

- D. **Diana H.** BMCW shall continue to pursue the adoption of Diana H. by her current foster parents, and shall assure that she remains eligible for Title XIX medical coverage post-adoption through an adoption subsidy agreement.

III. MONITORING

- A. The BMCW Program Evaluation Managers (PEMs) will conduct a comprehensive review (such as conducted for the second quarter 2000) at least once each period, which, upon completion, shall promptly be made publicly available.
- B. Monitoring of and reporting on all the elements specified in Article I of this Agreement shall be conducted by the BMCW PEMs on a semi-annual basis and, upon completion, shall promptly be made publicly available. At the conclusion of Period 3, monitoring will continue only with regard to Article I requirements that remain unmet and in effect pursuant to I.A.
- C. In addition to reporting on the elements specified in Article I of this Agreement, the PEMS shall also monitor and report on the following elements in their semi-annual monitoring reports. The conducting of reviews and the production of reports on these elements by the PEMS shall constitute compliance with this sub-section, and these elements and related findings are not enforceable under this Agreement. The requirement to conduct reviews and produce reports under this section terminates on December 31, 2005.
1. BMCW provision of an initial family assessment for all children within 90 days of their first placement;
 2. BMCW provision of an initial medical examination for all children within 5 business days of their first placement, except for children discharged from hospital to placement;
 3. BMCW provision of a complete placement information packet regarding a child's health and educational background for a random sample of at least 50 children being placed with a new caretaker;
 4. BMCW referral of children in BMCW custody to health care services and utilization of health care services, including regular pediatric medical and dental examinations;

5. BMCW compliance with the federal standard for an initial case plan/permanency plan for all children within 60 days of entering BMCW custody;
6. State compliance with the federal requirement for a judicial or administrative permanency plan review every 6 months, and at least one judicial permanency plan review annually;
7. The percentage of children re-entering BMCW out-of-home care within the period who have re-entered care within 12 months of a prior BMCW out-of-home care episode; and
8. Ongoing case manager turnover rates per BMCW case management Site, identifying the number of ongoing case managers carrying cases at the beginning of the reporting period, the number of ongoing case managers carrying cases who leave for any reason during the reporting period, and the number of ongoing case managers carrying cases added during the period.
9. The monthly caseload averages of children per ongoing case manager carrying cases, for each BMCW case management Site, including the maximum and minimum number of children at the end of the month per manager.

IV. ENFORCEMENT

- A. If Plaintiffs determine based upon their good faith review of available evidence, that Defendants are out of compliance with any provision of this Agreement, Plaintiffs will notify Defendants in writing accompanied by supporting documentation.
- B. The parties shall engage in a good faith negotiation to reach agreement within 45 days of the receipt by the Defendants of any alleged noncompliance and any necessary corrective actions, including a time period for implementation of such corrective actions, and shall make all reasonable efforts to reach agreement. This 45 day time period can be extended by mutual agreement, or in the absence of agreement, can be extended for one 30 day period by either party.
- C. If no agreement on the issue of noncompliance or necessary corrective action is reached within the timeframe set in IV.B., the dispute will be submitted to an arbitrator agreed upon by the parties for a determination of compliance or non-compliance and appropriate corrective action.
- D. A determination of the arbitrator is binding on the parties. A party wishing to enforce or challenge an arbitrator determination may do so by filing a motion with the court

within 30 days for non-compliance, contempt, remedial actions, or modification or rejection of the arbitrator's findings. The parties shall not object to, or seek modification of, the arbitrator's determinations or findings except on grounds that they are clearly erroneous as a matter of fact or law.

- E. If the implementation of corrective actions fails and noncompliance continues, the parties shall re-engage in good faith negotiations under paragraphs A. and B.
- F. Plaintiffs shall not seek any enforcement action, including submission of a dispute to the arbitrator, for the first six months after the signing of this Agreement or July 1, 2003, whichever is later, except that good faith negotiations under A. and B. may commence six months after the signing of this Agreement.
- G. The court shall retain ultimate jurisdiction to enforce this Agreement.
- H. All of the provisions of this Agreement are separately and independently enforceable, except where the Agreement provides that an element or provision is not enforceable.

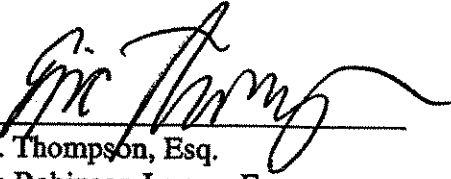
V. TERMINATION AND EXIT

- A. Defendants shall be determined in compliance with any Article I requirement of this Agreement for any period in which a semi-annual PEM report during the period indicates compliance. Defendants may at any time after July 1, 2004 seek an arbitrator determination that they have met the requirements of any specific provision of Article I of this Agreement and are no longer subject to enforcement of that provision, including a determination that they have met the requirements of a Period 3 percentage standard during the most recent two consecutive six-month intervals. Where plaintiffs acknowledge or the arbitrator determines that defendants have met the requirements of a specific Article I provision during the most recent two consecutive six-month intervals, monitoring of that provision shall continue until this Agreement is terminated, but that provision shall no longer be enforceable under this Agreement.
- B. The arbitrator's determinations under V. A. shall be binding on the parties. A party wishing to enforce or challenge an arbitrator determination may do so by filing a motion with the Court. The parties shall not object to the arbitrator's determinations or findings except on grounds that they are clearly erroneous as a matter of fact or law.
- C. When the arbitrator determines that defendants have complied with all provisions of Article I of this Agreement, the parties shall jointly move the court for termination of the Agreement. This Agreement shall remain in full force and effect until the Court terminates jurisdiction.

VI. MISCELLANEOUS

- A. The terms of this Agreement apply to children who are or will be in BMCW custody.
- B. Definitions:
 - 1. Out-of-home care shall be defined consistent with the federal ASFA definition of foster care.
 - 2. BMCW custody shall mean physical and/or legal custody.
 - 3. Independent investigations are all investigations of abuse and neglect of children in BMCW custody required by state law to be referred to an independent agency.
 - 4. Ongoing case managers means those persons currently employed by BMCW, and BMCW's vendor agencies, who provide case management services to children in BMCW custody.
 - 5. Shelters shall mean non-foster home placements designed for emergency short-term placements.
- C. Reports and other documentation produced by the PEMS or WISACWIS are presumed regular and correct.
- D. Time shall be computed under sections 990.001(4) and 801.15(1)(a) of the Wisconsin Statutes.
- E. Forthwith upon the Court's approval of the Settlement Agreement, the State of Wisconsin will cause to be transmitted to plaintiffs' attorneys the sum of Nine Hundred and Fifty Thousand Dollars (\$950,000) in full and final settlement of any and all claims plaintiffs may have for attorneys' fees and costs, including any costs incurred by plaintiffs for the services of expert witnesses, arising from this litigation through the date the Court approves the Settlement Agreement.

FOR PLAINTIFFS:

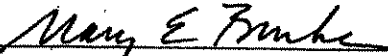


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CHILDREN'S RIGHTS, INC.
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(212) 683-2210

FOR DEFENDANTS:

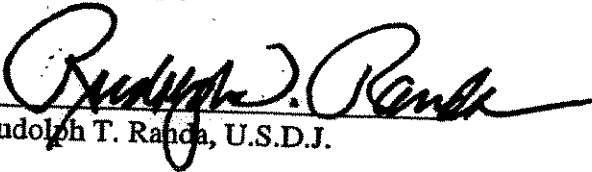


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SO ORDERED:


Rudolph T. Randa, U.S.D.J.

11/14/03
DATE

Good morning Sen. Roessler, Rep. Jeskewitz, and members of the committee. I am Diane Welsh, executive assistant for the Dept. of Health and Family Services. As you know, the Department, through our division of Children & Family Services, oversees the Bureau of Milwaukee Child Welfare.

With me today are Kitty Kocol, division administrator for DCFS, and Denise Revels-Robinson, the director of the Bureau of Milwaukee Child Welfare. As we proceed, each of us would be happy to answer any questions you may have.

First, let me reiterate the message that Sec. Helene Nelson conveyed at the last hearing to discuss an audit of the bureau—Governor Doyle, Sec. Nelson, and each of us here before you care deeply about the well-being of children who are in the state's custody in the Bureau. And, although we recognize that great strides have been made in improving the quality of care that children in Milwaukee receive, we know that there is room for improvement. And, we are open to any data that will guide us as we strive to make continued improvements in the lives of children in Milwaukee.

In the Governor Doyle's KidsFirst initiative, he makes it clear that the well-being of children is his first priority. Our administration is committed to do all we can to insure that children are safe. Our department cares about the quality and effectiveness of our efforts.

I agree with the Audit Bureau's suggestion that they review the efforts of other researchers and reviewers to insure that they can build on those efforts, versus duplicating earlier efforts.

There are also current efforts to make improvements. For example, we are contracting with the Child Welfare League of America to address concerns we have about staffing and high turnover. If you choose to have LAB work on this issue, we should do so in tandem.

