



wisconsin department of
children & families

Wisconsin Child Abuse and Neglect Report

Annual Report for Calendar Year 2010
to the Governor and Legislature
s. 48.981(9), Stats.

This report is available on the Internet at
<http://www.dcf.wisconsin.gov/cwreview/reports/CAN.htm>

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Letter from the Administrator

Wisconsin's child welfare system operates with a goal of achieving the following outcomes for all children, youth and families who are touched by our system:

- Children are cared for in safe, permanent, and nurturing families who have the necessary skills and resources to provide for their physical and mental health, behavioral and educational needs.
- Through effective intervention, parents, caregivers, and families improve their ability to develop and maintain a safe, stable environment for their children.
- Children are safely maintained in their own home, families and communities with connections, culture, and relationships preserved and established. When it is necessary to place children in out of home care, it is a safe, short and stable experience.

To achieve these outcomes, we are committed to key values and principles, including safety, permanence, stability and well-being for children; strength-based family-centered approaches; respectful interactions with families; cultural competency; and partnership between the child welfare system and families and communities.

The child welfare system has a comprehensive set of standards as well as guidance for case practice. We hold ourselves accountable to the highest standards of practice, and seek to self-correct, innovate and enhance our ability to achieve positive outcomes through continuous improvement.

We believe that it is important to utilize data to manage and evaluate the performance and outcomes of the child welfare system and to make sound policy and program decisions that will serve to improve the quality of services to children and families. This report provides a rich source of data to be used by our stakeholders and the Department to deepen our understanding of the outcomes and trends in Wisconsin's child welfare system.

Thank you for your interest in learning more about Wisconsin's child welfare system. It is our hope that the information in this report will inform efforts to prevent abuse and neglect and better protect children who have been maltreated or are in unsafe homes. We appreciate your continued support for our efforts as we strive to ensure that families are stronger as a result of being involved in our child welfare system.



Fredi-Ellen Bove
Administrator

Executive Summary

In calendar year 2010, county Child Protective Services (CPS) agencies and the Bureau of Milwaukee Child Welfare (BMCW) received a total of 61,763 referrals from reporters alleging maltreatment of children. Educational personnel, law enforcement, and social service workers accounted for the largest sources of CPS reports. Forty-three percent of these CPS reports were screened-in by CPS agencies for further assessment resulting in 24,584 CPS initial assessments of families. CPS agencies assessed 39,706 maltreatment reports involving 33,436 children and 44,941 allegations of maltreatment. Some children were involved in more than one report and/or were affected by multiple allegations of maltreatment.

Allegations and Findings

Neglect was the most common type of maltreatment allegation during calendar year 2010, followed by physical abuse, sexual abuse and emotional abuse. Of the total allegations, 5,327 or approximately 13% were substantiated as maltreatment. The maltreatment allegation types accounting for the most substantiated findings during calendar year 2010 were neglect and sexual abuse.

Child Victims

There were 4,839 child victims of maltreatment in 2010. A child is a victim if he/she had at least one substantiated maltreatment finding at the conclusion of a CPS initial assessment. This represents 3.7 children per 1,000 children in Wisconsin. Females were more likely to be victims than males due to higher rates of sexual abuse. In calendar year 2010, CPS agencies reported 19 children died from substantiated maltreatment.

Maltreaters

Roughly equal number of males and females were maltreaters in 2010. However, males accounted for the majority of maltreaters in sexual and physical abuse cases, while females accounted for the majority of maltreaters in neglect cases. Primary caregivers accounted for 83% of the substantiated maltreatment.

CPS Services

Of the families involved in CPS initial assessments during calendar year 2010, 19% of families received services from the CPS agency and 21% were referred by the CPS agency to a community resource. During 2010, 2,698 children were removed from their family home and placed in an out-of home placement during the CPS initial assessment in order to ensure child safety.

Data Source

Data for this report is from the electronic Wisconsin Statewide Automated Child Welfare Information System (eWiSACWIS). CPS agencies use eWiSACWIS to manage their cases, and due to local flexibility in program operation, there can be significant data variation between counties. The body of the report provides statewide composite data and county-specific detail is in the appendices.

Introduction

Child Protective Services (CPS) is a key component of the Child Welfare System. CPS intervention is warranted whenever there is a report that a child may be unsafe, abused or neglected, or at risk of maltreatment. The purpose of the CPS system is to identify and alter family conditions that make children unsafe or place them at risk for maltreatment. Services provided by CPS agencies include receiving reports of alleged child maltreatment, assessing these reports as needed, implementing plans to keep children safe, and coordinating services for children and families where maltreatment has occurred or children are assessed to be unsafe.

Wisconsin's CPS programs strive to achieve the following outcomes for all children, youth and families who are touched by our system:

- Children are cared for in safe, permanent and nurturing families who have the necessary skills and resources to provide for their physical, mental health, behavioral and educational needs.
- Through effective intervention, parents, caregivers and families improve their ability to develop and maintain a safe, stable environment for their children.
- Children are safely maintained in their own home, family and community with connections, culture and relationships preserved and established when it is necessary to place children in out of home care, it is a safe, short and stable experience.

This Wisconsin Child Abuse and Neglect Report reflects data collected during calendar year 2010 regarding reports of child maltreatment in Wisconsin. This report has been compiled by the Department of Children and Families to assist state policymakers, service providers and the public in understanding and effectively responding to trends in child maltreatment.

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Structure of Child Protective Services in Wisconsin

CPS agencies are responsible for identifying and addressing conditions affecting child safety in the home for families who come to the attention of these agencies. In Wisconsin, this critical social responsibility is met through a state-supervised, county-administered system, with the exception of Milwaukee County where the state administers the CPS program. Alleged child maltreatment is reported to 71 county social or human services departments in the state and to the Bureau of Milwaukee Child Welfare (BMCW) in Milwaukee County or to local law enforcement agencies. Alleged child maltreatment involving tribal children is also reported to county CPS agencies and the BMCW or to local law enforcement; CPS agencies and the BMCW are required to notify the tribe of the referral within 24 hours of its receipt. [Ref. s. 48.981(3)(bm), Stats.] Please refer to **Appendix M** for a complete list of contact information for these county departments.

Child Abuse and Neglect Definitions

State laws define child abuse and neglect. These definitions provide the basis for persons to report suspected child maltreatment and guide county agencies in their response. Throughout this report, the terms "child maltreatment" and "child abuse and/or neglect" have the same meaning and can be used interchangeably. Refer to **Appendix A** for a list of Wisconsin's child maltreatment related statutes. State laws and policies concerning child maltreatment pertain to children 17 years of age or less, unless otherwise specified. Child maltreatment is generally divided into four basic types: neglect, physical abuse, sexual abuse and emotional abuse.

Neglect is defined in the statutes as "failure, refusal or inability on the part of a parent, guardian, legal custodian or other person exercising temporary or permanent control over a child, for reasons other than poverty, to provide necessary care, food, clothing, medical or dental care or shelter so as to seriously endanger the physical health of the child." [Ref. s. 48.981(1)(d), Stats.]

Physical abuse is defined as "physical injury inflicted on a child by other than accidental means." [Ref. s. 48.02(1)(a), Stats.] This includes non-accidental injury inflicted by any other person. "Physical injury includes but is not limited to lacerations, fractured bones, burns, internal injuries, severe or frequent bruising or great bodily harm, as defined in s. 939.22(14)." [Ref. s. 48.02(14g), Stats.]

