiSACWIS data reports.
  - Improve quality of federal AFCARS and NCANDS reporting.

**7. Assure the quality and effectiveness of services for children and families by regularly reviewing our programs and practices:**

- Establish a child welfare quality assurance (QA) program to improve practice and accountability. (PEP-Q, Kids First)
  - Agency review using CFSR-style case reviews and peer reviewers.
  - Coordination of statewide and Milwaukee QA processes.
  - Program reviews and special studies.
  - QA feedback into policy development.
  - Technical assistance to child welfare agencies from DCFS.
- Create an ombudsman for children in the Milwaukee child welfare program. (Kids First)
- Ensure compliance with federal and Legislative Audit Bureau Title IV-E eligibility reviews. (DCFS)

## IV. ANNUAL SERVICES AND PROGRESS REPORT

### Progress on Objectives in 2000-2004 Plan

The DCFS established several objectives in its Child and Family Services Plan for 2000-2004 supporting the quality, timeliness, and responsiveness of child welfare services across Wisconsin. These objectives addressed the following responsibilities:

- Clarify and strengthen permanency planning responsibilities;
- Increase support for kinship care and foster care providers;
- Increase the number of special needs adoptions; and,
- Support child welfare practice within the BMCW.

The information below summarizes progress made toward achieving these goals, activities for the upcoming year, and any revisions made to further support attainment of these goals. The special needs adoption objective is addressed as part of the Adoption Program progress report.

### Permanency Planning

State statutory changes designed to bring Wisconsin statutes into full compliance with the IV-E eligibility requirements established by the federal IV-E rule issued in January 2000 were adopted as part of 2001 Wisconsin Act 109. Act 109 was effective July 30, 2002, and contained a number of provisions affecting Wisconsin child welfare and juvenile justice law, including provisions to improve the programmatic implementation of the Adoption and Safe Families Act (ASFA).

Act 109 included the following provisions related to permanency planning:

- Reasonable efforts to achieve the goals of the permanency plan (REPP) finding  
Provided clear statutory authority for courts to make REPP findings and established that the finding must be made within 12 months after the date the child is removed from the home and every 12 months from the date of the previous finding.
- Termination of dispositional orders  
Removed the requirement that the dispositional order be extended on an annual basis for children in out-of-home care and instead required that a Permanency Plan Hearing be held every 12 months from the date the child is removed from the home. This change addressed problems under prior Wisconsin law where delays in extending dispositional orders could result in delays in reviewing permanency plans.

Counties were instructed on implementation of Act 109 via DCFS Numbered Memo in August 2002. An initial round of six regional trainings on Act 109 targeting child welfare and juvenile justice supervisors was conducted in September 2002. Additional training on

Act 109 for county agency directors and child welfare and juvenile justice supervisors has been incorporated into a two-day training on "Supervisory Practice Under ASFA." Ten sessions of this training were offered beginning in Fall 2002 and running through Spring 2003, after which the training will continue to be offered annually by the Training Partnerships.

The DCFS and the Division of Juvenile Corrections presented two workshops on Act 109 at the Annual Judicial Conference in October 2002, a half-day training to juvenile court clerks in October 2002, and a workshop at the Wisconsin Juvenile Court Intake Association Conference in September 2002. Also, six regional trainings on Act 109 targeting judges, court commissioners, and attorneys were conducted in December 2002. In addition, DCFS is working with the Director of State Courts Office to include Act 109 and IV-E eligibility issues into ongoing judicial education programs.

As a result of Act 109, new court forms were developed and issued by the Director of State Courts Office during September 2002 to incorporate the requirements of the new legislation. DCFS is working with the Director of State Courts Office to follow up on the use of the new court forms by counties statewide.

The DCFS has developed a draft administrative rule related to permanency planning and reasonable efforts known as Chapter HFS 44. This rule establishes state policies that have the force of law related to the requirements for assuring that reasonable efforts are made to prevent a placement, to reunify a child with his or her family, or to achieve another permanent placement for the child. The rule also describes the processes and practices related to conducting administrative hearings (i.e., permanency plan reviews).

The DCFS received substantial input on the administrative rule from a variety of agencies and will conduct public hearings as the draft rule proceeds through the rule process. Currently, a diverse committee representing both child welfare and juvenile justice is examining the most recent draft of this rule. It is anticipated that the rule will be submitted for legislative review in 2005.

The DCFS is working with the Department of Corrections, Division of Juvenile Corrections to determine how the draft rule will apply to juvenile justice clients in out-of-home care. When the rule is promulgated, the DCFS and the Division of Juvenile Corrections will issue a joint communication to counties.

DCFS has also developed state standards and guidelines for the ongoing case management of all child welfare cases, including out-of-home care cases. These standards and guidelines address case planning and services for children and families while children are in care. The standards and guidelines are designed to complement the permanency planning administrative rule as well as the *CPS Investigation Standards*. After lengthy comments and input from county agencies, these standards and guidelines were issued in May 2002. The standards and guidelines for ongoing case management are expected to improve permanency outcomes for children and reduce lengths of stay in care.

A statewide template for permanency plans was implemented in the WiSACWIS system in Fall 2002. This template provides a consistent format for doing permanency plans. Many counties are using the paper version of the template for permanency plans prior to their implementation of WiSACWIS.

## **Support for Kinship Care and Foster Care Providers**

### Kinship Care

#### *Program Description*

The Kinship Care program is a financial assistance program funded under the Temporary Assistance to Needy Families (TANF) Block Grant. The program was initiated in 1997 when the Non-Legally Responsible Relative (NLRR) component of the former Aid to Families with Dependent Children (AFDC) program was terminated. The Kinship Care program is often utilized as a child welfare service that assists children to remain within their extended family structure.

Kinship Care may be used to fund voluntary living arrangements with relatives as well as child welfare placements with relatives where the court has found a child to be in need of protection or services (CHIPS). The basic eligibility requirements are:

- that there be a need for the living arrangement
- that the living arrangement is in the best interest of the child
- that court jurisdiction for a child or juvenile in need of protection or services exists or would exist in the future if the child were to remain with his or her parent(s).