We are also instituting a Medicaid managed care program for children in our care. It is our hope that this will insure that foster children get all of the medical care, dental care, and mental health services they need. We have issued the RFP for this program. This program is scheduled to begin this fiscal year.

Again, we support efforts to gather good data about the Bureau, and look forward to working with the Audit Bureau to collect the data.

If you have any questions for me, Kitty, or Denise, we would be glad to address those now.

Thank you.

MILWAUKEE COUNTY CHILD WELFARE CHRONOLOGY

- 4-30-03 LAB compiled info for co-chairs on issue
- 2-11-04 Discussion at Joint Audit Committee hearing about potential audit
- 3-3-04 Co-chairs met w/Diane Welsh, Bill Fiss and Pat Cooper from DHFS
- 3-11-04 Letter from Diane Welsh – chronological list of key milestones of on-going monitoring of BMCW
- 3-24-04 Letter sent to Secretary Nelson requesting information and outlining a series of steps the committee would follow in determining whether to initiate an independent audit of the operation, management and performance of the child welfare program in Milwaukee County:
 - Ask department to prepare a written background/summary statement of the settlement, enumerating key findings, recommendations, action steps taken, and outcomes achieved as a result of oversight activities by the Department
 - Ask for a copy of Department's Program Enhancement Plan available in June 2004
 - Testify before the Audit Committee in summer/fall 2004 on current status of program and Department's progress in implementing program improvements to address findings in various oversight reports
- 3-25-04 Letter from Senator Darling
- 4-27-04 Letter from Secretary Nelson: Background, summary of settlement agreement, and compliance with settlement and outcomes achieved.
- 5-26-04 Letter to Secretary Nelson – reiterate steps in process and will be asked to testify
- 8-11-04 Hearing on Milwaukee County Child Welfare in Joint Legislative Audit Committee.
- 9-23-04 Audit scope request of Milwaukee County Child Welfare forwarded by co-chairs and approved by full Joint Legislative Audit Committee.

March 2, 2004

Oversight of BMCW

The Bureau of Milwaukee Child Welfare (BMCW), the programs that BMCW administers, and the agencies funded by the Bureau have been subject to a considerable amount of scrutiny since its inception in 1998. Much of the evaluation work has been performed by the BMCW's Program Evaluation Managers, while other review activities have been conducted by staff elsewhere with DHFS or by outside parties. BMCW and the Office of Program Review and Audit (OPRA), Department of Health and Family Services, have prepared a list of the reviews, audits, studies, and evaluations that have been conducted that involve BMCW. This list, which is attached, also notes when the studies were conducted, and by who.

In addition, as part of the Settlement Agreement between DHFS and Children's Rights, the Department agreed both to meet certain performance goals within specified timeframes, and to monitor achievement of these goals. The Department created an extensive written plan for monitoring adherence to the settlement agreement, which was submitted to the Partnership Council. A copy of this settlement monitoring plan also is attached. It includes not only items related to the settlement, but also to other PEM activities (e.g. fiscal monitoring) that are outside the scope of the settlement.

The documents referenced in the attachments are public records and are available for review. For further information, please contact Bill Fiss, Division of Children and Family Services (DCFS) Deputy Administrator, at 266-3728, or Patrick Cooper, OPRA Director, at 267-2846.

Attachments

DHFS Milwaukee Child Welfare Monitoring Activities

BMCW Monitoring Activities:

Activity/Topic: Comprehensive Review/All Bureau Programs
Done by: Program Evaluation Managers
Date(s): Annually (2003 Review conducted November 2003-January 2004)

Activity/Topic: Semi-Annual Settlement Report/Settlement Items
Done by: Program Evaluation Managers
Date(s): Semi-annual (2003 reports released July 2003 and January 2004)

Activity/Topic: Foster Parent Information Survey
Done by: Program Evaluation Managers
Date(s): July 2003 and January 2004

Activity/Topic: Fourth Quarter 2001 Report
Done by: Program Evaluation Managers
Date(s): Covered October-December 2001

Activity/Topic: Second Quarter 2001 Program Review
Done by: Program Evaluation Managers
Date(s): April-June 2001

Activity/Topic: Third Quarter 2000 Program Review
Done by: Program Evaluation Managers
Date(s): September 2000

Activity/Topic: Second Quarter 2000 Program Review
Done by: Program Evaluation Managers
Date(s): April-June 2000

Activity/Topic: Intake Review
Done by: Program Evaluation Managers
Date(s): February/ March 2000

Activity/Topic: Permanency Plan Technical Assistance
Done by: Program Evaluation Managers
Date(s): October 1999-May 2000

Activity/Topic: Review of Screened-out Intakes
Done by: Program Evaluation Managers
Date(s): Planned for Second Quarter 2004

Activity/Topic: Review of Independent Investigations
Done by: Program Evaluation Managers
Date(s): Planned for Second Quarter 2004

Activity/Topic: Monitor Face to Face Contacts – Ongoing, Adoption, Safety Services, Out of Home Care

Done by: Program Evaluation Managers

Date(s): Monthly

Activity/Topic: Monitor timely completion of Foster Family Assessments/Adoptive Family Assessments

Done by: Program Evaluation Managers

Date(s): Monthly

Activity/Topic: Monitor Safety Services service network

Done by: Program Evaluation Managers

Date(s): Quarterly

Activity/Topic: Monitor service implementation and timely completion of Safety Services documentation

Done by: Program Evaluation Managers

Date(s): Monthly

Activity/Topic: Monitor timeliness of initial contact and assessments decisions – kinship Care

Done by: Program Evaluation Managers

Date(s): Monthly

Activity/Topic: Monitor development of Independent Living plans (Ongoing Case Management)

Done by: Program Evaluation Managers

Date(s): Ongoing

Activity/Topic: Monitor timeliness of permanency plan reviews

Done by: Program Evaluation Managers/Milwaukee county court personnel

Date(s): Ongoing

Activity/Topic: Reconcile and monitor monthly CARS reports

Done by: Fiscal Program Evaluation Managers

Date(s): Monthly

Activity/Topic: Review agency customer satisfaction plans and surveys

Done by: Program Evaluation Managers

Date(s): Annually

Activity/Topic: Monitor reunification time, length of stay, (Ongoing case management)

Done by: Program Evaluation Managers

Date(s): Monthly

Activity/Topic: Monitor rate reviews (30 day and 6 month)

Done by: Program Evaluation Managers

Date(s): Monthly

Activity/Topic: Monitor timeliness of court reports

Done by: Program Evaluation Managers

Date(s): Monthly

Activity/Topic: Review Independent Investigation Reports for Completeness
Done by: Program Evaluation Managers/Program Coordinator
Date(s): Ongoing

Activity/Topic: Network Service Provider Review
Done by: Program Evaluation Managers
Date(s): Quarterly beginning March 2004

Activity/Topic: Monitoring missed PPR court appearances (Ongoing)
Done by: Program Evaluation Managers
Date(s): Upon notice by court (ongoing)

Activity/Topic: Review and analyze agency budgets and cost allocation plans
Done by: Fiscal Program Evaluation Managers
Date(s): Annually

Activity/Topic: Monitor court activities regarding permanency plan reviews
Done by: Program Evaluation Managers
Date(s): Monthly beginning April 2004

Activity/Topic: Monitor Out of Home care overpayments and underpayments by agency
Done by: Fiscal Program Evaluation Managers
Date(s): Monthly

Activity/Topic: Review agency fiscal information and audit specific agency account balances
Done by: Fiscal Program Evaluation Managers
Date(s): Monthly

Activity/Topic: Review and analyze agency independent audit
Done by: Fiscal Program Evaluation Managers
Date(s): Annually

Monitoring by Outside Parties:

Activity/Topic: Monitor and review activities of Bureau programs and agencies
Done by: Partnership Council and subcommittees
Date(s): Ongoing

Activity/Topic: Ongoing Services Evaluation
Done by: Mark Courtney/Steve McMurtry
Date(s): Ongoing (First report February 2004)

Activity/Topic: Safety Services Evaluation
Done by: Mark Courtney/Steve McMurtry
Date(s): 2003

Activity/Topic: Annual Single Audit of case records for Rate Reviews & IV-E Eligibility
Done by: Legislative Audit Bureau
Date(s): Conducted Annually

Activity/Topic: Review of La Causa, Inc. Special Needs Child Care Program Expenditures
Done by: Milwaukee Co. Dept. of Audit
Date(s): January, 2004

Activity/Topic: An Audit of the [Milwaukee County] Department of Human Services Child Welfare Overspending of 2000 State Contract
Done by: Milwaukee Co. Dept. of Audit
Date(s): May, 2001

Office of Program Review and Audit Monitoring Activities:

Activity/Topic: Review of Selected Transactions between Innovative Family Partnerships and Milwaukee Women's Center
Done by: Office of Program Review and Audit (OPRA)
Date(s): February, 2004

Activity/Topic: Limited review of La Causa's financial condition and financial management practices
Done by: OPRA
Date(s): October, 2003

Activity/Topic: Follow-up Report on Foster Care findings by LAB (the report was a follow up to a Joint Audit Committee request)
Done by: Office of Program Review and Audit (OPRA)
Date(s): June, 2003

Activity/Topic: Report on the extent and causes of overpayments to Out-of-Home Care providers
Done by: OPRA
Date(s): June, 2002

Activity/Topic: Analysis and rebuttal of report issued by National Council on Crime and Delinquency (NCCD) as part of lawsuit
Done by: Office of Program Review and Audit (OPRA)
Date(s): April, 2002

Activity/Topic: Audit of Milwaukee County's closeout of 2001 child welfare contracts
Done by: OPRA
Date(s): January, 2002

Activity/Topic: Review of efforts to track length of stay in Out-of-Home care in Milwaukee
Done by: OPRA
Date(s): February, 2002

Activity/Topic: Audit of Milwaukee County's management of on-going network services authorizations and purchases (for sites 2 and 5)
Done by: Office of Program Review and Audit (OPRA)
Date(s): April, 2001

Activity/Topic: Review of Milwaukee County's financial management of the Safety Services program

Done by: OPRA

Date(s): October, 2000

Activity/Topic: Review of the billing process for submitting and paying claims for children in the Wraparound Milwaukee program

Done by: OPRA

Date(s): September, 2000

Activity/Topic: Analysis of Milwaukee County's request to carry forward funding from one contract period to the next.