Sexual abuse is defined by cross-referencing several crimes in the Wisconsin Criminal Code section of the statutes (see **Appendix A**). In summary, sexual abuse includes but is not limited to the following:

- sexual intercourse or sexual contact with a child 15 years of age or less;
- sexual intercourse or sexual contact with a 16- or 17-year old child without his or her consent;
- inducement of a child to engage in sexually explicit conduct in order to videotape, photograph, etc., that child or videotaping, photographing, etc., a child for such purposes, or producing, distributing, selling or otherwise profiting from such a videotape, photograph, etc.;
- encouragement by or permission of a person responsible for a child's welfare for a child to engage in sexually explicit conduct for the purpose of videotaping, photographing, etc.;
- causing a child to view or listen to sexual activity;
- exposing genitals to a child; or
- permitting or encouraging a child to engage in prostitution.

Emotional abuse is defined as "emotional damage for which the child's parent, guardian or legal custodian has neglected, refused or been unable for reasons other than poverty to obtain the necessary treatment or to take steps to ameliorate the symptoms." [Ref. s. 48.02(1)(gm), Stats.]

The definitions of neglect and emotional abuse involve failure on the part of parents or other persons responsible for a child to provide necessary care for a child. The definitions of physical abuse and sexual abuse include harm to a child by any

person. Therefore, physical or sexual abuse of a child can include assaults by a parent, strangers, persons unrelated to a child's family, or peers.

In many of these cases, in addition to the CPS assessment, law enforcement is involved and criminal prosecution of the person who harmed the child may occur. However, in most child abuse and neglect cases, the parties involved are family members and solutions involve CPS interventions with the family. In some of these cases, court intervention is required to assure safety for the child and to order services for the family.

Wisconsin statutes define unborn child abuse as another form of child maltreatment. Due to the unique nature of this maltreatment type, unborn child abuse data is excluded from the body of this report and presented separately in **Appendix B**.

Overview of the Child Protective Services Process

CPS agencies follow numerous state and federal policies and practice standards as they strive to keep children safe from harm. The CPS process can be divided into three parts: CPS Access, CPS initial assessment, and CPS ongoing services. The section of this report entitled, the Child Protective Services Process provides further detail about the first two parts of the CPS process. The section of this report entitled Services to Families addresses the third. **Appendix C** shows an overview of the CPS process in Wisconsin, with a flowchart illustrating the different paths a child maltreatment report may take.

During CPS Access, the agency receives information about suspected child maltreatment from community sources, i.e. reporters. Based on this information, the agency determines if the report constitutes an allegation of child maltreatment or threatened harm as defined by Wisconsin statutes. If an allegation rises to this level the report is screened-in for further assessment, and if it does not, the report is screened-out. At this stage, screened-out CPS reports are no longer part of the CPS process. However, the CPS agency may still refer the family to community services or offer to provide voluntary agency services to address family concerns not related to child safety.

All screened-in CPS reports move on to the next stage of the CPS process, CPS initial assessment. Based on all the information gathered as part of the CPS Access process, the CPS agency designates a response time, ranging from an immediate response to within 5 days, by which an initial face-to-face contact with the child/family must occur.

The primary purpose of the CPS initial assessment is to assure the child's safety and determine whether the child and family are in need of services to keep the child safe. The CPS initial assessment generally involves interviews with the child, family, and other individuals closely involved with the family. Based on information gathered through the CPS initial assessment, the agency determines whether one or more types of abuse have occurred. The CPS agency must make a finding for all allegations unless critical information sources are unavailable for interview.

In addition, the information is used to make decisions about child safety. If a child is unsafe, the CPS agency must develop a plan to address child safety and open the case for ongoing CPS services. Depending on the situation, the family involved may voluntarily participate in CPS services or be court-ordered to participate. If the safety decision is that the child or children present in the home are safe, the case may be closed. The CPS agency may still offer/refer the family to other community services or voluntary services within the agency to address other concerns not related to child safety.

Alternative Response

While in Wisconsin all CPS cases require a comprehensive assessment in order to assure that children are safe and protected, not all cases need a maltreatment and maltreater determination for the family to receive services. In fact, these determinations may interfere with service provision by creating an atmosphere that feels adversarial for families.

For reports that have been screened in for a CPS response, initial assignment to a traditional response or alternative response depends on an array of factors (e.g., presence of imminent danger, level of risk, the number of previous reports, the source of the report, and/or presenting case characteristics such as type of alleged maltreatment and age of the alleged victim). Assignment to the traditional or alternative approach can change based on new information that alters safety threats or levels of risk.

Reports assigned to receive an alternative response are CPS cases and receive the same prompt and active attention as a traditional response. These are not low priority cases; rather they can be served more effectively with a supportive, collaborative approach.

To develop the most appropriate, most effective, and least intrusive response to reports of child abuse or neglect, the legislature authorized a pilot of an alternative response approach to child protective services in a limited number of counties. Wisconsin's AR pilot program was launched in July of 2010 in Milwaukee, La Crosse, Marathon, Eau Claire, and Pierce counties.

The Governor's recent budget allows for the expansion of AR beyond the original pilot sites. Barron, Chippewa, Dodge, Douglas, Langlade, Sauk, Waushara, and Winnebago counties will join the original Alternative Response pilot sites on January 1, 2012.

The Department of Children and Families Division of Safety and Permanence is in the process of collecting data related to the impact and effectiveness of the alternative response pilot. The results of that data collection will be reported to the Legislature in July of 2012.

Key Terms

This section provides a brief review of key CPS terms. Further contextual understanding of these terms can be gained by reading the narrative in each section of this report.

Alleged Maltreater: A person, in a screened-in referral, who is asserted to have committed one or more maltreatment acts against one or more children. The same person may be counted twice as an alleged maltreater if they are in different screened-in referrals during the calendar year.

Alleged Victim: A child with one or more maltreatment allegations in a screened-in referral that have not yet been assessed. The same child may be counted twice as an alleged victim if they are in different screened-in referrals during the calendar year.

CPS Agency: The county social or human service department or the Bureau of Milwaukee Child Welfare responsible for addressing concerns related to child safety in the home for families who come to the attention of these agencies.

CPS Report: Each child identified in a screened-in referral as an alleged victim of maltreatment or threatened maltreatment is considered one CPS report. One CPS report can have multiple allegations involving the same child.

Imminent Danger: The belief that dangerous family behaviors, conditions, or situations will remain active or become active without delay, thereby threatening a child's safety.

Initial Assessment: A comprehensive assessment conducted in response to reports of alleged child maltreatment. A CPS initial assessment is completed in order to: assess and analyze present and impending danger threats to child safety; take action, when necessary to control threats to child safety; determine the need for CPS ongoing services (court-ordered or voluntary); determine whether maltreatment occurred; and assist families in identifying useful community resources. The term CPS initial assessment includes the CPS investigation process as defined in s. 48.981(3)(c), Stats.

Initial Assessment Disposition: The action taken by the CPS agency on the family's case (e.g. case opened for CPS services, case closed) as a result of a decision regarding child safety and initial assessment finding.

Initial Assessment Finding: The overall maltreatment finding for the family, upon completion of the CPS initial assessment, of whether abuse was substantiated, unsubstantiated, or unable to locate sources of information and/or subjects of the report - unsubstantiated.

Maltreater: A person, who after the CPS initial assessment of a screened-in referral, has had at least one allegation of child maltreatment found to be substantiated by the CPS agency. The same maltreater may be counted twice if

they had at least one substantiated or likely to occur allegation in different CPS initial assessments during the calendar year.

Maltreatment Allegation: An assertion of one type of child abuse or neglect involving one or more alleged maltreater(s) for a single alleged victim. For the purposes of this report, maltreatment allegations are one of five types: neglect, physical abuse, sexual abuse, or emotional abuse.