The Kinship Care program is administered locally. County agencies, the Bureau of Milwaukee Child Welfare, and 10 tribes determine initial and ongoing eligibility and make monthly payments in the amount of \$215 per child per month to eligible children and caregivers.

#### *Program Activity*

The Kinship Care program caseload has remained relatively steady, with about 8,000 children receiving a monthly TANF payment. Of the current caseload, about 1,400 children are in court-ordered Kinship Care (COKC) placements with relatives subject to permanency planning and ongoing case management and 6,600 children are with relatives on a voluntary basis. In many instances, COKC cases become voluntary cases if the child is permanently placed with the relative and the court order is ended.

DCFS implemented in November 2000 an administrative rule known as Chapter HFS 58 to support statewide consistency in basic operating procedures regarding the use of the Kinship Care program and the quality of care provided to children placed or otherwise living with relatives under this program. During 2002, Kinship Care roundtables were

held with county and tribal staff to provide training and discuss regulations and ongoing practices. Direct technical assistance continues to be provided to individual programs as requested.

In July 2002, 2001 Wis. Act 109 was enacted which included provisions clarifying permanency planning requirements for COKC Kinship Care cases. In Milwaukee, BMCW has done permanency plans for COKC cases since 1998. In the balance of state, those counties that had historically not done permanency plans for COKC cases were required to complete plans by the end of CY 2002.

Kinship Care payments are made by counties, BMCW, and several tribes which participate in the program. To comply with federal TANF reporting requirements, the BPP implemented a data collection system to establish baseline program information and utilization trends. That data system initially involved paper-based reporting from local agencies, but BPP converted the reporting process to a web-based system in November 2001. As counties implement WiSACWIS, they report Kinship Care cases on WiSACWIS. The Kinship Care data system will continue to be used by tribes, at least unless and until tribes utilize WiSACWIS.

Finally, to promote a young person's transition to independence, Kinship Care program eligibility was expanded to support care of youth up to 19 years of age if they are attending school, are in good academic standing, and are expected to receive a diploma. This age limit is now the same as foster care.

The TANF Kinship Care payment for eligible children and relative caregivers remains at \$215 per child per month. This amount has not been changed since the Kinship Care program was created in 1997. DCFS remains committed to the prior plan goal of providing increased support to kinship care providers. This includes working to improve the financial assistance and other support provided to relative caregivers.

While the statewide Kinship Care caseload is relatively constant, caseload does fluctuate within individual counties. Counties and tribes receive a sum certain annual allocation based on prior caseload counts. In some instances, counties may place children on a wait list for Kinship Care payments until funds become available. DCFS has developed a process to help ensure that more eligible families are able to receive payments while residing in communities where a funding shortage occurs and wait lists are implemented. DCFS analyzes the current year data for each agency, and shifts funds from programs with under-spending to programs with waiting lists and/or over-spending prior to year's end.

#### Foster Care

DCFS recognizes the critical link between the success of a child served within the child welfare system and the supports provided to those who care for these children. As such, the DCFS has identified key supportive, financial, and programmatic strategies to support and enhance the quality of Wisconsin's foster care service.

### *Supportive Services*

DCFS will continue ongoing work with foster parents, adoptive parents, foster youth and foster care coordinators to identify other areas and services to support the foster care system. DCFS is currently in the process of establishing respite care policies for foster parents. Previously, in the administrative rule on licensing treatment foster homes, the DCFS identified standards for the amount of respite a treatment foster parent must be provided and created qualifications for individuals who provide respite services to children in treatment foster care.

DCFS implemented revisions, effective March 2002, to the family foster care licensing administrative rule known as Chapter HFS 56. In the rule revision, the DCFS established qualifications for individuals who provide respite for children in family foster care. Recognizing that Wisconsin counties may or may not currently have formal respite programs for their foster parents, the rule revision does not include standards for the amount of respite for family foster care. Rather, the DCFS will use an advisory committee comprised of foster parents, county child welfare staff, and others to develop a policy issue paper that will outline standards for the provision of respite care services. The creation of a model Foster Parent Handbook will include sample respite policies to support the provision of respite services to foster families.

Child care funding under the Wisconsin Shares child care program is available for working foster parents and relative caregivers and children needing specialized childcare services. The Wisconsin Shares program does not cover crisis or respite childcare. DCFS has been working with the Office of Child Care in the Department of Workforce Development to identify resources and current policies which impact the provision of child care services for foster parents. Recommendations will be made to improve childcare services for foster families, including possible statutory changes for consideration by the Legislature.

In addition, the DCFS is working with the Division of Health Care Financing to develop a pilot to provide managed health care services to children in out-of-home care in the Bureau of Milwaukee Child Welfare system. At this time, interim steps have been established that include temporary Medical Assistance (MA) cards specifically for foster children, a system for child welfare managers to verify MA eligibility through EDS, and a health history report to be included as a part of the Information to Foster Parents form. The Department is examining ways to expand these interim steps statewide.

### *Financial Support*

In his Kids First Agenda for Wisconsin, Governor Jim Doyle plans to work with the legislature to increase the rate paid to foster parents during the upcoming session. The DCFS continues to advocate for increases in the basic foster care rate paid to foster parents to a level equal to the average basic rate for the other states in federal Region V. Increasing the basic rate requires legislative approval and the basic rate was last increased by 1% for calendar year 2001. The DCFS requested rate increases for 2002 through 2005, but rate increases were not included in the state budget bill for legislative consideration. The DCFS will continue to recommend increases in the basic foster care rate, but due to state budget limitations, the basic rate remains at the 2001 reimbursement rate level.

In Wisconsin, special needs of a child may result in additional foster care payments to a foster parent, through the supplemental and exceptional components of the foster care rate structure. The DCFS established a workgroup comprised of child welfare staff, foster parents, and adoption staff to analyze the current need-based payment rates and eligibility criteria in determining supplemental and exceptional payment rates. This group is examining the rate setting structure and procedure, the amount for clothing allowances, the use of debit cards from retailers, the maximum amount a foster family can be reimbursed, and other details related to foster care payments. This workgroup will make recommendations to DCFS for consideration as a policy/budget initiative by the Department. The DCFS is also examining the possibility of additional reimbursement to support the placement of sibling groups in foster homes and the qualifications of foster parents related to training or educational background.

