

**State of Wisconsin
Department of Children and Families**

NOTICE OF PUBLIC HEARING

**Substance Abuse Screening, Testing, and
Treatment for the Children First Program**

DCF 154

NOTICE IS HEREBY GIVEN that pursuant to s. 49.162 (7), Stats., as created by 2015 Wisconsin Act 55, the Department of Children and Families proposes to hold a public hearing to consider emergency and proposed permanent rules relating to substance abuse screening, testing, and treatment for the Children First Program.

Hearing Information

**9:00 a.m.
March 17, 2016
Thursday**

**MADISON
GEF 1 Building, Room H203
201 E. Washington Avenue**

Interested persons are invited to appear at the hearing and will be afforded the opportunity to make an oral presentation of their positions. Persons making oral presentations are requested to submit their facts, views, and suggested rewording in writing.

If you have special needs or circumstances regarding communication or accessibility at a hearing, please call (608) 422-7074 at least 10 days prior to the hearing date. Accommodations such as ASL interpreters, English translators, or materials in audio format will be made available on request to the fullest extent possible.

Analysis Prepared by the Department of Children and Families

Statutory authority: Section 49.162 (7), Stats., as created by 2015 Wisconsin Act 55

Statutes interpreted: Section 49.162, Stats., as created by 2015 Wisconsin Act 55

Related statute or rule: Section 49.36 (3m), as created by 2015 Wisconsin Act 55

Explanation of Agency Authority

Section 49.162 (7), Stats., as created by 2015 Wisconsin Act 55, provides that “the department shall promulgate rules to implement the substance abuse screening, testing, and treatment requirements” under s. 49.162, Stats.

Section 49.162, Stats., as created by 2015 Wisconsin Act 55, requires substance abuse screening, testing, and treatment as a condition of eligibility for all of the following:

- Persons who apply to participate in the Transform Milwaukee program or the Transitional Jobs program under s. 49.163, Stats.
- Persons who apply to participate in W-2 services and benefits for noncustodial parents under s. 49.159 (1) (b), Stats.
- Persons who are ordered by a court to register for Children First because they are not meeting their child support obligations.

The proposed ch. DCF 154 applies to the Children First program. Rules for the other 3 programs were promulgated separately in proposed ch. DCF 105. A specific rule for the Children First program is required due to unique and substantial differences in how that program is administered.

Section 49.36 (3m), Stats., provides that “a person is not eligible to participate in a program under this section unless the person satisfies all of the requirements related to substance abuse screening, testing, and treatment under s. 49.162, Stats., that apply to the individual.” Section 49.162 (2), Stats., requires an individual who registers for the Children First program to complete a questionnaire that screens for the abuse of a controlled substance. If the administering agency determines that there is a reasonable suspicion that an individual who is otherwise eligible for a work experience program is abusing a controlled substance based on the individual’s answers to the questionnaire, the individual must undergo a test for the use of a controlled substance to be eligible to participate in the Children First program. If the individual refuses to answer the questionnaire or submit to a drug test, the individual is not eligible to participate in the program until the individual complies with the requirement to complete the questionnaire and undergo a test for the use of a controlled substance.

An individual who undergoes a test for the use of a controlled substance and tests negative will have satisfactorily completed the substance abuse testing requirements. An individual who tests positive but presents evidence of a valid prescription that explains any metabolite detected by the test will also have satisfactorily completed the substance abuse testing requirements. An individual who tests positive without presenting evidence of a valid prescription is required under s. 49.162 (4) (a), Stats., to participate in substance abuse treatment in order to remain eligible for the Children First program.

During the time an individual is participating in required controlled substance abuse treatment, the individual is required under s. 49.162 (4) (b), Stats., to undergo one or more random substance abuse tests. An individual who tests positive during treatment without presenting evidence of a valid prescription that explains any metabolite detected by the test will have one opportunity to begin treatment again. The individual re-entering treatment after an unexplained positive test remains eligible for the program only if the individual does not have another unexplained positive test before successfully completing treatment. Upon completion of the treatment program, the individual must undergo a test for substance abuse under s. 49.162 (4) (c), Stats. If the test result is negative or if it is positive only for metabolites associated with a

valid prescription, the individual will have satisfactorily completed the substance abuse testing requirements under s. 49.162 (4) (c), Stats.

Summary of the Proposed Rules

The purpose of this chapter is to establish a process to screen for, and, if appropriate, test for the use of controlled substances, as defined in this chapter, by individuals registered for the Children First program administered by the Department of Children and Families under s. 49.36, Stats., and to refer individuals determined to be abusing a controlled substance to a treatment provider for a substance abuse assessment and evaluation and appropriate treatment.

The emergency and proposed rules permit the department to approve one or more screening questionnaires that may be used to determine whether there is reasonable suspicion that an individual who is otherwise eligible for a work experience program under s. 49.36, Stats., is abusing a controlled substance, standards for concluding a reasonable suspicion of controlled substance abuse exists, and procedures for determining when an individual has refused to comply with the screening requirement. The emergency and proposed rules define how individuals reasonably suspected of abusing a controlled substance will be tested for use of a controlled substance, what alternative test results may be accepted to satisfy the testing requirement, what confirmation testing may be required, how test result records will be stored to assure confidentiality and compliance with federal regulations relating to diagnosis and treatment records for drug abuse, how applicants may consent to sharing test result information, and how refusal to submit to a test will be determined.