Done by: OPRA

Date(s): January, 2000

Activity/Topic: Audit of New Ventures financial management practices

Done by: Office of Program Review and Audit (OPRA)

Date(s): November, 1999

Note: We would also point out that each of the prime contractors under the child welfare program, as well as providers of ancillary services like licensing, and eligibility determination are audited annually by independent CPA firms. Their audits are reviewed and resolved by staff of OPRA who follow up on any findings and recommendations and also recover any funds that need to be recovered as a result of the audit findings.

I. SETTLEMENT AGREEMENT MONITORING

In September 2002 a Settlement Agreement was reached by the ACLU, Children's Rights, Inc. and DHFS.

The Settlement Agreement provides for performance measures for child welfare practice improvements that parallels the federal outcomes of permanency, safety and well-being for children. The BMCW Program Evaluation Managers (PEMs) have conducted an annual comprehensive review of the child welfare system in Milwaukee County. A public report of their findings and the second semi-annual report on the BMCW's compliance with the terms of the agreement will be released during the week of March 8, 2004.

The outcomes listed below that are measured by the PEMs under the agreement are primarily objective, statistical benchmarks. Unless otherwise indicated, a **monthly review** of the following items occurs through the Program Evaluation Unit in which both a fiscal and program PEM are assigned to monitor each contract:

Settlement Agreement Monitoring Conducted by PEMs

Timelines:

Comprehensive review by PEM's annually

Monitor Article I elements semi-annually and make public Monitor and report on following elements semi-annually

1. Monitor to ensure initial medical examinations for children are done within 90 days of detention.
2. Monitor to ensure placement information packets are provided to new caretakers when a child is placed.
3. Monitor to ensure children receive health care services.
4. Monitor to ensure initial case plan/permanency plan is done within 60 days.
5. Monitor to ensure permanency plan reviews are conducted every 6 months/judicial at least annually.
6. Track re-entry into care within 12 months of case closure.
7. Monitor ongoing case manager turnover rates.
8. Monitor monthly caseload averages of children per case manager.

ENSURING PERMANENCE, SAFETY AND WELL-BEING

Permanence

1. Monitor for compliance with ADOPTIONS AND SAFE FAMILIES ACT.
2. Monitor Length of Stay in Care.
3. Monitor Time to Reunification.
4. Monitor Length of Time to Adoption Finalization.

Safety

1. Track Substantiated abuse/neglect by foster parent/facility.
2. Track to ensure Referrals to Independent Investigative Agency is done within 3 days of receipt.
3. Track to ensure Independent Investigations Assigned to independent investigator within 3 days of receipt.
4. Monitor to ensure Determination Completed within 60 days of receipt by independent investigation agency.

Settlement Agreement Section (continued)

Child Well-Being

1. Monitor and track Caseload Size/Ratios.
2. Monitor to ensure casemanagers have monthly face to face visits with children on their caseloads.
3. Foster care reimbursement rates consistent with USDA standards.
4. Monitor No. of Placements for Children in Out of Home Care.

II. Program Monitoring Activities

A. Program Responsibility – Ongoing Case Management Reviews Conducted by Program PEMs

CONTRACT ELEMENTS REVIEWED MONTHLY

- Monitor and ensure that monthly face to face contacts are occurring between BMCW clients and their casemanagers.
- Ensure that children new to BMCW are receiving Initial Health Screens.
- Ensure that contracted agency have the appropriate number of case managers to meet the needs of each BMCW client.
- Ensure that Visitation of children w/parents are occurring.
- Ensure that contracted agencies complete a Rate setting form for each child placed in a foster home. (Monthly review on new children; on average other children monitored semi-annually).
- Monitor ASFA requirements of children in Out of Home Care. (Data provided annually.)
- Monitor the reentry rate of children leaving and entering Out of Home Care.
- Monitor contract agencies casemanager's Caseload.
- Ensure that Performance standards / settlement items / BMCW Manual Case Tracking and Documentation Procedures are met and followed.
- Ensure timely completion of family assessments, treatment plans, case evaluations, permanency plans, extension court reports, complete documentation of casework on WisACWIS.
- Ensure that Permanency Plan reviews scheduled and completed for each child on a CHIPS order.
- Monitor the preparation of independent living plans for all children in care over the age of 16.

CONTRACT ELEMENTS REVIEWED SEMI-ANNUALLY

- Review contracted agency customer satisfaction report in order to ensure that client input was considered.

CONTRACT ELEMENTS REVIEWED ANNUALLY

- Ensure contract agencies develops community service network to provide services to BMCW clients.
- Ensure that the contracted agency implements its Customer Satisfaction Plan in order to allow client feedback on services.
- Ensure that contracted agencies Organization Chart are identifying the appropriate positions as identified in the RFP and contract. (Also updated on an as needed basis).

CONTRACT ELEMENTS REVIEWED ON AN ONGOING BASIS

- Monitor contracted agency progress and improvements based on agency self assessment of progress, accomplishments and improvements.

Fiscal Responsibility – Ongoing Case Management Reviews Conducted by Fiscal PEMs

FISCAL CONTRACT ELEMENTS REVIEWED MONTHLY

- Collect detailed services information on independent living cases and determine if the maximum possible dollars are being captured for reporting on contract partner's CARS form each month. Also monitor that no more than 50% of the profile amount allocated by contract represents Independent Living staff salaries/benefits.
- Monitor Wraparound billing to assure that all new invoices for past services are not over 90 days.
- Partner's Monitoring of Wisacwis overpayments: Review Report 85 to determine the original overpayment due to placement errors; Review partner analysis of report 85 to determine actual overpayments (excluding false overpayments and collected amounts); Monitor status of overpayment totals for Period 2 and 3 to determine the amount of collections be done; Meet with Overpayment Liaisons monthly to review status and resolve issues.

FISCAL CONTRACT ELEMENTS REVIEWED QUARTERLY

- Quarterly Self Reporting of Partner's Paid and Non-Paid Network Services; Provide a quarterly sample of cases to review that include the goals as entered into WISACWIS; Collect sample from Partners within 30 days of distribution a samples; Review data from self reporting document and validate a sample of the information provided; Submit a findings reports; meet with partners to review and discuss both parties analysis for the reviewed quarter.

FISCAL CONTRACT ELEMENTS REVIEWED AS NEEDED

- Continue to collect data and review options for determining an Ongoing Case Rate.

➤ **NOTE:** See Fiscal ALL PROGRAM section for standard monitoring activity.

**B. Program Responsibility – Safety Services Program
Reviews Conducted by Program PEMs**

CONTRACT ELEMENTS REVIEWED MONTHLY

- Monitor caseload size (not to exceed 8 families per case worker) on a monthly basis.
- Quality Assurance Process - Review 25% sample of closed cases on a monthly basis for the following: services in place at the 7 day meeting, weekly safety assessment within seven days of last assessment, monthly cause analysis every 30 days and face to face contact with children at least every seven days.

CONTRACT ELEMENTS REVIEWED QUARTERLY

- On a quarterly basis review 10% of the cases receiving services and report on procedural and quality outcomes "Client Services Quality Assurance Quarterly Reporting".

CONTRACT ELEMENTS REVIEWED SEMI-ANNUALLY

- Monitor customer satisfaction plan and review Customer Satisfaction Report.

CONTRACT ELEMENTS REVIEWED ANNUALLY

- Monitor client recidivism/re-entry rates to safety services (not to exceed 4%)

CONTRACT ELEMENTS REVIEWED ON AN ONGOING BASIS

- Monitor contractor development of Service Network Plan to ensure the current service network meets the needs of families, service gaps are identified and filled.
- When applicable, request corrective action plan on Quality Assurance items and monitor progress.
- Monitor contractor compliance BMCW Manual Case Tracking and Documentation Procedures.