Maltreatment Finding: The CPS agency's determination of whether a maltreatment allegation has already occurred or not (substantiated or unsubstantiated). If critical sources are unavailable for interview and it is impossible to make a finding, the maltreatment finding is "not able to locate sources of information and/or subjects of the report – unsubstantiated."

Reporter: Person who contacts a CPS agency with information regarding alleged maltreatment of a child or children.

Safety Assessment and Analysis: Information gathered by the agency during the CPS initial assessment and throughout the life of the case pertaining to whether the conditions present in the home make the child/children living in the home safe or unsafe. The results of the safety assessment and a safety analysis of the family environment are used to inform the safety decision.

Safety Decision: The CPS agency's determination of whether a child is safe or unsafe based on the safety assessment and analysis. If the home is unsafe, the CPS agency implements a safety plan to assure the child is safe and protected. If the home is safe, the CPS agency may refer the family for voluntary CPS services or other community services, as needed.

Screened-in Referral: One or more allegations of child maltreatment in the referral (which may include one or more children in a family) is deemed as rising to the level of maltreatment or threat of maltreatment as defined by Wisconsin statutes and therefore must be assessed.

Screened-out Referral: All allegations in the referral are deemed as not rising to the level of maltreatment or threat of maltreatment as defined by Wisconsin statutes. No further assessment of the allegation is required. The family may be referred for voluntary CPS services or other appropriate community services.

Substantiation: The information gathered during the CPS initial assessment provides a preponderance of evidence (that is, the proof shows that the fact sought to be proved is more probable than not) that the maltreatment allegation made in the CPS report or identified during a CPS initial assessment has occurred. In general, a known maltreater is substantiated for the maltreatment; however, an allegation can also be substantiated when the maltreater is unknown or not identified.

Victim: A child who had at least one of their maltreatment allegations found to be substantiated as a result of a CPS initial assessment. The same child may be

counted twice as a victim if they had at least one substantiated maltreatment allegation in more than one CPS initial assessment during the calendar year.

Child Protective Services Process

This section reviews the process counties undertake when they receive an allegation of child abuse and/or neglect. Please refer to **Appendix C** for a diagram of this process.

Child Protective Services Access

As shown in Table 1, during calendar year 2010, CPS agencies received a total of 61,763 referrals; 35,469 of these were screened-out and 26,294 were screened-in. All screened-in referrals were subsequently assessed by the CPS agency, and are the subject of the next section of this report, CPS initial assessment. **Appendix E** shows a breakdown of referrals and screening decisions by county for calendar year 2010. Appendix E also shows screening decisions made on non-CPS reports (service referrals) by county.

Table 1 Statewide Referrals and Screening Decisions, 2010

	Number of Referrals	Screened- out Referrals	Percent Screened- out	Screened- in Referrals	Percent Screened-in
State Total	61,763	35,469	57%	26,294	43%

A CPS report is created for each child who is identified in a screened-in referral as an alleged victim of child maltreatment or threatened maltreatment. Notice that the number of CPS reports (39,706) is greater than the number of screened-in referrals (26,294) because one referral may include information about multiple children, however, each child in the referral is counted as a unique CPS report. For example, a referral from a community reporter may allege maltreatment against three children in a family. For purposes of this report, the CPS agency received 1 referral (the phone contact by the reporter) but 3 CPS reports (three children each with one or more maltreatment allegations). Table 2 shows the number of CPS reports per 1,000 children in Wisconsin during calendar year 2010. Out of a population of 1,000 Wisconsin children, about 30 children were involved in a report of alleged maltreatment in 2010. **Appendix F** lists the total number of CPS reports and CPS reports per 1,000 children by county during 2010.

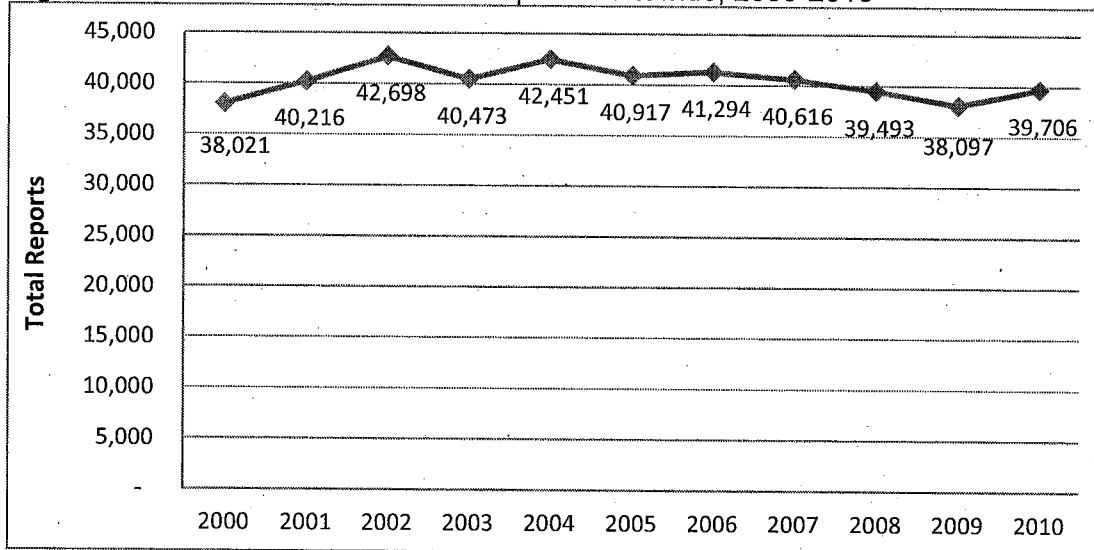
Table 2 CPS Reports Per 1,000 Children, 2010

	Child Population (Ages 0-17)	Screened-in Referrals	Number of CPS Reports	CPS Reports per 1,000 Children
State Total	1,310,250	26,294	39,706	30.3

Population Source: Easy Access to Juvenile Populations,
http://www.ojjdp.gov/ojstatbb/ezapop/asp/comparison_selection.asp

Figure 1 displays the total number of CPS reports received by CPS agencies from 2000 through 2010. The number of CPS reports has fluctuated between 38,000 and 43,000 reports, but the overall change over this time period has only been four percent. The CPS reporting rate has remained fairly constant over the last five years at about 30 out of 1,000 children in Wisconsin involved in a CPS report of alleged maltreatment in a given year.

Figure 1 Total Number of CPS Reports Statewide, 2000-2010



Child Protective Services Initial Assessment

The primary purpose of the CPS initial assessment is to assure the child's safety and determine whether the child and family are in need of any services to help keep the child safe. The CPS initial assessment process does not result in establishing legal culpability – instead the case is referred to law enforcement and possibly the courts for that purpose. The CPS initial assessment must be conducted in accordance with the Child Protective Service Access and Initial Assessment Standards and these standards recognize that the CPS role must differ in cases of familial and non-familial maltreatment.

In cases of maltreatment involving primary caretakers, the CPS initial assessment includes an interview with and observation of the child, a visit to the family home, an interview with any siblings and an interview with the child's caregiver(s). Interviews may also be conducted with other persons that have contact with the child or family. Decisions that must be made during the CPS initial assessment include: whether the child is safe; whether risk conditions are present; whether maltreatment occurred; who the maltreater(s) was (if they can be identified), and whether the family is in need of services to assure the safety of the child. Many elements enter into the decision-making process including: the child's ability to function and communicate; parent/caregiver protective capacities; physical evidence; overall family functioning; and the absence or presence of stressful family circumstances.