### *Programmatic Supports*

The DCFS has identified several program areas critical to the quality of care that foster parents are able to provide for children temporarily in their care. These programmatic supports include the Wisconsin Foster Care Resource Center, an initiative included in Governor Doyle's KidsFirst agenda, ensuring provision of information critical to the care of children in temporary out-of-home care, participation in and access to competency-based training, and the recruitment and continued availability of qualified licensed foster care providers.

The DCFS has promulgated an administrative rule that describes the information that must be provided by the placing agency to the foster parent or other physical custodian. [Ref. Chapter HFS 37, Adm. Code] This information is critical in order for the foster parents or other physical custodians to appropriately respond to the needs of the child, to assure the safety of and protection for the child, and to protect the foster parent and his or her family and property. The DCFS has also revised the Information for Foster Parents form to assure that critical information regarding the child is provided to the foster parent no later than the time the child is actually placed in the home. Through the development of Quality Assurance reviews, the DCFS will monitor compliance with the requirements of this administrative rule.



## *Foster Parent Training*

In Wisconsin, counties, some tribes, and private child placing agencies license foster homes and these local agencies maintain responsibility for recruiting, training, licensing, and re-licensing foster homes. Wisconsin does not have a mandated training program for foster parents, but many licensing agencies have their own orientation and training requirements. To better support the knowledge and skills needed by foster families and to enhance more successful and more timely child permanency outcomes, and with the Governor's commitment through KidsFirst, the DCFS is promoting the statewide utilization of a competency-based pre-service training system for foster parents.

In 2001, the DCFS funded a pilot training project for competency-based pre-service training for foster parents in four counties and a training program was developed using the using the Partners in Alternative Care Education, or P.A.C.E., curriculum. In 2002, DCFS made the P.A.C.E. curriculum available statewide and encouraged county agencies to utilize the curriculum or similar competency-based curriculum for their foster parent training activities. The pre-service training program includes local foster parents as co-trainers in delivery of the training. DCFS is currently in the third year of providing fiscal incentives to county child welfare agencies that offer pre-service, competency-based training to foster parents. The inconsistency in foster parent training was a finding in the Wisconsin CFSR and both KidsFirst and the PEP include specific action steps to expand foster parent pre-service and ongoing training.

Currently, the DCFS has received applications from over 25 counties to access Title IV-E funding for competency-based, pre-service training for foster parents. In order for counties to obtain funding, the application must include specific competencies and utilize child welfare staff and foster parents as co-trainers. In addition, the training must be interactive and encourage discussion of issues and skills of both the foster parents and caseworkers. The goal of this proposal is to assure quality, competency-based pre-service training to foster parents and to provide increased funding to counties for training.

In the spring of 2004, the DCFS brought together youth who are currently in or were recently in out-of-home-care and created a Youth Advisory Council for teens and young adults. When it was developed, the aim of the Youth Advisory was to give youth a voice about their experiences in foster care and to provide the DCFS with an opportunity to implement policy changes based upon recommendations from the youth. In addition, the youth developed their own mission to "help other kids in foster care." Through this group, the DCFS will continually evaluate and examine ways to improve the foster care system to better support foster children.

## **Support Practice in the Bureau of Milwaukee Child Welfare**

The Bureau of Milwaukee Child Welfare was created in 1998 in response to a class action lawsuit that was filed in 1993. At this time the State of Wisconsin assumed direct administrative responsibility for child welfare service delivery in Milwaukee County. Wisconsin is otherwise a state in which counties are directly responsible for the operation of child welfare and protective services. Services in Milwaukee County are delivered through a public/private partnership of state staff and private agencies. State staff assess reports of abuse and neglect, perform child protective service intake and assessment functions, and refer cases for further services. Contracted service providers deliver in-home safety services, ongoing case management, and other child welfare functions.

In December 2002, a settlement agreement was approved by the Federal district court for the ongoing *Jeanine B. v. Scott McCallum, et al.* case involving the BMCW. The settlement agreement ended several years of litigation in the *Jeanine B.* case over compliance with federal Title IV-E requirements and established a number of program improvement goals for the BMCW. The settlement agreement includes monitoring performance over a 3-year period (Calendar Years 2003 - 2005) with improvement targets for each of the three years. The performance standards and monitoring items are in the areas of Safety, Permanency and Well Being.

The following data present the performance of BMCW during Period 1 (January 1, 2003 – December 31, 2003) of the Settlement Agreement, and year-to-date performance data for Period 2. The data is presented in three distinct categories: targets the BMCW met or exceeded for Period 1, targets not met for Period 1; and items reported for monitoring purposes only. Following these descriptions is a table that shows actual year-end Period 1 performance for each category.

### ***Category 1 - Settlement sections where the BMCW met or exceeded Period 1 targets:***

#### **PERMANENCY**

- The Settlement identifies two specific areas in relation to the Adoption and Safe Families Act (ASFA) regarding termination of parental rights or exception reasons: (1) At least 65% of children reaching their 15<sup>th</sup> of the most recent 22 months in out-of-home care (OHC) shall have a TPR petition filed on their behalf or an available ASFA exception documented in their case by the end of the 15<sup>th</sup> month in care, and (2) At least 75% of children in care for more than 15 of the most recent 22 months for whom BMCW was not in compliance with ASFA as of the start of the review period shall have a TPR petition filed on their behalf or an available ASFA exception documented in their case by the end of the period. BMCW met both of the ASFA compliance standards for Period 1 with 76.8% for item 1 and 88.5% for item 2.