Fiscal Responsibility – Safety Services Program Reviews Conducted by Fiscal PEMS

FISCAL CONTRACT ELEMENTS REVIEWED MONTHLY

- Review Monthly Statistic report to determine accuracy of identified cases and if the determined billable cases are accurate.

FISCAL CONTRACT ELEMENTS REVIEWED QUARTERLY

- Quarterly Self Reporting of Partner's Paid and Non-Paid Network Services; Provide a quarterly sample of cases to review that include the goals as entered into WISACWIS; Collect sample from Partners within 30 days of distribution a samples; Review data from self reporting document and validate a sample of the information provided; Submit a findings reports; meet with partners to review and discuss both parties analysis for the reviewed quarter.

FISCAL CONTRACT ELEMENTS REVIEWED AS NEEDED

- MA Targeted Case Mgmt Incentive: Monitor amount of Targeted Case Management billing is being submitted to Medicaid monthly to assure that billing is being completed as required.
 - Review Case Rate: Review total Partner costs for program as compared to total billable cases to determine partner and BMCW SS cost per case rate. Review if rate is sufficient to cover costs, if not when and what changed; determine if rate being allocated through CARS will be depleted prior to end of contract and if so will the Partner possess enough revenue through the case rate and MA collection to cover costs.
- **NOTE:** See Fiscal ALL PROGRAM section for standard monitoring activity.

C. Program Responsibility – Adoption Reviews Conducted by Program PEMs

CONTRACT ELEMENTS REVIEWED MONTHLY

- Track number of finalized adoptions.
- Track percentage of cases with documented Monthly Face to Face contact with children.
- Monitor staffing patterns and review Staff Recruitment/Retention Plan.
- Monitor staff vacancy.
- Track percentage of Adoptive Family Assessments which are completed within 120 days of application.
- Track number/percentage of children adopted within 2 years of entering out of home care.
- Track the percentage of cases not yet finalized 6 months after TPR that have permanency plan reviewed by court.
- Monitor compliance with BMCW Manual Case Tracking and Documentation Procedures.

CONTRACT ELEMENTS REVIEWED SEMI-ANNUALLY

- Review and provide comments on Customer Satisfaction Plan.
- Review and provide comments on Customer Satisfaction Report.

CONTRACT ELEMENTS REVIEWED ANNUALLY

- Review Comprehensive needs assessment & Foster Parent Recruitment Plan for completeness and compliance with Bureau expectations.
- Review the timeliness of physical, dental, mental health exams for pre-adoptive children.
- Review annual Self Assessment for completeness and compliance with Bureau expectations.

Fiscal Responsibility – Adoption:

FISCAL CONTRACT ELEMENTS REVIEWED AS NEEDED

- Adoption case rate: Continue to collect and analyze information to determine a cost per case rate for BMCW Adoptions. Additional duties include reviewing statewide data to monitor State Wide Case Rate as well as vendor financial reporting.

➤ **NOTE:** See Fiscal ALL PROGRAM section for standard monitoring activity.

**D. PROGRAM RESPONSIBILITY - Out of Home Care (Licensing, recruitment, support and training of foster parents; placement, management and authorization)
Reviews conducted by Program PEMs**

CONTRACT ELEMENTS REVIEWED MONTHLY

- Monitor and review a list of all Foster Family Assessments that have been approved for the month by the OHCU.
- Monitor and review a list of all emergency license requests that the OHCU has received for the month.
- Monitor and review a list submitted by the OHCU of any licenses that are currently expired and an explanation as to why the foster home license(s) has not been renewed. Determine that explanation is adequate.
- Monitor face-to-face visitation activity for every new foster parent each month. Monitor every other month face-to-face visitation activity with foster parents in the system for more than one year.

CONTRACT ELEMENTS REVIEWED QUARTERLY

- Monitor the list of foster families that have completed the "Core Competency Model" and how many have not. Also review that plan submitted by the OHCU that addresses how all foster families will complete the "Core Competency Model" training.

CONTRACT ELEMENTS REVIEWED ANNUALLY

- Ensure that a Continuous Quality Improvement plan is provided by the Out of Home Care (OHC) contract by December 31, 2003 and review for completeness.
- Ensure that a Self-assessment is provided by the Out of Home Care Unit (OHCU) which determines how successful the OHCU is in meeting the Milwaukee Child Welfare System goals and review for completeness.
- Ensure that the Needs Assessment is provided by the OHCU annually and review for completeness.
- Monitor Out of Home Care recruitment and retention plan for recruitment and retention of qualified and competent culturally diverse staff.
- Review staff listings which include correct phone numbers, vacancy reports, and Organizational Charts including positions by type and a description of the functions of the positions on the chart. (Also reviewed on an as needed basis.)

Fiscal Responsibility – Out of Home Care:

- **NOTE:** See Fiscal ALL PROGRAM section for standard monitoring activity.

**E. Program Responsibility - Independent Investigations
Reviews Conducted by PEM**

CONTRACT ELEMENTS REVIEWED ON AN ONGOING BASIS

- Review completed independent investigations for completeness and compliance with investigative standards.
- Independent Investigations will be included in Comprehensive PEM reviews beginning in 2004.
- See Settlement Items tab for contract monitoring related to settlement

Fiscal Responsibility - Independent Investigations:

- **NOTE:** See Fiscal ALL PROGRAM section for standard monitoring activity.

**F. Program Responsibility – Kinship
Reviews Conducted by PEMs**

CONTRACT ELEMENTS REVIEWED ON AN ONGOING BASIS

- Monitor the timely and accurate assessments and reassessments of Kinship Care applicants.

Fiscal Responsibility - Kinship:

- **NOTE:** See Fiscal ALL PROGRAM section for standard monitoring activity.

**G. Program Responsibility – FISS
Reviews Conducted by PEMs**

CONTRACT ELEMENTS REVIEWED ON AN ONGOING BASIS

- Monitor the timely and accurate assessments and reassessments of FISS applicants.

Fiscal Responsibility - FISS:

- **NOTE:** See Fiscal ALL PROGRAM section for standard monitoring activity.

Fiscal Responsibility for All Programs:

FISCAL CONTRACT ELEMENTS REVIEWED MONTHLY

- 1. Reconcile Costs reported to expenses recorded in accounting system to reported CARS for accuracy. 2. Forecast expenses to the contracted profile amounts to determine if any specific profiles will be depleted prior to the end of the contract period. 3. Review reported expenses to determine if non-allowed expenses are being reported. 4. Complete periodic sample audits of reported expenses items to determine accuracy of reporting and/or to determine questionable changes of the expense over time.
- Review Monthly Cars Report for accuracy.

FISCAL CONTRACT ELEMENTS REVIEWED ANNUALLY

- Collect and review annually the Partner's written Cost Allocation Plan. Review for any issues that may be contrary to the "Allowable Cost Policy Manual".
- Collect and review annually the Partner's written Operational Budget. Review for any issues that may be contrary to the "Allowable Cost Policy Manual". Also, review to determine that the budget is appropriate for the contractual allocated amounts provided to each contracted profile.
- Review Partner's Independent Annual Audit that is submitted to OPRA in June of the next contract period.
- Review Partner's Final Fiscal Report for December (and/or Annual Report) of the previous contract year to assess final year costs for program.
- Review Partner's Surety Bond at the beginning of the contract period.

FISCAL CONTRACT ELEMENTS REVIEWED AS NEEDED

- Review Partner agency's past due Liabilities to assure that they are expenses in the appropriate contract year and also review during the current contract year to assure that cash flow issue do not potentially effect operations.

III. Other Monitoring Items

- Federal Child and Family Services Review - August 2003

The United States Department of Health and Human Services (HHS) conducted a statewide review of Wisconsin's child and family service programs to ensure conformance with requirements in Titles IV-B and IV-E of the Social Security Act. Milwaukee County was included as the largest urban area within the state which is consistent with all Federal Child and Family Service Reviews (CFSR) that are being conducted throughout all of the United States. In addition to Milwaukee, Kenosha and Outagamie Counties are the other two counties that were selected for review to be representative for the remainder of the State. The report of this review was published in February 2004.

- Third-Party Evaluation of BMCW Programs by UW-Milwaukee/University of Chicago

The study, which is authorized by the Milwaukee Partnership Council, is being conducted by the University of Chicago and the University of Wisconsin-Milwaukee, with funding from DHFS and the Jane B. Pettit and Annie E. Casey Foundations. This third-party evaluation process is designed to assess whether services provided by the Bureau are successful in achieving appropriate and desirable outcomes for the children and families it serves. Evaluations are being conducted on all program areas with subsequent reports to occur. The study is broken out into a series of panels with points in time review within the study. The panels for the program areas include: Safety Services, New Ongoing Cases, and Long-Term Ongoing Cases.

The evaluation is a multi-year study covering families involved with the Bureau of Milwaukee Child Welfare programs between October of 2000 and December of 2003. The first stage examined the Safety Services component of BMCW. On December 4, 2002, the results from an evaluation of Safety Services in Milwaukee County was presented at the Wingspread Conference Center in Racine, Wisconsin. A second report, released in February 2004, addressed BMCW's Ongoing Case Management program for children placed in out-of-home care for less than one year.