Upon completion of a CPS initial assessment, the agency must determine whether child maltreatment has occurred. Initial assessment findings for allegations where maltreatment has occurred are either "substantiated" or "unsubstantiated." Additionally, a third finding may be used: "not able to locate sources of information and/or subjects of the report – unsubstantiated." This finding is to be used only when the agency is unable to locate critical family members or others involved in the report, making it impossible to gather the information needed to make a determination.

Substantiated cases refer only to cases in which CPS staff determines, based upon a preponderance of the evidence that child maltreatment has occurred. A preponderance of evidence is a lower standard of evidence than that needed for proof in juvenile or criminal court procedures. The agency may also determine that maltreatment has occurred without identifying a particular person that has maltreated or will maltreat a child. Therefore, the agency has the authority to respond to children in need of protection or services even when a specific maltreater cannot be positively identified. In all cases, a substantiated maltreatment finding is not necessary for a family to be offered services.

Alternative response assessments do not result in a substantiation or unsubstantiation. These assessments result in findings of either services needed or services not needed, depending on the result of the assessment. No data is presented on alternative response findings below because the alternative response pilots began mid-year and there is not enough data to report on for 2010.

During the CPS initial assessment, the CPS agency must also assess whether the child or children in the home are in danger of child maltreatment. If the child or children are unsafe, regardless of whether there is a substantiation decision, the CPS agency creates a safety plan to control identified threats to child safety. The safety decision and services offered to the family as a result of the CPS initial assessment are the focus of the section of this report entitled 'Services to Families' (page 42).

Table 3 shows the statewide CPS initial assessment workload for calendar year 2010. The number of CPS initial assessments (24,584) is less than the number of children (33,436) because one CPS initial assessment is completed per family. **Appendix G** shows the number of CPS initial assessments completed by each county during 2010. Notice that the number of children (33,436) involved in a CPS initial assessment is less than the number of CPS reports (39,706) found in Table 2. If a CPS agency receives multiple reports containing different maltreatment allegations but concerning the same child, these reports can be assessed during one CPS initial assessment.

Table 3 CPS Initial Assessment Workload, 2010

<i>Number of CPS Initial Assessments</i>	24,584
<i>Related to →</i>	44,941 Maltreatment Allegations
<i>Involving →</i>	33,436 Children

Table 4 shows the statewide substantiation rate (13%) for calendar year 2010. The substantiation rate is the proportion of maltreatment allegations that were found to be substantiated after the conclusion of the CPS initial assessment. The substantiation rate is calculated by dividing all substantiated maltreatment allegations for calendar year 2010 by the total number of CPS reports. **Appendix G** shows the substantiation rate by county for 2010.

Table 4 Statewide Substantiation Rate, 2010

	Number of CPS Reports	Maltreatment Substantiation Count	Maltreatment Substantiation Rate
State Total	39,706	5,327	13%

Table 5 shows the child victimization rate for calendar year 2010. The child victimization rate is the number of children who were victims of substantiated maltreatment out of a population of 1,000 children. The child victimization rate is calculated by dividing the total number of children who were victims of substantiated maltreatment by Wisconsin's total child population. **Appendix H** shows the child victimization rate for 2010 by county.

Table 5 Statewide Child Victimization Rate, 2010

	Child Population (Ages 0-17)	Number of Child Victims	Child Victims per 1,000 Population
State Total	1,310,250	4,839	3.7

Population Source: Easy Access to Juvenile Populations,
http://www.ojjdp.gov/ojstatbb/ezapop/asp/comparison_selection.asp

Figure 2 depicts the trend in substantiation rates in Wisconsin from 2000 through 2010. The following policy changes and corresponding training are believed to have contributed to the decline in substantiation rates since 1997. First, a 1996 federal amendment to the Child Abuse Prevention and Treatment Act required all states to implement formal appeal processes for maltreaters substantiated of child

maltreatment. Second, the Wisconsin Caregiver law was implemented in 1998. The Wisconsin Caregiver Law requires background and criminal history checks of certain personnel who are responsible for the care and safety of children and vulnerable adults. Under this law, a substantiation of child maltreatment can bar or create barriers to employment for individuals who wish to work with children and/or vulnerable adults.

In addition, 2005 Wisconsin Act 232 eliminated the requirement that CPS agencies complete a CPS initial assessment in situations where the alleged maltreater is not a caregiver for the children. These situations may be referred to law enforcement and the family may be offered services. Due to this law change, there was a significant decline in the number of non-caregiver CPS initial assessments in 2007. Non-caregivers tend to comprise a significant proportion of sexual abuse cases and the number of sexual abuse substantiations also declined by 50% from 2,871 in 2006 to 1,400 in 2010. Non-caregiver sexual abuse often involves sexual contact to a minor by peers, family friends, or strangers. This statutory change also contributed to the decline in the substantiation rate from 2006 to 2010.

Figure 2 Statewide Substantiation Rates, 2000-2010

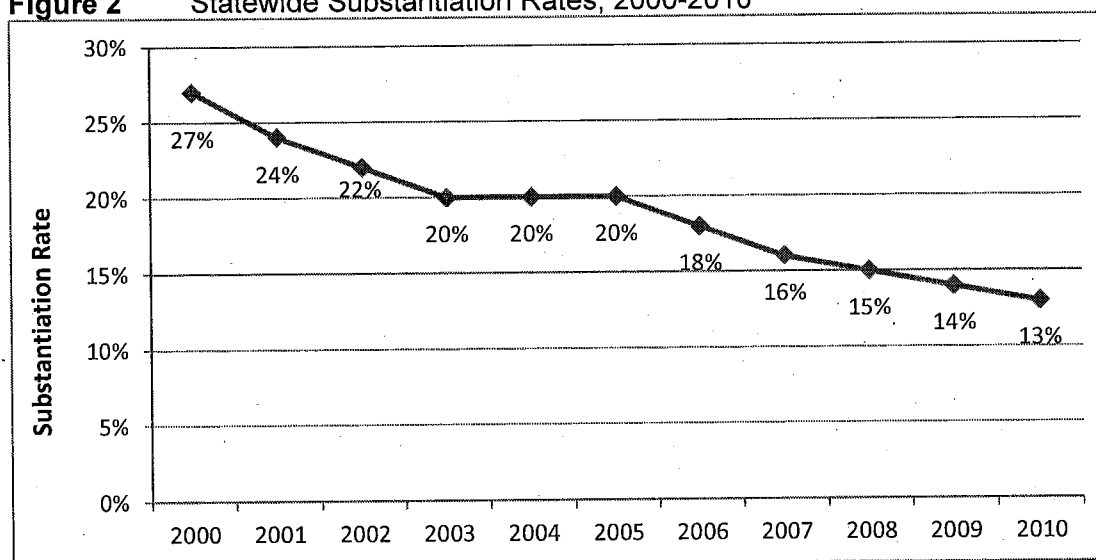


Figure 3 displays the child victimization rate in Wisconsin over a five year period. A child is counted as a victim once for every CPS initial assessment he/she was in where he/she had at least one substantiated allegation. The decline in the victimization rate from 2006 to 2007 was impacted by a policy change in the new Access and Initial Assessment Standards released in September 2007. The abuse likely to occur allegation and finding was removed as a maltreatment finding. The full effect of this legislative change can be seen in the 2008 and 2009 data.

Present danger and impending danger threats to child safety describe behaviors and conditions that indicate a child might be seriously harmed in the immediate to very near future. Reports that, taken together with other information available

to CPS, support a suspicion that a child may be unsafe must be screened in. These reports are not separated out from the rest of the data.