## SAFETY

- The Settlement tracks the percentage of children in BMCW custody who are victims of substantiated abuse or neglect by a foster parent or staff of a facility required to be licensed, establishing a threshold of .70% for Period 1. BMCW is under the threshold limit with .57%.
- The Settlement requires that (1) CPS reports must be referred for investigation to the Independent Investigation Agency within 3 business days, and (2) Independent Investigations at the agency need to be assigned to an Investigator within 3 days of referral, and (3) all independent investigations need to be completed and have a determination within 60 days of referral. In all three areas, the BMCW exceeded the Period 1 expectation with 99.8% for item 1, 99.6% for item 2, and 97.6% for item 3.

## WELL-BEING

- The Settlement tracks the average number of family cases per case manager. Currently, the BMCW is in compliance with the Period 1 expectation with approximately 10 families assigned to each Ongoing Case Manager with a performance standard of less than 13 families per case manager.
- The Settlement also requires that the Ongoing Case Managers have direct monthly face-to-face contact with a minimum of 90% of the children (children in Milwaukee and contiguous counties). The BMCW met this standard for Period 1 with 90%.

### ***Category 2 - Settlement sections where the BMCW did not meet Period 1 targets:***

Note: The Bureau of Milwaukee Child Welfare has implemented a corrective action plan to address the three Settlement Agreement provisions where compliance was not achieved during period 1. The corrective action plan is attached.

## PERMANENCY

- The Settlement requires that the BMCW assess the length of stay of children in OHC placements greater than 24 month (measured against baseline of 5,533). The Settlement requires no more than 40% in care greater than 24 months, and the BMCW did not meet this performance expectation with 44.2%.
- The Settlement requires that 20% of adoptions finalized occur within 24 months of the child's removal from home and entry into OHC. The BMCW's performance did not meet the expectation, but showed improvement over the year with 14.2%.

## WELL BEING

- Placement Stability – At least 80% percent of children in out-of-home care within the period shall have had three or fewer placements after January 1, 1999, during their current placement episode. The number of placements will exclude time-

limited respite care placements and returns to the same caretaker after an intervening placement during the same out-of-care episode. Those children in BMCW custody through the Wraparound Milwaukee program shall be excluded from this calculation. The BMCW achieved 75.9%, so did not meet this performance standard.

- The Settlement also requires the BMCW to determine the number of children who have been reunified within 12 months of entry into OHC. During Period 1, this item is monitored only and there was no performance standard. Forty-five percent of the 864 children reunified in period 1 were reunified within 12 months or less.

### ***Category 3 - Settlement sections for monitoring purposes:***

The outcomes in the final section of the summary do not have an identified performance expectation standard indicated in the settlement, but the BMCW goal is to achieve 100%.

#### **PERMANENCY**

- The settlement tracks to ensure that all children's (1) initial permanency plans are completed within 60 days of entry into OHC and (2) that all children have a current Judicial Permanency Plan Review or Permanency Plan Review. The BMCW achieved 97% for item 1 and 88.7% for item 2.
- The BMCW is also required to monitor "re-entry" of children previously in OHC within 12 months of exiting OHC. Of the 1,109 children who entered OHC between January and December 2003, 79 of the 111 children who re-entered care, or 71%, re-entered care within 12 months of a prior foster care episode.

#### **WELL BEING**

- The BMCW also tracks (1) the timeframe for completion of family assessments (must be completed within 90 days), and (2) the distribution of Placement Packet information to Foster Parents. The BMCW exceeded 90% for both categories.
- The average number of children per Ongoing Case Manager is also monitored, but there is no standard. Although this is by Ongoing Site, the estimated BMCW average is 19.5 children per Case Manager.
- Also monitored are (1) children's Initial Health Checks (CPC) within 5 business days of first placement as recorded in WiSACWIS, and (2) children with an up-to-date physical and dental exam recorded in WiSACWIS. Estimated YTD performance for CPC health checks and annual medical and dental exams was under 85%.
- Turnover - Overall, the BMCW experienced a turnover rate of Ongoing Case Manager staff in excess of 30% in Period 1 (CY 2003). Continued efforts to

further explore the turnover issue and how to address improving staff retention remain in the forefront of issues the BMCW is working on during CY 2004. It is an important area of focus in the Governor's KidsFirst agenda.

The following table provides actual performance data for Period 1 (CY 2003), what the standard was for Period 1, and what the standard changes to in Period 2.

**Settlement Performance for Period 1 and Settlement Standards for Periods 1 & 2**

Settlement Section	Performance Achieved during Period 1 CY 2003	Period 1 Performance Standard CY 2003	Period 2 Performance Standard CY 2004
I.B.2 - ASFA	76.8%	65%	75%
I.B.3 - ASFA	88.5%	75%	85%
I.B.4 - LOS	44.2%	40%	35%
I.B.6 - Reunification	45%	Monitor Only	65%
I.B.7 - Adoptions	14.2%	20%	25%
I.C.1 - Maltreatment	0.57%	0.70%	0.60%
I.C.2 - Intake	99.8%	80%	85%
I.C.3 - Independent Investigations	99.6%	80%	85%
I.C.4 - Independent Investigation Determinations	97.6%	80%	85%
I.D.2 - Caseload Size	9.6	Less than 13 families per OCM	Less than 11 families per OCM
I.D.4 - Face to Face	90%	90%	90%
I.D.7 - Assessment Centers, Stabilization Centers	Successfully Implemented	Implement	Monitor
I.D.8 - Foster Parent Reimbursement Rates	BMCW requested a rate increase		
I.D.9 - Placement Stability	75.9%	80%	82%
II. Named Plaintiffs		Monitor	Monitor
III.C.1-Family Assessments	96.4%	Monitor Only	Monitor Only
III.C.2 - Initial Health Screen	58.2%	Monitor Only	Monitor Only

<b>III.C.3 - Placement Packets</b>	91.0%	Monitor Only	Monitor Only
<b>III.C.4 - Annual Physical</b>	75.4%	Monitor Only	Monitor Only
<b>III.C.4 - Annual Dental</b>	57.4%	Monitor Only	Monitor Only
<b>III.C.5 - Initial Permanency Plans</b>	97.0%	Monitor Only	Monitor Only
<b>III.C.6 - APPR &amp; PPR</b>	88.7%	Monitor Only	Monitor Only
<b>III.C.7 - Re-Entry</b>	71%	Monitor Only	Monitor Only
<b>III.C.8 - Turnover</b>	30.1%	Monitor Only	Monitor Only
<b>III.C.9 - Children per Caseload</b>	19.5	Monitor Only	Monitor Only

The Bureau is placing great emphasis on a family-centered approach to case planning and case management and has adopted the Coordinated Services Team model to support these goals and values. The *BMCW Standards of Practice* continue to be updated to support the consistency, quality, and timeliness of child protective services and out-of-home care. The *Standards* include assessment of and response to ensure child safety and the development and implementation of service plans to support family change.