- In order for an agency to receive funding and operate as a child-placing agency, there are identified minimum standards that these agencies must meet. All Sites are licensed and reviewed (by BRL) as Child Placing Agencies.
- Point in time stats for the **INTAKE, INITIAL ASSESSMENT, ONGOING, SAFETY & OHC UNITS** (Number of cases - flow in and out) provided to Partnership Council and others monthly.
- LAB Audit - Annual Single Audit of case records for Rate Reviews & IV-E Eligibility
- OPRA - monitoring IV-E - Maximus files & Licensing files – **INTERNAL**
- Annual Independent Financial Audits to OPRA – **INTERNAL**
- Outside Accreditation of CSSW & LSS
- CART - Multidisciplinary Team reviews cases for systemic issues monthly.
- FIMR - Fetal Infant Mortality Review - Reviews Infant Deaths in Milwaukee County
- Child Death Review Committee - reviews child deaths in Milwaukee County

Senator Moore

HEALTH AND FAMILY SERVICES
[LFB Paper #530]

LAB Review of Milwaukee Child Welfare Administration

Motion:

Move to request the Joint Committee on Audit to request the Legislative Audit Bureau to review the Department's administration of child welfare services in Milwaukee County. Request that the Audit Bureau review the following issues: (a) the use of private agencies in the provision of child welfare services; (b) the provision of services to children in out-of-home care, including case management services and services provided to the children's family; (c) safety services provided to children placed in their home; and (d) the use of termination of parental rights and adoption as a permanency plan goal for children in out-of-home care. Request that the Audit Bureau report its finding to the Joint Committee on Audit by January 1, 2003.

Note:

This motion would request the Joint Committee on Audit to request the Legislative Audit Bureau to conduct a review of DHFS administration of child welfare services in Milwaukee County. This motion would request the Audit Bureau to report its finding to the Joint Committee on Audit by January 1, 2003.



State of Wisconsin \ LEGISLATIVE AUDIT BUREAU

JANICE MUELLER
STATE AUDITOR

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MADISON, WISCONSIN 53703
(608) 266-2818
FAX (608) 267-0410
Leg.Audit.Info@legis.state.wi.us

April 30, 2003

Senator Carol A. Roessler
and Representative Suzanne Jeskewitz, Co-chairpersons
Joint Legislative Audit Committee
State Capitol
Madison, WI 53702

Dear Senator Roessler and Representative Jeskewitz:

At your request, we have compiled some information on the provision of child welfare services in Milwaukee County.

As of January 1, 1998, the State of Wisconsin assumed responsibility for providing child welfare services in Milwaukee County. Budgeted expenditures for the State's Bureau of Milwaukee Child Welfare are \$110.6 million in fiscal year (FY) 2002-03. In calendar year 2002, the Bureau received a total of 15,004 referrals of child abuse or neglect and opened 1,812 cases for service.

The State assumed responsibility for Milwaukee County child welfare services in response to a number of actions by the American Civil Liberties Union (ACLU) beginning in 1993. Those actions alleged systemwide deficiencies, including failure to adequately investigate complaints of abuse or neglect and to promptly terminate parental rights and secure permanent placements for children when appropriate.

The most recent actions filed by the ACLU were resolved in September 2002, when the State and the plaintiffs reached a settlement agreement. The agreement contains a number of quantifiable performance standards intended to improve the provision of child welfare services. For example, in 2003, 80 percent of reports of alleged abuse or neglect are to be referred for investigation within three working days; the percentages increase to 85 percent in 2004 and 90 percent in 2005. These standards will be phased in and monitored by the State over a three-year period that began January 1, 2003.

I hope you find this information useful. Please contact me if you have additional questions.

Sincerely,

Janice Mueller
State Auditor

JM/KM/bm

MILWAUKEE COUNTY CHILD WELFARE SYSTEM

Historically, child welfare services in Wisconsin have been administered by county human services agencies. However, the Department of Health and Family Services (DHFS) is responsible for establishing standards and providing oversight of the services provided.

In 1993, the American Civil Liberties Union (ACLU) filed suit in the United States District Court, Eastern District of Wisconsin, alleging that the administration of Milwaukee County's child welfare system was ineffective and failed to:

- adequately investigate complaints of abuse and neglect;
- provide services to avoid unnecessary out-of-home placements;
- provide appropriate out-of-home placements when necessary; or
- promptly terminate parental rights and secure permanent placements for children who could not be returned to their birth families.

In response to the lawsuit and persistent concerns about operation of the child welfare system, 1995 Wisconsin Act 27, the 1995-97 Biennial Budget Act, and 1995 Wisconsin Act 303 directed DHFS to assume responsibility for administration of the child welfare system in Milwaukee County, effective January 1, 1998. All of Wisconsin's other counties have continued to administer their own child welfare systems. Appendix 1 provides a time line of key developments related to Milwaukee County child welfare.

Administrative Structure

The Bureau of Milwaukee Child Welfare is currently authorized 166.0 full-time equivalent positions within DHFS to administer child welfare services in Milwaukee County. DHFS has a central administrative office located in the city of Milwaukee from which it operates a child welfare intake unit. This unit is responsible for receiving all incoming reports of possible child abuse or neglect.

In addition, DHFS contracts for the provision of a variety of child welfare services to children, their families, and foster parents. Two contracts—one for recruitment and licensing of foster parents and one for provision of adoption services—require the vendors to provide these services for the entire county. In contrast, contracts for safety services, which are provided when a child is allowed to remain in the home after a substantiated report of abuse or neglect, and ongoing case management, which is provided when a child is removed from the home, are let by region within the county. DHFS has divided Milwaukee County into five regions with boundaries intended to evenly distribute anticipated caseloads. Table 1 shows the vendors currently responsible for safety and case management services in the five regions.

Table 1

Milwaukee Child Welfare Service Providers by Region

<u>Region</u>	<u>Safety Services Provider</u>	<u>Case Management Provider</u>
1	Wisconsin Community Services Network	Wisconsin Community Services Network
2	SafeNow Safety Services, Milwaukee County Mental Health Division	Wisconsin Community Services Network
3	Innovative Family Partnerships, Inc.	Innovative Family Partnerships, Inc.
4	La Causa	La Causa
5	SafeNow Safety Services, Milwaukee County Mental Health Division	Innovative Family Partnerships, Inc.

During 2002, the Bureau received 15,004 referrals for service. Based on those referrals, a total of 1,812 cases were opened. Of the cases that were opened, 1,245, or 68.7 percent, were provided with safety services intended to prevent the need to remove children from the home. The remaining 567 cases, or 31.3 percent, involved the removal of children from the home.

In 2002, a total of 1,110 children were reunited with their families after being removed from the home, while another 504 were adopted and 371 were placed with a legal guardian. As of December 2002, a total of 4,570 children in Milwaukee County were placed outside the home. That is a decrease of 22.8 percent from December 2001, when 5,917 children were in out-of-home placement.

Program Budget

As shown in Table 2, funding for Milwaukee child welfare services comes from three sources: general purpose revenue (GPR); federal revenues from Title IV-E funds provided for foster care costs; and program revenue received from Temporary Assistance to Needy Families (TANF), Medical Assistance matching funds, and third-party revenue such as child support payments from parents that are used to pay for out-of-home care for children.

Table 2
Bureau of Milwaukee Child Welfare Budget
 FY 2002-03

	<u>GPR</u>	<u>Federal Funds</u>	<u>Program Revenue</u>	<u>Total</u>
Placement costs ¹	\$23,845,200	\$11,011,100	\$ 0	\$ 34,856,300
Vendor contracts				
Ongoing services	10,161,300	2,066,500	1,871,000	14,098,800
Case management services	10,826,600	3,075,000	0	13,901,600
Wraparound services	8,810,500	1,371,600	0	10,182,100
Safety services	0	0	7,094,100	7,094,100
Out-of-home placement services	4,070,100	1,156,000	0	5,226,100
Adoption services	1,718,500	1,406,000	0	3,124,500
Prevention services	0	0	1,489,600	1,489,600
Independent investigation services	248,400	0	0	248,400
Family intervention and support services	206,600	0	0	206,600
Miscellaneous vendor costs ²	1,340,900	298,300	0	1,639,200
Operations costs ³	<u>11,555,900</u>	<u>6,362,300</u>	<u>630,000</u>	<u>18,548,200</u>
Total	\$72,784,000	\$26,746,800	\$11,084,700	\$110,615,500

¹ Funds paid to foster care providers.

² Includes costs for services such as psychiatric evaluations, reviews of permanency plans for children, evaluations for safety services, and costs associated with terminations of parental rights.

³ Costs of state staff, the child support information system, rent, training, supplies and services, and miscellaneous other costs.

Program Issues

Although the State assumed responsibility for Milwaukee child welfare in January 1998, it contracted for many services from the Milwaukee County Department of Human Services until May 2001. During this period, concerns about the system's effectiveness continued, and news accounts continued to report instances of apparent failures within the system. For example, in June 2001, a seven-month-old infant suffocated while sleeping in an adult bed in a foster home that was not equipped with a crib.