Figure 3 Statewide Victimization Rates Per 1,000 Children, 2005-2010

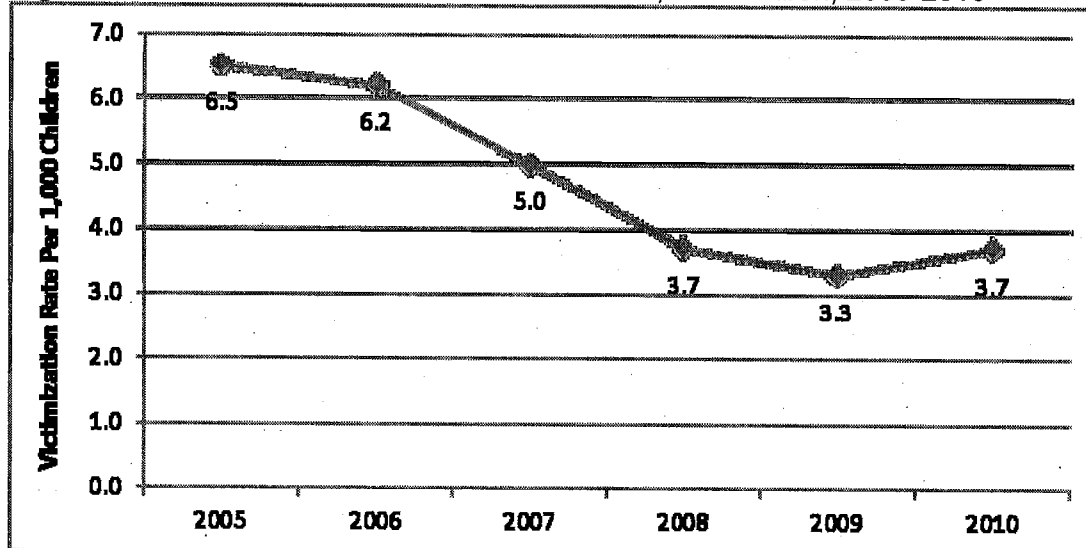


Table 6 examines maltreatment allegations by maltreatment type (neglect, physical abuse, sexual abuse and emotional abuse) and maltreatment finding for 2010. For specific allegations of maltreatment, the maltreatment finding may be substantiated, unsubstantiated, or not able to locate sources of information and/or subjects of the report – unsubstantiated. **Appendix I** shows a county-by county breakdown.

Table 6 Total Maltreatment Allegations by Type and Finding, 2010

Maltreatment Type	Maltreatment Finding			Total
	S	U	N	
Neglect	2,846	20,553	803	24,202
Physical Abuse	1,036	11,660	243	12,939
Sexual Abuse	1,400	4,826	164	6,390
Emotional Abuse	45	777	21	843
Total	5,327	37,816	1,231	44,374

S=Substantiated

U=Unsubstantiated

N= Not Able to Locate Information
Sources/Report Subjects - Unsubstantiated

Figure 4 shows the maltreatment findings from all CPS initial assessments by maltreatment type for calendar year 2010. The figure displays the maltreatment types with the most to least allegations from left to right. Thus, (1) neglect is the most alleged type of maltreatment, followed by (2) physical abuse, (3) sexual abuse, and finally (4) emotional abuse. The figure also shows the maltreatment type with

the most substantiations: (1) neglect, followed by (2) sexual abuse, (3) physical abuse, and finally (4) emotional abuse.

Figure 4 Maltreatment Findings by Maltreatment Type, 2010

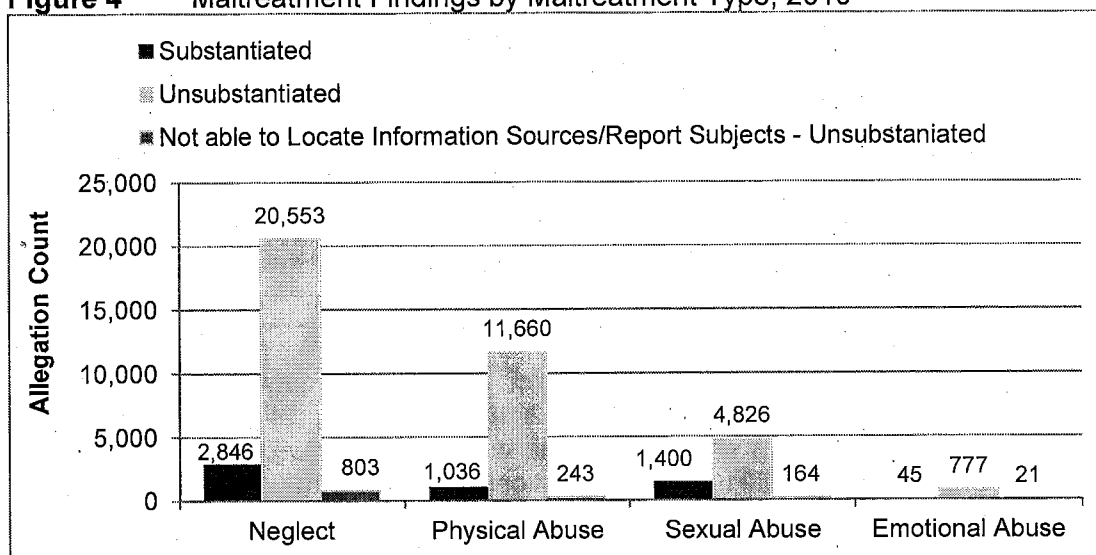


Figure 5 shows percentages of substantiated maltreatment findings by type. More than half of substantiated allegations are neglect allegations. Sexual abuse and physical abuse make up 26% and 20% of substantiations respectively. Emotional abuse accounts for one percent of all substantiations.

Figure 5 Maltreatment Substantiations by Maltreatment Type, 2010

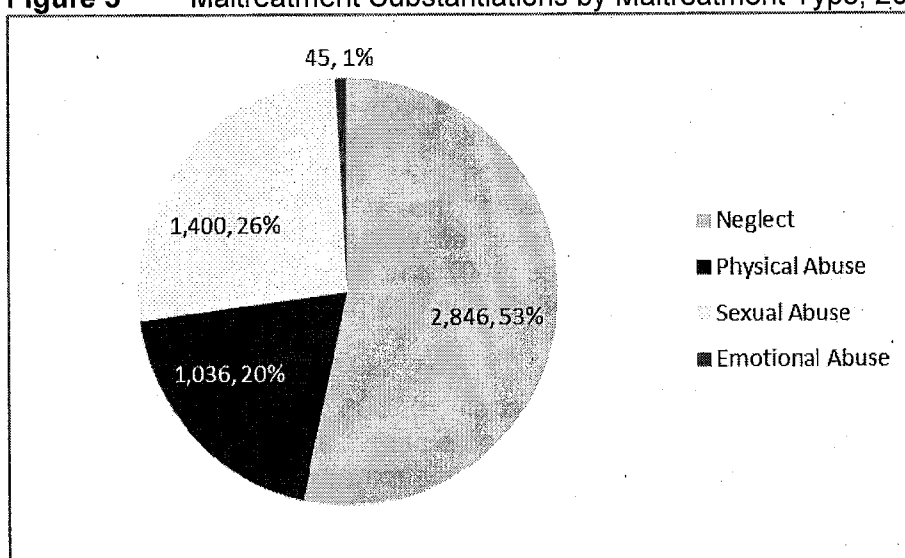


Table 7 answers the question - given all the allegations of one type of maltreatment, how many of those allegations were substantiated as part of the CPS initial assessment? Refer to Table 6 for the allegation counts used to calculate the

maltreatment type substantiation percents. For example, the physical abuse maltreatment substantiation percent was calculated by dividing the total number of substantiated physical abuse allegations (1,036) by the total number of physical abuse allegations (12,939). **Appendix J** shows the substantiation percent within maltreatment type by county for 2010.