Staff training continues to be a major emphasis of the BMCW to improve the quality of services. All new staff receive extensive training on the *BMCW Standards* prior to taking on cases. In cooperation with the University of Wisconsin-Milwaukee, the BMCW established a child welfare training partnership in 2001 that offers courses to improve the core competencies of caseworkers. The core courses were offered beginning in July 2002. In cooperation with the University of Wisconsin-Milwaukee and the Child Welfare League of America (CWLA), the BMCW implemented a competency-based supervisory training program based on the supervisory curricula produced by the CWLA. State and vendor agency supervisors and key management staff continue to participate together in this specialized training program designed to support supervisory competencies, leadership skills, and organizational performance.

The BMCW continues to emphasize desired program outcomes within the Milwaukee child welfare program through the use of performance-based contracts. Performance outcomes consistent with the federal performance indicators are incorporated into service contracts with service agencies. Contractor performance is monitored through comprehensive case and program reviews by the BMCW Program Evaluation Managers.

## **Title IV-B Subpart I - Child Welfare Services**

Title IV-B Subpart I is a federal block grant that can be used for a broad range of child welfare services. In Wisconsin, Subpart I funds are used for the Community Aids, the Youth Aids, and the Runaway and Homeless Youth Programs. A small amount of Subpart I funds are also used for DCFS child welfare operations.

Community Aids The Community Aids program is the state mechanism to provide county human and social service agencies in Wisconsin with funds for a variety of human services. Subpart I funds are included in Community Aids to give county agencies resources to provide child welfare services. Other funds that are part of Community Aids used for child welfare services include Social Services Block Grant funds, Title IV-E revenue earned based on expenses incurred by the state, counties, and tribes, and state tax dollars. The Community Aids funds are used by county agencies for child welfare services and other services to children and families. Counties are required to provide a local match to Community Aids, with most counties providing more than the minimum amount of match. The county match is the primary source of state match for the Subpart I funds.

*Progress report:* Since the IV-B Subpart I funds are part of the larger Community Aids program, it is not possible to attribute specific program results to the IV-B funds. The Community Aids program was continued in 2003 with no major changes.

Youth Aids – The Youth Aids program is the state mechanism to provide county human and social service agencies in Wisconsin with funds for community-based juvenile justice services. Subpart I funds are included in Youth Aids to give county agencies resources to provide child welfare services to the juvenile population, including community services to prevent placement, placement services, and post-placement aftercare services.

*Progress report:* Since the IV-B Subpart I funds are part of the larger Youth Aids program, it is not possible to attribute specific program results to the IV-B funds. The Youth Aids program was continued in 2003 with no major changes.

Runaway and Homeless Youth Services Program - Subpart I funds are used, along with other state, local, and federal funds, to support the Runaway Services Program. The goals of the Runaway Services Program are to strengthen families, prevent family dissolution, promote self-sufficiency, and assure permanent, stable homes for youth. Services provided as part of the Runaway Program include a 24-hour crisis intervention hotline and safe shelter, counseling for youth and families, and education, prevention, outreach, and aftercare services to youth and their families.

*Progress Report:* During the 2000-2004 period, Wisconsin runaway programs served over 12,547 youth face-to-face, provide over 8,432 families with counseling, provide temporary shelter for approximately 6,600 youth and receive 75,077 telephone contacts from troubled youth. Of the youth personally counseled, at least 96% were either reunited with their family or placed in a mutually agreed upon living situation.

## **IV-B Subpart II - Promoting Safe and Stable Families**

### *Introduction*

The Wisconsin Program for Promoting Safe and Stable Families (PSSF) is administered by the BPP and has four components: family preservation, family support, time-limited-reunification services, and adoption promotion and support. The first three are delivered or arranged for by county and tribal agencies. Adoption promotion and support services are provided at the state level through the BPP Adoption Program, and a small portion of the grant is used to fund three statewide grants.

Subpart II funds are allocated to counties and tribes to operate local PSSF programs with preservation, support, and reunification programs. These local PSSF programs operate throughout the state in a decentralized manner. In several counties, the PSSF program is incorporated into the Brighter Futures Initiative (BFI), which focuses on improving outcomes for children and families through prevention efforts involving funds from several sources. Building on local collaboration and community-wide planning efforts, PSSF program service delivery involves various stakeholders within each of the counties and tribes within the state.

While local operation of the PSSF program is a cornerstone of its unique implementation in Wisconsin, each local agency under contract with the state is responsible for meeting the following requirements:

- Provision of family preservation, family support, and time-limited reunification services designed to promote child and family well being. To meet the IV-B Subpart II fiscal requirements for preservation, support, and reunification services, local agencies are required to dedicate the required portion of their total PSSF program funds to each of the three service areas.
- In calendar year 2003, over 39,000 children and 35,000 families received PSSF preservation, support, or reunification services from county agencies. (Note: These numbers do not include the families and children served by tribal PSSF programs or with PSSF funds in BFI counties.)
- Development of implementation plans that include measurable outcomes and that meet the funding allocations as defined by the federal requirements.
- Comprehensive, active involvement of multiple stakeholders in the planning, implementation, and evaluation processes.
- Submitting an annual plan report that includes levels of achievement in meeting their identified outcome measures and an expenditure report showing actual expenditures in support, preservation, and reunification.