The ACLU filed additional complaints in June 1999 and December 2000, alleging that systemwide problems persisted. Various problems with the system, both in service delivery and program management, were identified by several audits by DHFS and the Milwaukee County Department of Audit.

During this period of critical findings, 1999 Wisconsin Act 9, the 1999-2001 Biennial Budget Act, requested the Joint Legislative Audit Committee to direct the Audit Bureau to complete an evaluation of DHFS's administration of Milwaukee County child welfare services by January 1, 2003. The Joint Legislative Audit Committee has not, to date, directed the Audit Bureau to complete that evaluation.

Future Considerations

At the time the 1999-2001 biennial budget was enacted, there was considerable concern about the extent of problems with Milwaukee child welfare. An audit at that time could have independently documented the degree to which services were failing to meet standards and could have included recommendations for improved management and service delivery. Since the enactment of that budget, several events have taken place to begin addressing concerns about the program. First, in May 2001, DHFS discontinued the contract with the Milwaukee County Department of Human Services for foster care services and adoption services countywide, and for ongoing case management at regions 2 and 5. Nevertheless, the State continues to contract with Milwaukee County's Division of Mental Health for safety services in regions 2 and 5.

In addition, DHFS has allocated approximately \$750,000 for the University of Wisconsin-Milwaukee's School of Social Welfare to lead an evaluation of Milwaukee child welfare. The evaluation is intended to determine DHFS's ability "to achieve appropriate and timely outcomes for children and families."

UW-Milwaukee researchers are reporting their results incrementally. A report on the provision of safety services released in March 2002 found a slight but statistically significant improvement in child well-being as a result of safety services being provided. In addition, the study found that approximately 13 percent of families experienced substantiated cases of abuse or neglect within 24 months after a case had been opened and safety services were provided. This compares favorably to studies from other parts of the country, which found rates of up to 25 percent. However, the study also noted that the assessments completed by safety services case managers did not always adequately identify the full range of services needed by families and children. A report pertaining to out-of-home placements is expected in late 2003.

The third event intended to lead to improvements to Milwaukee child welfare is the settlement agreement approved by the federal court to resolve the ACLU lawsuit. The September 2002 agreement includes specific performance standards to be measured and reported by the State over a three-year period that began January 1, 2003. The State also agreed to pay the plaintiff's legal costs of \$950,000.

The stipulated standards include specific numeric goals to be achieved in each of the three years, and most of the standards require increasing improvements in each year of the three-year period. For example, one standard measures the percentage of reports of alleged abuse or neglect that are referred for investigation within three business days. In 2003, 80 percent of reports are to be referred within that time frame; the target percentages are 85 percent in 2004 and 90 percent in 2005.

An evaluation of Milwaukee child welfare at this time could review historical performance and would likely confirm program shortcomings that led to the settlement agreement. However, performance standard measurement began in January 2003, and thus data would not be available for review at this time.

As an alternative to an audit, the co-chairs of the Joint Legislative Audit Committee could request that the Secretary of DHFS periodically report to the Committee on efforts to improve the program.

Appendix 1

Key Developments Related to Milwaukee County Child Welfare

<u>Date</u>	<u>Action</u>
June 1993	ACLU files action in U.S. District Court alleging ineffective child welfare services
July 1995	Legislature authorizes DHFS to assume responsibility for Milwaukee child welfare
January 1998	DHFS assumes responsibility for Milwaukee child welfare
November 1999	DHFS concludes a subcontractor, New Ventures, is poorly managed and terminates contracts
October 2000	DHFS issues audit that is critical of Milwaukee County safety services
May 2001	Milwaukee County issues audit that is critical of child welfare services DHFS issues audit that is critical of ongoing case management State discontinues Milwaukee County contracts to provide foster care and adoption services countywide, and ongoing case management services in regions 2 and 5 Milwaukee County Executive announces pay forfeiture for top child welfare officials
March 2002	Release of UW-Milwaukee safety services evaluation
September 2002	Settlement agreement reached between ACLU and the State of Wisconsin
January 2003	Three-year monitoring and performance improvement period required by the settlement agreement begins
December 2003	Anticipated release of UW-Milwaukee evaluation of out-of-home placement services



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June

why audit when
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MCCW

Mark
MCCW

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+ a little PR

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Ressler - let's look at court order
day!

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of Leg Council

→ come out of testimony

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as all child adv & foster parents
learn from what being done
there

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Mark Herstand -

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Kenneth Roggen Civil Liberties

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DOYLE VETOES S.13.10 TRANSFER OF \$1.9 MILLION OF MILWAUKEE CHILD WELFARE FUNDS

Governor Doyle has vetoed a Joint Finance Committee S.13.10 approval of the transfer of \$1,919,900 GPR from the Milwaukee child welfare services appropriation to the statewide foster care and adoption services account. The committee action on June 30 was predicated on the theory the money "would be used to address a projected deficit in funding for foster care and adoption assistance payments in state fiscal year 2004-05."

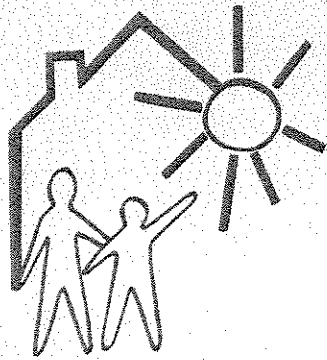
In his veto, Doyle said: "These funds should remain in the Bureau of Milwaukee Child Welfare appropriation to ensure the continued success of efforts to meet critical permanence, safety and child well-being performance standards." He added, "Although it appears likely that the statewide foster care and adoption assistance program will incur a deficit in state fiscal year 2004-05, the extent of the deficit will not be known until the end of the fiscal year. At that time the Department of Health and Family Services can request precisely the amount of additional funding needed for the statewide foster care and adoption assistance program."

The Finance Committee has 15 working days after receipt of the Governor's objections to take action or the veto stands. That would be about August 11 or 12. It will take a two-thirds vote of the committee to override the veto



HELPING HANDS

St. Aemilian-Lakeside, Inc.
2003 Performance Report



Letter from the President and Board Chairman

Dear Friends of St. Aemilian-Lakeside, Inc.,

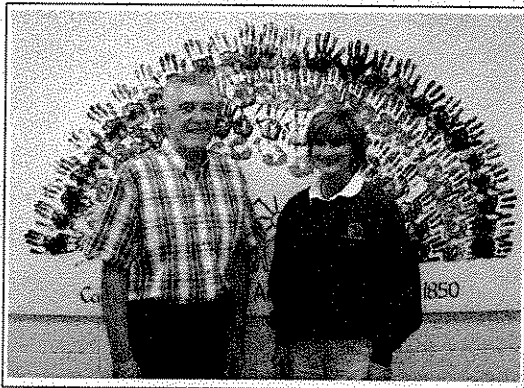
We are pleased to present Helping Hands, our 2003 agency performance report. The report highlights the many ways that St. Aemilian-Lakeside combines treatment and education services with innovative community service efforts. The philosophy of Helping Hands promotes healing and a valuable sense of connection for the children, families, and adults we serve. It also emphasizes the mutual benefits when community members support St. Aemilian-Lakeside's work. Either way, helping hands increase positive outcomes.

Growth is prominent in the 2003 accomplishments, including the expansion of treatment foster care services and the doubling of foster parent education training hours. The ability to accept Medicaid reimbursement for in-home services also sparked program expansion. Growth helps us reach out to serve more people in ways that lend a hand for their success.

Innovation develops services that help people in new and creative ways. In 2003, St. Aemilian-Lakeside created Capitol West Academy, a public charter school, and the Intensive Caretaker Support Program, which offers education and support to foster parents.

We've stepped up fund development efforts, and the generosity of donors offers a helping hand in the delivery of quality services. Increasingly, private dollars are necessary to achieve financial and programmatic success. Advocacy was a new Board emphasis in 2003 and right out of the gate we held meetings with key legislative contacts as well as the governor and lieutenant governor.

Thank you to all those involved in the success we facilitate for clients – their caring families, our Board of Directors, dedicated staff, generous donors, committed volunteers, community leaders and supportive agency friends. We couldn't do it without your Helping Hands.



Sincerely,

Teri Zywicki-Nelson
Teri Zywicki-Nelson
President and CEO

Leon Janssen
Leon Janssen
Chairman, Board of Directors

All artwork featured in this year's performance report was produced by the talented children in the St. Aemilian-Lakeside community. The theme of this year's artwork is "Helping Hands."