Table 7 Statewide Maltreatment Allegation Substantiation Percent By Maltreatment Type, 2010

	Neglect Substantiation Rate	Physical Abuse Substantiation Rate	Sexual Abuse Substantiation Rate	Emotional Abuse Substantiation Rate
State Total	12%	8%	22%	5%

The following figures (Figures 5-8) depict the maltreatment findings for each maltreatment type for 2005 through 2010. Neglect allegations increased substantially in 2007, with slight decreases in 2008 and 2009. Neglect allegations increased once again in 2010. Substantiations for neglect have steadily decreased from 15% in 2005 to 12% in 2010. Changes in Wisconsin's data entry system have impacted usage of neglect allegations and substantiations. Please refer to **Appendix D** for further information regarding data interpretation.

The number of physical abuse allegations from 2005 to 2010 has remained relatively stable. The number of substantiated allegations of physical abuse has slowly declined with from about 1,200 to about 1,000 over this time frame.

The number of sexual abuse allegations and substantiations has steadily declined since 2005. From 2006 to 2007, the number of sexual abuse allegations decreased by 30% and the number of sexual abuse substantiations decreased by 37%. 2005 Wisconsin Act 232 eliminated the requirement, effective October 2006, that CPS agencies complete a CPS initial assessment in situations where the alleged maltreater is not a caregiver for the children. As non-caregivers comprise a significant proportion of sexual abuse cases, this statutory change contributed significantly to the decline in the number of sexual abuse allegations and substantiations in 2006 and 2007. Since 2007 the number of allegations has remained steady around 6,500. The substantiation rate has steadily decreased from 33% in 2005 to 22% in 2010.

Emotional abuse allegations have increased since 2005, with a 33% increase in allegations over that time period. During the same period, substantiations peaked in 2009 and decreased in 2010. Still, emotional abuse remains a small portion of total allegations assessed and the numbers are so small that minor variations tend to change the percentages.

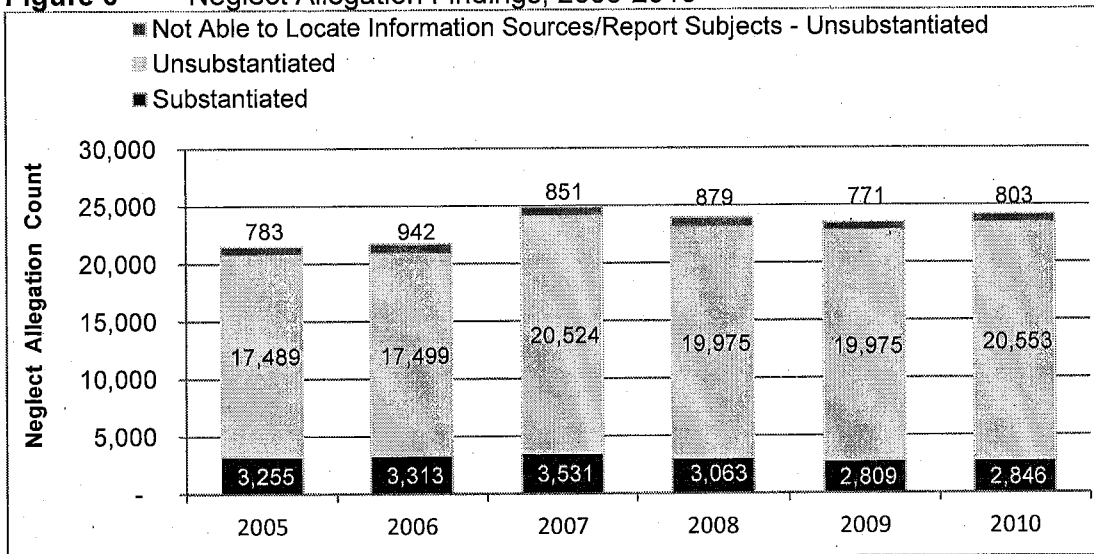
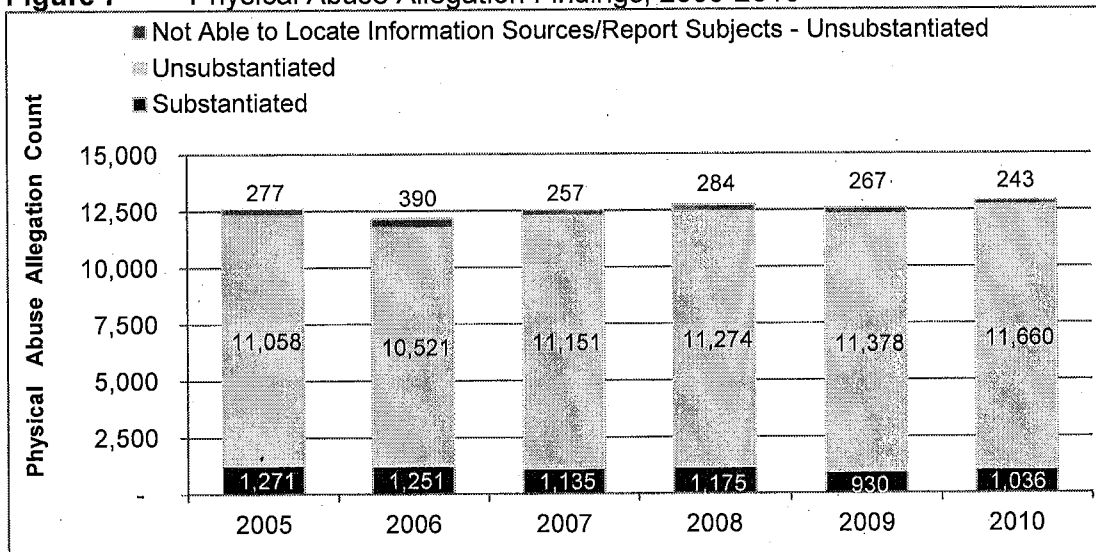
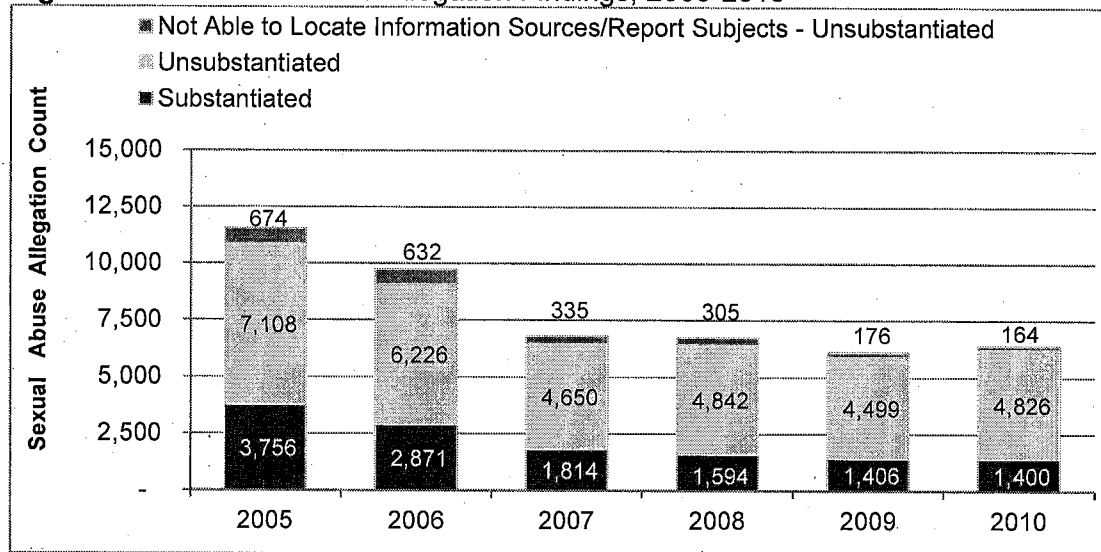
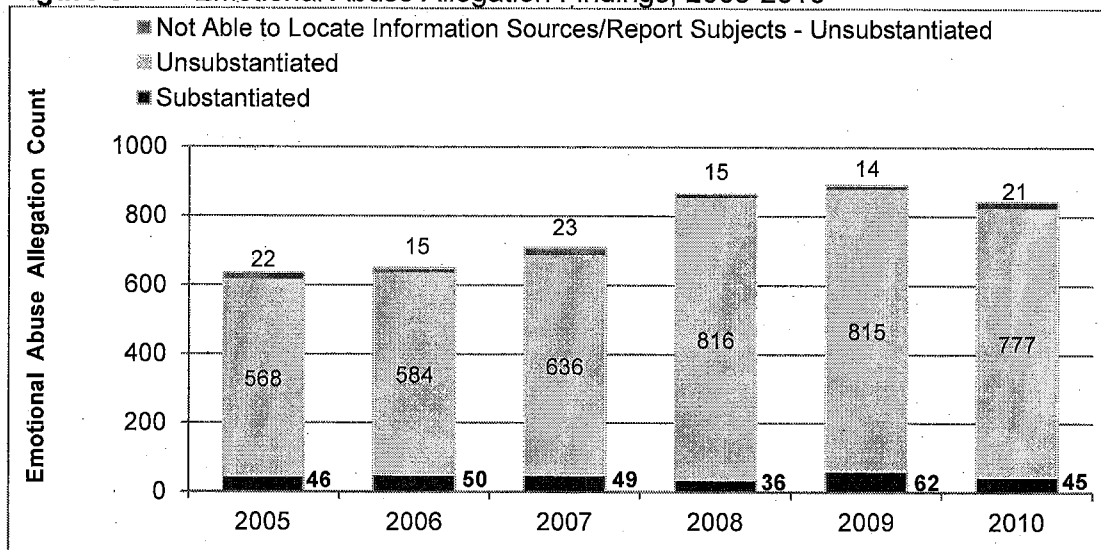
Figure 6 Neglect Allegation Findings, 2005-2010**Figure 7** Physical Abuse Allegation Findings, 2005-2010