For applicants who test positive for use of a controlled substance without evidence of a valid prescription that explains all controlled substances identified in the test, the emergency and proposed rules define how the individual will be assessed to determine the need for treatment, how random drug tests during treatment and at the completion of treatment will be carried out, what standards will be used to determine if an individual with a positive test result during or after treatment can continue or re-start treatment, and who has access to and maintains records of treatment. Finally, the emergency and proposed rules determine whether an individual who is ineligible for a work experience program may reapply for the same program or apply for other department programs covered by the substance abuse screening, testing, and treatment requirement.

If a person registered for the work experience program under s. 49.36, Stats., fails to complete a screening questionnaire under s. DCF 154.04, fails to submit to a test under s. DCF 154.05, or fails to participate in treatment under s. DCF 154.06, the administering agency is required to notify the clerk of court for the court that ordered the individual to register for the program by submitting an affidavit. This notification requirement assures the court is aware the person is ineligible for the program under s. 49.36 (3m), Stats., and that the court will not receive an affidavit of completion under s. 49.36 (4), Stats.

Summary of Factual Data and Analytical Methodologies

The emergency and proposed rules were developed with the assistance of agencies administering the Children First program under the department's 2015-2016 contracts and child support enforcement agencies. The department shared proposed ch. DCF 105 with these stakeholders and asked them to identify changes that would be required to accommodate the unique features of the Children First program.

Summary of Related Federal Requirements

Drug Testing of Welfare Recipients

Pursuant to 21 USC 862b, the federal government may not prohibit states from requiring drug tests for welfare recipients nor from sanctioning welfare recipients who fail such tests. Pursuant to 42 USC 608 (b), states are permitted to require substance abuse treatment as a component of an individual responsibility plan and to apply a penalty for noncompliance in the absence of good cause. The Children First program does not pay either a benefit or a subsidy, however it is funded with federal Temporary Assistance for Needy Families block grant funding, and is subject to the above provisions.

Confidentiality

Confidentiality of records relating to drug testing and treatment is governed by regulations specific to drug testing and treatment programs that are federally assisted under 42 CFR Part 2 and by the Health Insurance Portability and Accountability Act of 1996 (HIPAA), 45 CFR Parts 160 and 164, Subparts A and E. Programs subject to both sets of rules must comply with both, and they are generally compatible. Both sets of rules are directed toward assuring patient records remain private and are not disclosed unless the patient voluntarily consents to their release.

Comparison to Rules in Adjacent States

There are no work experience programs for child support payers similar to Children First in adjacent states. The comparison below includes more generally the rules in adjacent states for TANF block grant funded programs.

The only adjacent state planning drug testing in a public assistance program is Michigan. In 1999, Michigan passed a law requiring all applicants for Michigan's Temporary Assistance for Needy Families program, the Family Independence Program, to undergo drug testing. That law was declared unconstitutional in a decision that held Michigan law authorizing suspicionless drug testing of welfare recipients was unconstitutional because it was not intended to address public safety, and the state's desire to address substance abuse as a barrier to employment was not a special need sufficient to justify departure from the Fourth Amendment requirement of individualized suspicion. While initially reversed on appeal to the 6th Circuit Court of Appeals, the initial decision was vacated when the 6th Circuit Court decided to hear the case *en banc*. The full court split 6-6 without decision, and the effect was to affirm the District Court's decision and order.

In 2014, the Michigan legislature authorized a new three-county pilot project to evaluate drug testing of applicants for public assistance based on suspicion, and the bills were signed into

law in December 2014. There are no administrative rules for this project, which is scheduled to run for one-year ending September 2016.

Other states that have adopted administrative rules relating to drug testing and treatment of recipients of public assistance include North Carolina, Tennessee, and Missouri. Unlike Wisconsin where the enabling statute addresses participation in work experience programs, the North Carolina, Tennessee, and Missouri rules determine eligibility to receive cash benefits.

Effect on Small Business

None. The emergency and proposed rules impose no compliance or reporting requirements on small businesses.

Analysis Used to Determine Effect on Small Business or in Preparation of Economic Impact Analysis

The impact of the emergency and proposed rules are limited to county child support enforcement agencies administering the Children First program and W-2 agencies providing employment services under contracts with those county agencies and individuals participating in those programs. No current W-2 agency or child support enforcement agency is an independently owned and operated business entity with fewer than 25 employees or less than \$5,000,000 in gross annual sales, as specified in s. 227.114 (1), Stats. The primary impact of the emergency and proposed rules are on individuals registered for the Children First program. All reporting and compliance requirements apply only to agencies administering the Children First program and participants in that program.

Agency Contact Person

Kris Randal, Administrator, Division of Family and Economic Security, Department of Children and Families, (608) 422-6187, kris.randal@wisconsin.gov.

Place Where Comments are to be Submitted and Deadline for Submission

Comments may be submitted to Phyllis Fuller, Bureau of Child Support, Division of Family and Economic Security, Department of Children and Families, 201 E. Washington Avenue, A200, Madison, WI, 53703 or Phyllis.Fuller@wisconsin.gov. The comment deadline is March 18, 2016.