2003 Handprint: What people are saying about St. Aemilian-Lakeside

"When it comes to educating a child with behavioral and emotional disabilities, St. A's is top." — School Official

"We realize that if anyone can break through to [our grandson], you are the ones." — Grandparents of a child in residential treatment

"I learned a lot from classmates, gained new friends and support systems through this experience." — Foster Parent Education Program graduate

"[My student] would not have graduated without the FACT Program. Your willingness to stick with him through some fairly trying times was admirable certainly when others had written him off." — High School Teacher

"I gladly find myself writing yet another letter to St. Aemilian's praising the staff." — County human services official

2003 Board of Directors

Some notable developments took place on the board of directors in 2003. The board grew by ten members and streamlined its stewardship of St. Aemilian-Lakeside through the formation of five standing committees: Finance, Risk Management, Fund Development, Governance, and Advocacy. Thank you to the hardworking and dedicated board:

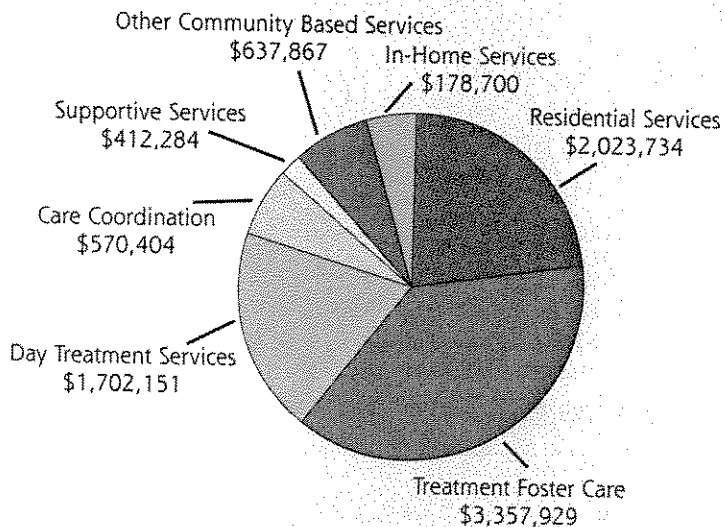


(l to r) Clifford Asmuth, Roger B. Siegel, John L. Nowak, Jacqueline Herd-Barber, Leon P. Janssen, Sister Coletta Dunn, Missy Levit, Joanne M. Pier, and John Teevan

Leon P. Janssen, Board Chairman GE Healthcare	Ademola Lawal, Finance GE Healthcare
Clifford Asmuth, Board Treasurer, Finance Robert W. Baird & Co.	Missy Levit, Fund Development
Judith A. Borawski Vernal Management Consultants	Mary L. McCormick, Advocacy Rotary Club of Milwaukee
Ruby Brooks, Finance Business Educational Consortium, Inc.	John L. Nowak, Risk Management Assn. of Equipment Manufacturers
Jon P. Christiansen, Risk Management Foley and Lardner	Joanne M. Pier, Advocacy
Jim Del Mauro, Fund Development	Gerard Randall, Advocacy Private Industry Council of Milwaukee Co.
Sister Coletta Dunn, Board Secretary, Risk Management Cardinal Stritch University	Roger B. Siegel, Finance Polacheck Company, Inc.
Jacqueline Herd-Barber, Board Vice Chair, Governance Motorola Company	Robert L. Sowinski, Risk Management Diversified Insurance Services, Inc.
Dave Jorgensen, Golf Committee Voss Jorgensen Schueler	John Teevan, Advocacy Home Care Medical
	Charles G. Vogel, Governance Godfrey & Kahn, S.C.

2003 Operating Revenues and Expenses

Expenses by Category



Revenues

Contributions	\$ 613,893
Program Service Fees	8,285,937
Other Income	44,480
Total Revenue	\$8,944,310

Expenses

Treatment Foster Care	\$3,357,929
Residential Services	2,023,734
Day Treatment Services	1,702,151
Care Coordination	570,404
In-Home Services	178,700
Other Community-Based Services	637,867
Supportive Services	\$ 412,284
Total Expenses	\$8,883,069
Revenues in excess of expenses	\$ 61,241

Impact of St. Aemilian-Lakeside Services

In the Classroom

In the Home

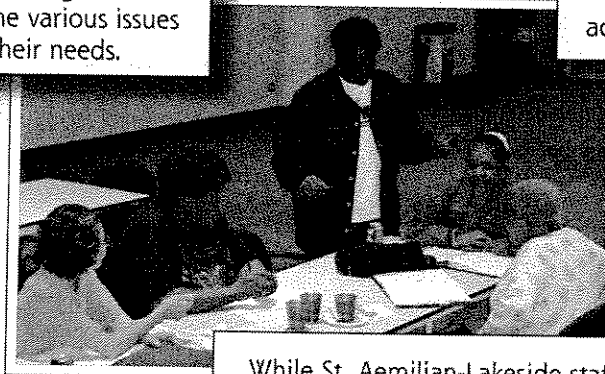
In the Community

Expansion of St. Aemilian-Lakeside's services in 2003 meant extending a helping hand even further to children, adults and families who are working to improve the quality of their lives.

In the Community

The **Foster Parent Education Program** nearly doubled its number of training hours. The program introduced a new 36-hour curriculum to give foster parents a better understanding of the various issues related to foster children and their needs.

Care Coordinators organize family, friends, and community resources that empower families to meet their own needs. Contracted through Wraparound Milwaukee, this award-winning team of case managers earned that agency's 1st place rating throughout 2003.



While St. Aemilian-Lakeside staff advocate for their clients in the community every day of the year, the **advocacy committee** worked overtime. The committee made 19 contacts with local and statewide office holders – including seven face-to-face meetings – to share the message of permanence for children and families.

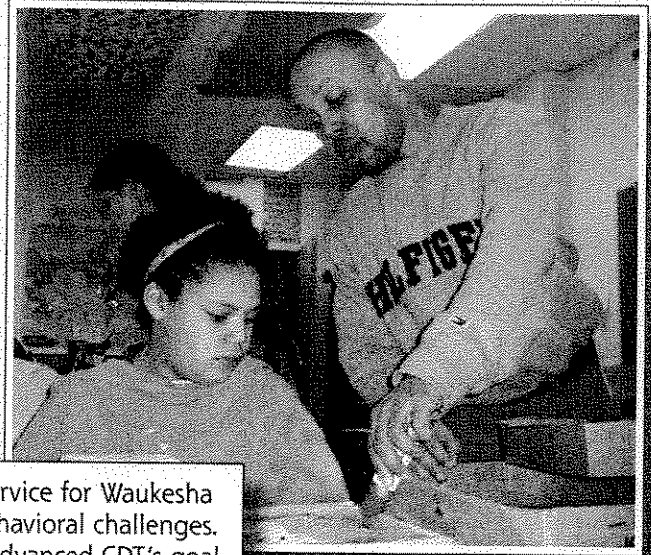
Friendships Unlimited, a social program for adults with mental illness, continued to grow thanks in part to a new buddy system which matches new and existing members. Credit is also due to the creativity of program members who organized movie nights, walking groups, campfire cookouts, and other fun activities throughout the year.

"I don't know what I would have done without [the care coordinators]. They have been my backbone." – Guardian of child served by Care Coordinators

"Thank you for helping me understand how the birth parent feels. I see things differently now." -- Foster Parent Education Program Graduate

In the Classroom

FACIT (Families and Community Invested Together), a school-based therapy service that keeps at-risk students on track in the classroom, received a double boost: increased funding from Washington County and expansion into Ozaukee County. In addition, the talented FACIT team built upon its successful prevention work by developing and implementing a violence prevention curriculum for local schools.

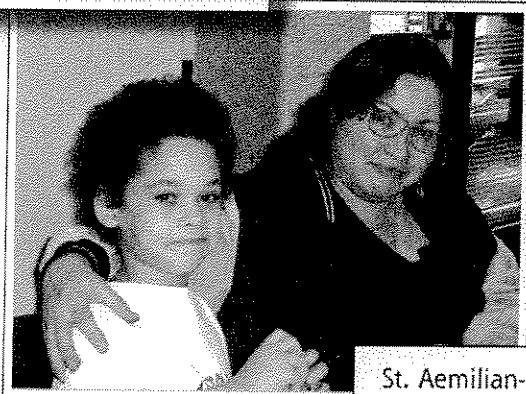


CDT (Community Day Treatment) is a service for Waukesha County adolescents with emotional and behavioral challenges. Its enhanced daily living skills curriculum advanced CDT's goal of helping children succeed in their schools and community. In 2003, a 17 year-old alumnus became a published author.

St. Aemilian-Lakeside's **In-Home Therapy Services** restructured to accept Medicaid. The number of people receiving in-home therapy soon quadrupled, extending an effective and compassionate treatment option into dozens of new homes.

In the Home

We continue to find stable, loving homes for foster children with extra challenges. This year's expansion of **Treatment Foster Care** into Racine, Manitowoc, and Sheboygan Counties opened even more homes in Southeast Wisconsin to the special rewards of foster care. Our foster care placements led to 11 adoptions in 2003, nearly twice as many as the year before.