Figure 8 Sexual Abuse Allegation Findings, 2005-2010**Figure 9** Emotional Abuse Allegation Findings, 2005-2010

Reporters

Reporters are persons who contact CPS agencies with information regarding alleged maltreatment of a child. This section reflects data on the reporters who made the reports received by CPS agencies (both screened-in and screened-out referrals) during calendar year 2010.

Reporter's Relationship to Alleged Child Victim

Certain individuals whose employment brings them into contact with children are required by law to report any suspected child maltreatment seen in the course of their professional duties. These individuals are referred to as **mandated reporters**. However, anyone who suspects a child is being maltreated may make such a report. Persons making referrals in good faith are immune from criminal or civil liability. Wisconsin's CPS delivery system requires any concerned individual to report suspected child maltreatment directly to the local CPS agency or law enforcement. Please refer to **Appendix M** for a list of where to report in your area. Any referral of alleged child maltreatment received by law enforcement officials must subsequently be referred to the local CPS agency.

More information about reporting suspected child maltreatment is available at the following website: <http://www.dcf.wisconsin.gov/children/CPS/index.HTM>.

Table 8 displays the count of all screened-in and screened-out referrals by the type of reporter during calendar year 2010. The table lists the reporter types in descending order from the most frequent reporters to the least frequent reporters.

Table 8 Referrals (Screened-in and Screened-out) by Reporter's Relationship To the Alleged Child Victim, 2010

Reporter	Count of Referrals	Percent of Total Referrals
Educational Personnel	10,183	16%
Legal/Law Enforcement	9,809	16%
Social Service Worker	9,305	15%
Parent of Child Victim	6,905	11%
Anonymous/Not Documented	5,729	9%
Mental Health Professional	4,385	7%
Relative	4,308	7%
Other	4,017	7%
Medical Personnel	3,175	5%
Neighbor/Friend	2,444	4%
Child Care Provider	809	1%
Other Caregiver of Child Victim	404	1%
Child Victim	265	< 1%
Maltreater	25	< 1%
State Total	61,763	100%

Note: For purposes of this report, all reporters have been condensed into categories.

Table 9 shows the types of maltreatment allegations that were screened-in for a CPS initial assessment by reporter type. The number of allegations (44,941) exceeds the total number of screened-in referrals (26,294) because reporters may have made more than one allegation of maltreatment per child in the screened-in CPS report. The counts of allegations do not include Alternative Response or pending allegations, which were distributed as follows: Services Needed (0.2% of total allegations), Services Not Needed (1% of total allegations) or pending allegations (<0.1% of total allegations). The reporters are listed in descending order, from the reporters who made the most maltreatment allegations to those who made the least maltreatment allegations.

Table 9 Total Maltreatment Allegations (Screened-in Referrals Only) by Reporter's Relationship to the Alleged Child Victim, 2010

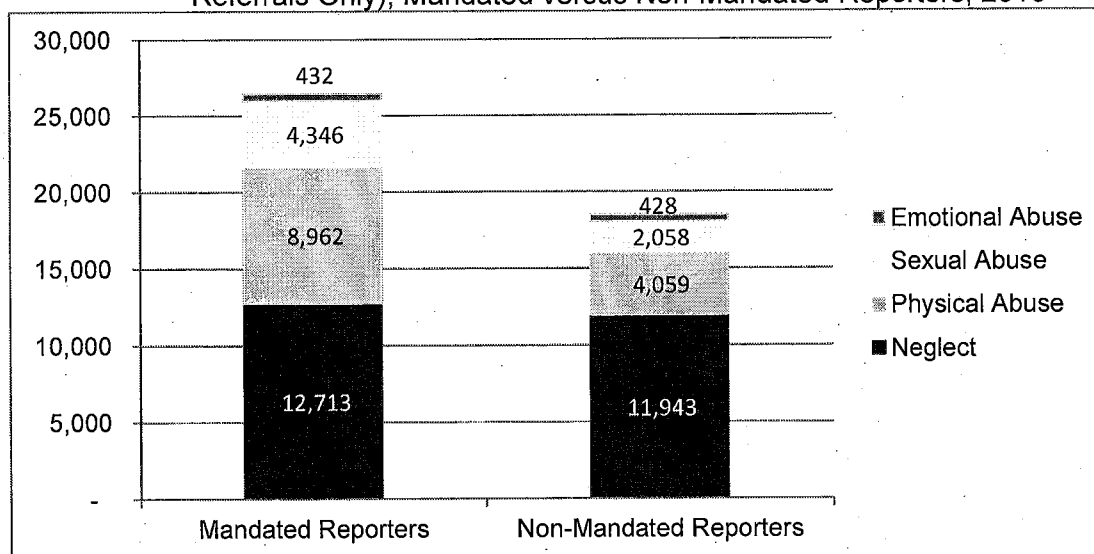
Mandated?	Reporter Category	Maltreatment Allegation Type				
		Neglect	Physical Abuse	Sexual Abuse	Emotional Abuse	State Total
Yes	Legal/Law Enforcement	4,922	1,962	1,360	96	8,340
Yes	Social Service Worker	3,558	1,985	1,041	91	6,675
Yes	Educational Personnel	2,209	3,357	754	148	6,468
No	Parent of Child Victim	2,151	1,034	701	128	4,014
No	Relative	2,639	750	259	89	3,737
No	Other	1,865	656	307	74	2,902
No	Anonymous	2,084	419	135	43	2,681
No	Neighbor/Friend	1,920	419	182	53	2,574
Yes	Mental Health Professional	767	758	713	70	2,308
Yes	Medical Personnel	1,077	634	407	25	2,143
No	Not Documented	1,044	624	376	26	2,070
Yes	Day Care Provider	180	266	71	2	519
No	Other Caregiver of Child Victim	135	74	66	9	284
No	Child Victim	98	78	31	6	213
No	Maltreater	7	5	1	-	13
	State Total	24,656	13,021	6,404	860	44,941

Note: For purposes of this report, all mandated reporter professions have been condensed into categories.