The adoption component of PSSF is delivered by the state Special Needs Adoption Program (SNAP) and PSSF funds are combined with other state and federal dollars to locate a family to provide a safe, permanent home for children who cannot achieve permanence with their biological parents. The progress report and plan for the adoption component of PSSF can be found in the adoption section of this plan.

### *PSSF Program Progress Report*

The purpose and function of PSSF has expanded since its inception. The initial program, Family Preservation and Support, focused on preservation and support and creating stronger links between the community and the child welfare service delivery system. Subsequently, with the passage of the Adoption and Safe Families Act of 1997, the program was expanded and renamed the Promoting Safe and Stable Families Program. Time-limited reunification and adoption promotion and support were added as required elements.

The focus of the Wisconsin PSSF program has been to ensure that PSSF services improve outcomes for children and families served by the child welfare system in Wisconsin. As new child welfare policies, standards, and procedures are developed and implemented statewide with the goal of improving safety, permanence, and the well being of children and families, PSSF service providers are expected to coordinate services and target populations in ways that improve child welfare program outcomes.

- Particular attention has been paid to the time-limited reunification and adoption elements of PSSF. Based on the results of the outcome measures, counties have not only succeeded in achieving reunification goals for children and families served with PSSF funding, but have also achieved a higher level of permanence by reducing re-entry into out-of-home care. The number of adoptions in Wisconsin has steadily increased. (Information about those results can be found in the adoption section of the plan.)
- DCFS has held regional meetings with counties to discuss a refined format for their three-year plans that will include federal outcomes with a focus on ease of use. Counties will also be required to address needed enhancements of their local child welfare programs as identified in the Wisconsin PEP.
- Wisconsin has received increases in PSSF funding for FFY 2003 and FFY 2004 and DCFS is distributing the majority of those additional funds to counties for local PSSF program services. Counties will be expected to use this funding to address areas of need identified in the PEP, as appropriate.
- In the PSSF Plan for 2004, DCFS identified the need to review the funding to counties. When the current distributions were derived, they were based on local plan requests. In some instances, there was a significant variance in these requests. Subsequently, many of the counties that requested smaller amounts have asked for funding at the same level as some of their peer counties. Until

FFY 2004, DCFS has not had sufficient additional funding to adjust county allocations. The increase in the IV-B Subpart II federal grant has allowed DCFS to adjust county allocations and provide greater equity in the county allocations. For CY 2005, the minimum allocation will be \$35,000 per county.

- Wisconsin continues to work with counties and tribes to strengthen collaborative efforts and leverage additional dollars at the local level. Counties are encouraged to write joint PSSF/IV-E Incentive program plans. The IV-E Incentive program allocates discretionary IV-E revenue claimed by the state to county child welfare agencies to provide prevention and intervention programming for children, youth, and families.
- PSSF has partnered with other DHFS programs to provide funding for a newly implemented program, the Coordinated Services Team Initiative (CST). The CST approach promotes a system change in the way services are delivered to children and families involved in the child welfare, mental health, and substance abuse systems. Funding, training, and technical assistance are provided to counties to maximize the use of existing resources that support collaborative efforts resulting in a clear vision, meaningful structural change, and measurable outcomes for children and their families across systems.
- The 2001 PSSF program amendments allow states to support infant safe haven programs under the family preservation services portion of the PSSF program.
- An infant relinquishment law was enacted in Wisconsin in 2001 and PSSF program operators have been advised they can use PSSF funds to support safe haven programs.
- The 2001 PSSF program amendments also allow states to provide services to strengthen parental relationships and promote healthy marriages under the family support services portion of the PSSF program. PSSF program operators have been advised they can use PSSF funds for services to strengthen families. The DCFS also works collaboratively with the Department of Workforce Development regarding the use of Temporary Assistance for Needy Families (TANF) funds for strengthening families and promoting responsible fatherhood.
- Outcome training has been provided to local programs and counties have become much more proficient in utilizing a results-based approach in developing local plans and identifying "what works." They have become much more skilled at identifying what programs achieve the best results for the children and families they serve.

County agencies are expected to create program goals and accomplish identified outcomes. The agencies are also required to develop and implement an evaluation component. Among the required outcomes is that an agency will be able to document reduction in the:

- rate of recurrence of child maltreatment
- number of children re-entering out-of-home care
- length of time children spend in out-of-home care per episode

#### **IV-B Program - Current Federal Initiatives**

Under the Title IV-B Subpart I and II programs, most of the funds are allocated to county and tribal agencies for services at the local level. Local agencies are given broad discretion with Subpart I funds allocated as part of the Community Aids program and within required service categories for the Subpart II funds, which are a separate PSSF program allocation. Local agencies assess their needs and may use their combined IV-B funds to meet local service priorities.

Under the Subpart II PSSF program, county agencies are required to have local planning committees. Local committees are broad-based and include a wide array of community representatives, including law enforcement, schools, the faith community, private provider agencies, local social services, and many others. Planning for Subpart II funds allocated to tribes is part of consolidated human service program workplans developed by tribes with input from their tribal communities. Both counties and tribes supplement the IV-B funds received from the state with other state and local funds to support their overall service delivery system for children and families.

The Administration for Children and Families has identified a number of national Executive Initiatives for which states may use IV-B funds. Since Wisconsin allocates funds to local agencies and allows local agencies to develop program plans based on their unique local needs and resources, DCFS does not have statewide programs funded with IV-B monies specifically to address these federal initiatives. However, many of the local plans include elements of these federal initiatives.

##### *a. Healthy Marriage*

Many local programs use the support portion of their PFFS grants to fund parenting programs at local family resources centers, home visitor programs, and other parenting initiatives. In addition, both preservation and reunification programs fund family counseling that focuses on strengthening relationships, including parental relationships.

At this time, DCFS is also considering proposals from organizations in Milwaukee County and other interested parties to provide specific funding toward this initiative.