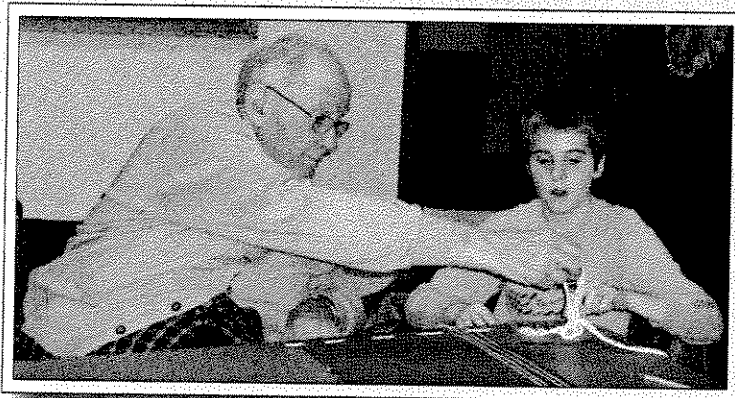
St. Aemilian-Lakeside began offering **Intensive Caretaker Support** to foster families in the Milwaukee area. Its goal is to make foster care placements stronger, reducing the need for a child to move to another foster home. The innovative service helps foster parents better meet the needs of the foster children in their care by offering therapeutic support, respite, and additional training. Intensive Caretaker Support provides a helping hand to very deserving care providers.

Helping Hands Strengthen the Community

St. Aemilian—Lakeside empowers children and adults to become strong, contributing members of the community. Whether through service learning, transitional employment, or just giving our neighbors a hand, in 2003 our services continued to incorporate the therapeutic power of helping others. Strengthening and helping the community. Strengthening and helping yourself.

**You can't do one
without the other.**

Volunteering



The children in **Residential Treatment** made great strides by actively participating in community service. The boys shoveled snow for their neighbors, volunteered at the Wisconsin Humane Society, and cleaned a local park. And the kids weren't the only ones building bridges with the community – residential staff threw a huge dinner for the children and their families, and everyone agrees it was one of the highlights of the year.

2003 Handprint: Treatment Success

Nearly **75 percent** of the children who graduated from therapy services in 2003 moved on to a more community-based setting – one step closer to a permanent, stable future.

Many children left residential treatment to receive therapy in their own homes, others left day treatment to return to their own schools, and a noteworthy 76 percent of discharged treatment foster care children returned to their birth families or adoptive homes.

2003 Handprint: Satisfaction

Our 2003 survey responses found a **90 percent satisfaction rate** among clients, parents/guardians, and purchasers of St. Aemilian-Lakeside's therapy services.

Additionally, follow-up survey responses found 8 in 10 clients successfully at home or in a community-based setting six months after discharge, with 75 percent reporting positive behaviors in the home and 72 percent maintaining positive behaviors at school.

Service Learning

Students come to the **Day Treatment Program** when emotional or behavioral challenges hamper success. It can be an isolating experience – but St. Aemilian-Lakeside educators connect these children with their communities, engaging them in a variety of service learning projects, including nursing home visits and neighborhood beautification. In 2003, students logged 645 hours of service learning, including work on the Pink Ribbon project raising money for breast cancer research. *"It's easy to help the community,"* one student observed. *"The little things make a big difference."*



"It was nice to do things for other people instead of just myself. I didn't have a lot of chances to do that before." – Service Learning participant

Transitional Employment



The transitional employment service at **Spring City Corner Clubhouse** creates a win-win situation. Its participants, adults with mental illness, accomplish meaningful work in the community and develop skills and confidence along the way. One participant said, *"Clubhouse has given me a safe environment to develop my self-esteem and confidence. Once I felt alone and isolated in my illness – now I have many very understanding and supportive friends, meaningful work inside and outside of Clubhouse, and hope for the future."*

Community Partners

From the caring that volunteers
bring through our doors
to the generous gifts that make our
work possible, our 2003 community partners
demonstrate how, in working to
strengthen our community...

Helping hands reach both ways.

**Thank you to our 2003
Community Partners:**

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St. Aemilian-Lakeside board member*

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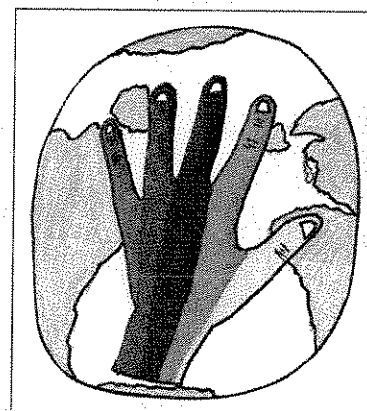
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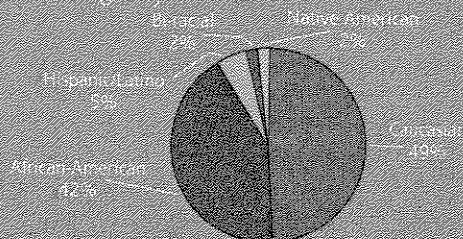
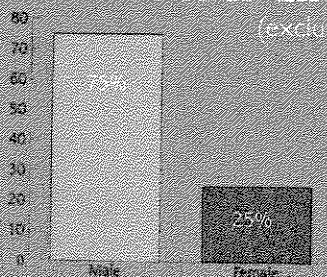
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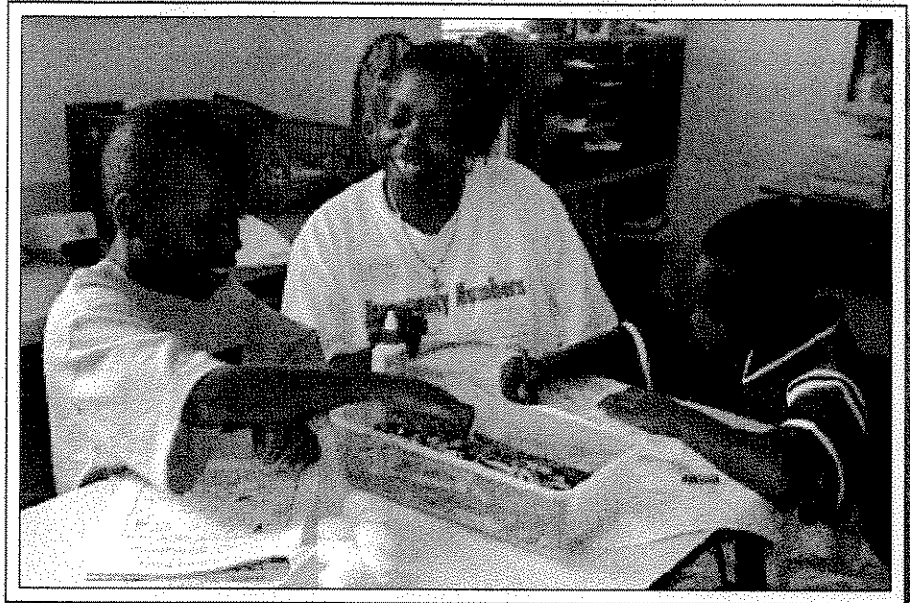
2003 Handprint: Gender and Ethnicity of Clients Served

(excluding Foster Parent Education Program)



Thank You Volunteers

Volunteers shared their time and energy in many ways. Whether working as classroom assistants or field trip chaperones, volunteers gave friendship and caring support to children. Corporate volunteer groups provided dozens of holiday gifts and others worked with students to create welcome posters for the building entrances. Student interns developed career skills while counseling children and families. Golf committee volunteers helped raise funds for programs. All lent a helping hand to make a difference.



2003 Volunteers

Bank One Employees
 Charter Manufacturing Employees
 Dick Callan
 Elaine Cotter
 Dennis Engel
 Bruce Janzcak
 John Dickens

Tom Kelpin
 Mike Klonne
 Marquette University Employees
 Marquette University High School Volunteers
 Marshall Fields-Mayfair Employees
 Eric Muehl
 Lula Neal

Leif Nesheim
 Melani Ryan
 SBC Employees
 Niccole Schmidt
 Carol Willis

We have taken every measure to ensure accuracy of all listings in this report and apologize if we have overlooked someone. Please call (414) 463-1880 Ext. 143 with any corrections or additions.

Staff Recognition

St. Aemilian-Lakeside's dedicated staff has offered a helping hand to countless members of our community. We congratulate the caring and qualified professionals who reached the following milestones in 2003:

30+ Years of Service

Charles Synold

25+ Years of Service

James Becker
 Evelyn Grant
 Gerard A. Vidal

15+ Years of Service

Gina M. Aiello
 Ocie Cook
 Lynn M. Dusold
 Michael Joranger
 Susan R. Latz
 Nathaniel Lindsay
 James R. Lukasik
 Kristin S. Murphy
 Donna Niccolai-Weber

Sam Verner Reaves
 Gary Thompson
 Lynn Thompson
 Gerald Waites

10+ Years of Service

Stacey Buggs
 Dwight Ferrell
 Jean Johnson
 Steven A. Kracht
 Marylyn Kruger
 Rosemary Lawson
 Juan Lopez
 Karen Lumb
 Dennis Malkiewicz
 Robert Mielke
 William Pierce
 Edward Renner

Diane Schultz
 Marlo Thompson
 Ann Umhoefer
 Darin Ware

5+ Years of Service

Tracey L. Anderson
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