### *b. Responsible Fatherhood*

Our former governor sponsored a statewide summit on fatherhood. PSSF service providers and other human services program staff were actively involved in that summit. As a result, many local agencies have adopted Fatherhood Programs or made existing programs more "father friendly." The State has used PSSF dollars to fund the development and piloting of a "father friendly" assessment tool. In addition, the Bureau of Milwaukee Child Welfare continues to work to strengthen efforts to identify fathers and connect children and fathers. The BPP is allocating PSSF monies to expand fatherhood activities: 1) to enhance efforts to identify, locate, and involve fathers and paternal relatives in an effort to better meet the needs of children in the CPS system; and, 2) to develop protocols that provide technical assistance and service assessments to counties/agencies that assist in removing barriers to create father friendly programs and services.

### *c. Youth Development*

In Wisconsin, the PSSF funding for county programs is supplemented with Drug Free Schools money. Local programs use both sources of funding to provide after-school programming, mentoring programs, grants to local schools and community groups for youth programs, and a variety of youth prevention/intervention initiatives. Several counties are participating in the Brighter Futures Initiative, which focuses on positive youth development and coordination or prevention services funded from multiple sources, including PSSF.

### *d. Faith Based and Community Initiatives*

The DCFS actively seeks the participation of the faith community in child welfare program services. Several of the county planning committees include members of the faith community and funding at the local level may go to faith-based programs. In addition, the DCFS has a collaborative faith-based committee that assists us in a number of areas. For example, we have worked with faith-based groups to promote Wisconsin's Week of the Family.

### *e. Rural Initiative*

Wisconsin's PSSF program has been designed to allow communities to develop plans and implement programs that meet the unique needs of their individual communities. Consequently, rural programs are able to address special concerns such as transportation, isolation, limited service providers, etc. Funding is provided directly to the counties, allowing rural areas the ability to determine how to best serve their population and who will provide the services.

Funding allocations for PSSF and other programs recognize the challenges of providing services in rural areas, so small counties are given minimum base allocations to ensure they can provide a minimum level of service.

*f. Coordinated Service Teams*

The Coordinated Service Team (CST) Initiative is a collaborative effort between the Division of Children and Family Services (DCFS) and the Division of Disability and Elder Services (DDES) in the Department of Health and Family Services (DHFS). The CST approach promotes a deeper and more active role for families in identifying their strengths, needs and the case plan that helps them achieve either reunification with or permanence for their children. CST's are especially key in ensuring that families with mental health and substance abuse issues receive appropriate and effective services that are family-friendly and with which they can succeed. Time-limited financial support, training, and technical assistance are provided to counties to maximize the use of existing resources that support collaborative efforts resulting in a clear vision, meaningful structural change, and measurable outcomes for children and families across systems.

## **Adoption Program**

### *Program Description*

The Special Needs Adoption Program (SNAP) provides permanency consultation to child welfare agencies, recruits adoptive families, and finalizes adoption for children who need a permanent home. Children in out-of-home care who are made available for adoption by counties through a termination of parental rights (TPR) are referred to the SNAP.

Children are matched with adoptive parents or, in the majority of cases, are adopted by their foster parents. DCFS oversees the program statewide, with the Milwaukee adoption program managed by BMCW and the balance-of-state program managed by BPP.

In July 2000, DHFS entered into contracts with private child placing agencies across the state to increase program capacity to move children to permanence in a quality and timely manner. Federal mandates regarding permanence for children require that states look at ways to increase their capacities to serve children needing adoptive families while maintaining acceptable adoption caseworker workloads.

### *Progress Report*

Beginning in 2000, DCFS has implemented a comprehensive adoption initiative to increase the number of adoptions and implement standards of practice for adoption cases. The adoption program uses innovative approaches to providing professional quality services that have resulted in permanency for thousands of children in Wisconsin. In addition, surveys reflect that adoptive families have a high level of satisfaction with the services provided through the program. Planning and consultation by state adoption staff with counties has assisted in moving more children to reunification or permanence through adoption. At the same time, applicants for an adoptive placement are discovering that the time to complete an adoptive home study has decreased from previous years. All of these approaches will continue to have an impact on meeting federal benchmarks for outcomes for child welfare intervention.

DHFS and private partner adoption staff strive to find appropriate adoptive families to best meet the needs of children when it is not safe for them to stay with their birth parents. A majority of the children adopted through the SNAP are eligible for adoption assistance. Adoption assistance reimburses the family for some of the costs of extensive and frequently expensive care. As of February 2003, there were 6,954 children receiving Adoption Assistance through the State of Wisconsin. The Adoption Assistance Program is funded with Title IV-E and state matching funds. Adoption assistance may include:

- medical assistance for some medical costs not covered by the family's health insurance;
- a monthly reimbursement to adoptive parent(s) to assist in meeting the financial demands of caring for a child with special needs; and
- reimbursement of certain non-recurring adoption expenses (e.g., legal fees and/or agency fees) up to \$2,000 per child.

Chapter HFS 50, Adm. Code, *Facilitating the Adoption of a Child with Special Needs*, became effective in 2002. According to its requirements, a child must have, or be at high risk of developing, special care needs in order to be eligible for adoption assistance, and otherwise would not be able to be placed for adoption without assistance. Examples of a child with special care needs include:

- an older child – 10 to 18 years of age;
- a child experiencing emotional or behavioral problems to a degree that meets established criteria;
- a sibling group of three or more that must be placed together;
- a child of a minority race who cannot be readily placed due to a lack of placement resources, in accordance with the Multiethnic Placement Act (MEPA);
- a child with a disability or in need of personal care assistance (e.g., dressing, bathing, or feeding) or with special medical or physical problems that require special diets, medication, or physical therapy; and
- a child at risk of developing special care needs due to poor prenatal care, or a child whose birth family medical history indicates a risk for future health problems, or a child whose social history identifies certain risk factors.

The SNAP has grown considerably since July 2000 and has been able to attain permanency for many children in need of adoptive homes. The number of adoptions has increased steadily, as shown in the table below, both in Milwaukee and the balance of state. In 2002, the number of adoptions exceeded 1,000 for the first time ever in Wisconsin.

In 2003, both the Milwaukee and balance-of-state programs were able to maintain the momentum of the previous year and achieve increased numbers of adoptions. The State Adoption Program increased the number of adoptions from 544 in 2002 to 562 in 2003. The Milwaukee program increased adoptions from 500 in 2002 to 591 in 2003, an increase of 18% over the previous year. The overall total for the two programs for 2003 was 1,153 children reaching permanency through adoption, a 10% increase over 2002.

The following chart reflects the trend of adoptions for special needs children in which DHFS had guardianship.

<b>Adoption Finalizations</b>			
<b>Year</b>	<b>Balance-of-state</b>	<b>BMCW</b>	<b>Total</b>
1995	313	151	464
1996	311	254	565
1997	321	290	611
1998	415	307	722
1999	350	304	654
2000	421	288	709
2001	464	263	727
2002	544	500	1044
2003	562	591	1153

The goal of permanency is a common thread that unites agencies to achieve the established standards of practice of the Adoption Program. The SNAP has evolved into a program that ensures quality services to families and timely permanence to children by adhering to performance standards that focus on best practice and comply with state and federal guidelines.

### ***Redesign of State Adoption Program***

In July 2000, DCFS entered into a formal partnership with Children's Service Society of Wisconsin, Lutheran Social Services, Catholic Charities, Bethany Christian Services, and the Professional Association of Treatment Foster Homes (PATH). The partnership initiative complements the state Adoption Program by increasing the capacity to serve the number of children referred for adoptive placement. It also paved the way for the redesign of the SNAP in 2003, which further shifted a number of additional responsibilities to private partner agencies.

In March 2003, a reorganization of the State Adoption Program was implemented by BPP to provide special needs adoption services through three regions, rather than five, and to fully implement the roles of the state social workers to that of "State Permanency Consultants." The restructuring required the closing of two regional offices (Waukesha and Rhinelander), with services provided through three expanded regions based in Eau Claire, Madison, and Green Bay. This reduced the number of FTE state positions by 14.5 and resulted in private agency caseworkers now being assigned all adoption cases, no matter the level of complexity. In addition, private agency caseworkers are taking over the responsibility for assessment of new adoptive family applicants to the program, a duty that previously rested with state social workers. The state program will complete the staff reductions by June 30, 2004 without any layoffs of staff through the process of retirements and the transition of social workers to other positions in state service.

The remaining 16 FTE for state staff are comprised of three regional supervisors and 13 social workers. The 13 social workers are moving into roles working with the counties as "State Permanency Consultants," while three supervisors oversee the work of the SNAP in the three regions. Private agency caseworkers have been added to provide case management and adoption services to children and families. With the change in their caseloads, state adoption staff are able to be utilized as consultants to counties for work on specific cases and on system and best practice models designed to achieve safe, permanent, and stable homes for children in out-of-home care.

The transition to the redesigned Adoption Program is not yet complete, as state staff are currently working to finalize their adoption cases and to increase their consultation responsibilities in their assigned counties. The specialized expertise of the state adoption staff is expected to generate improved outcomes for children, in the ability to ensure earlier intervention in permanency decisions, and to assist in obtaining the effective services for children in transition. The Adoption Program began functioning in the three expanded regions on January 1, 2004.



### *Use of Adoption Incentive Payments*

The DCFS has initiated and continues to implement efforts to support the delivery of timely, high-quality special needs adoption services. Adoption incentive funds received by the DCFS have been directed toward the continued support of the Special Needs Adoption Initiative and other child welfare program services. Such resources are used to enhance the program's capacity to complete adoptive home studies, finalize adoptive placements, and achieve adoptions in a more timely manner. Adoption incentive funds enhance the State's capacity to recruit and study potential adoptive families and finalize adoptive placements by public and private staff within the Adoption Program.

Adoption incentive funds received by the DCFS were used to support Adoption Program services in the following areas:

- Increased adoptive home studies for families by contract partner agencies;
- Support the Post-Adoption Resource Centers to provide post-adoption services;
- Support recruitment efforts to find adoptive resources for children; and,
- Fund project staff to perform additional special needs adoption services.

Adoption incentive funds have been used to support the state Adoption Program private partner contracts for all years except year 4 of the report period. In year four, \$1 million was included in the BMCW program budget for network services to support permanency for children. The remaining \$158,000 was used to support the state adoption contracts.

The first year of the next five-year plan is the first time where the funds have not been included in the approved budget. Because of this, DCFS will have some flexibility in how it spend the funds received as a result of our FFY 2003 adoption performance.

Per the requirement in Section 473A of the Social Security Act for adoption incentive funds, Wisconsin provides health insurance coverage through the Title XIX Medical Assistance Program to all children with special needs for whom there is an Adoption Assistance Agreement in place. The Medical Assistance Program offers broad access to a comprehensive range of medical services. Medical Assistance categorically needy coverage is authorized for every child who is qualified for Adoption Assistance whether they are Title IV-E eligible or not. Children who receive no Adoption Assistance funds but who are considered "at risk" are also certified for Medical Assistance coverage.

### *International Adoptions*

As a result of the Hague Convention, states are required to track dissolutions of adoptions of international children. Dissolutions of adoptions occur after the adoption has been finalized as compared with disruptions of pre-adoptive placements prior to finalization. For purposes of tracking dissolutions, DCFS looks for information on dissolutions of international adoptions where the child enters out-of-home care or parental rights of the adoptive parents are terminated.

In 2003, DCFS recorded 15 internationally adopted children who entered out-of-home care. Eight cases ended up with a termination of parental rights (TPR) and subsequent adoption by another family. In the other cases, the original adoptive families are caring for the child with the help of services provided through the county.

DCFS does not have any way to identify dissolutions of international adoptions that do not come to the attention of county child welfare agencies. DCFS receives anecdotal information about families that arrange independent adoptions for these children, but unless the family comes forward to ask for services or financial support, DCFS has no way of knowing the number of such cases.

DCFS currently does not have the specific details on the 15 cases in 2003 in terms of the country of origin for the children or the agencies that arranged the adoptions. Future reports will provide this level of detail.