Figure 10 shows total maltreatment allegations (screened-in referrals only) made by mandated versus non-mandated reporters by the maltreatment type alleged. As shown in Table 9, the category mandated reporters includes legal/law enforcement personnel, social service workers, educational personnel, medical personnel, mental health workers, and child care providers (a full list of mandated reporters by professions is found in s. 48.981(2), Stats., or visit <http://www.dcf.wisconsin.gov/children/CPS/progserv/manrpts.HTM>). All other reporter categories are considered non-mandated.

Mandated reporters made more total allegations than non-mandated reporters and accounted for the majority of each type of allegation.

Figure 10 Total Maltreatment Allegations by Maltreatment Type (Screened-in Referrals Only), Mandated versus Non-Mandated Reporters, 2010

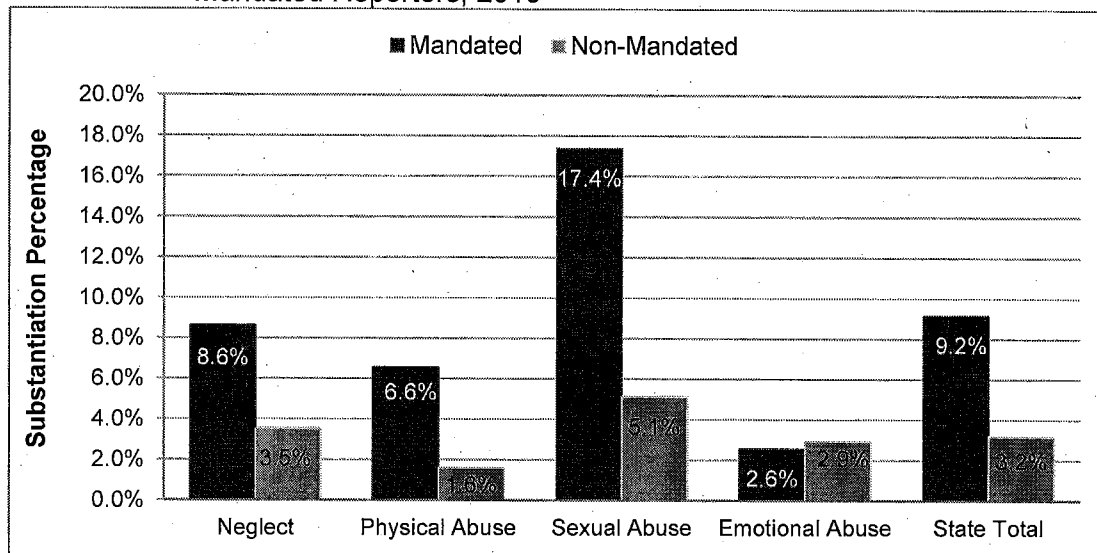


Reporter's Allegations and Subsequent Findings

This section examines the question: of all the maltreatment allegations which reporters made during calendar year 2010 (screened-in reports only), how many of the allegations were found to be substantiated or likely to occur by the CPS agency after they completed the CPS initial assessment?

Figure 11 compares the categories of mandated versus non-mandated reporters, showing the proportion of their total maltreatment allegations which were later found substantiated after CPS initial assessment. Across all categories of maltreatment except emotional abuse a higher percentage of the mandated reporter's total maltreatment allegations were found to be substantiated after CPS initial assessment than non-mandated reporter's maltreatment allegations. Mandated reporters are more educated on child maltreatment reporting protocol so they are less likely to report situations that do not meet the definition of child maltreatment than non-mandated reporters.

Figure 11 Percentage of Reporter's Total Maltreatment Allegations Found Substantiated After CPS Initial Assessment, Mandated versus Non-Mandated Reporters, 2010



Note: The category mandated reporters includes legal/law enforcement personnel, social service workers, educational personnel, medical personnel, mental health workers, and child care providers. All other reporter categories are considered non-mandated.

Victims

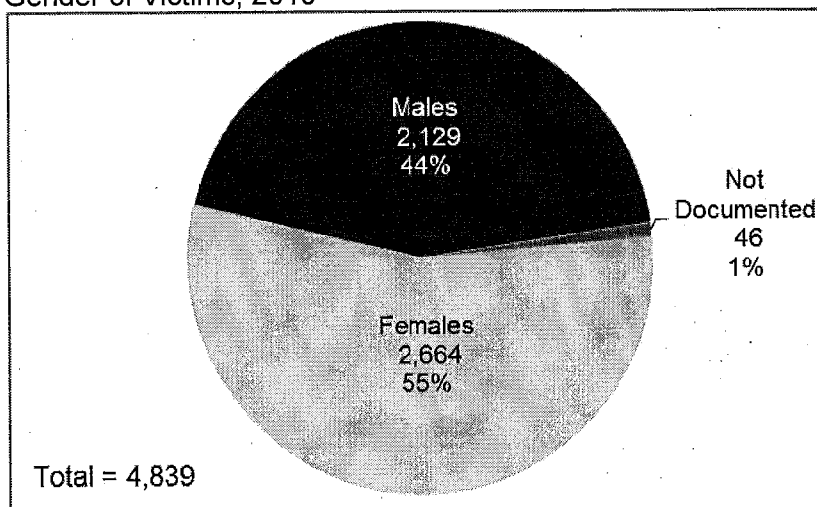
A child is considered a maltreatment victim when the CPS agency identifies that at least one maltreatment allegation was found to be substantiated upon completion of the CPS initial assessment. Therefore, if a child is a victim of substantiated neglect and physical abuse in the same CPS initial assessment, he/she is counted as a victim once. However, if the same child was involved in two or more CPS initial assessments (for example, one in January and one in October), in which he/she had at least one substantiated maltreatment allegation, the child is counted more than once. Based on this method, there were 4,839 victims of substantiated maltreatment in 2010.

Characteristics of Maltreated Children

Gender

Figure 12 displays calendar year 2010 victims by frequency and proportion according to their gender. In 2010, more females were the victims of child maltreatment than were males. Table 10 displays the child victimization rate by gender for calendar year 2010. The victimization rate by gender is calculated by dividing the number of female victims in 2010 by the Wisconsin female child population (ages 0-17), and by dividing the count of male victims in 2010 by the Wisconsin child male population (ages 0-17).

Figure 12 Gender of Victims, 2010



In 2010, females comprised a disproportionate share of the victims given their number in the Wisconsin child population.

Table 10 Child Victimization Rate by Gender, 2010

Gender	Child Population (Ages 0-17)	Count of Victims	Child Victims Per 1,000 Population
Females	640,525	2,664	4.2
Males	669,725	2,129	3.2
<i>Total</i>	1,310,250	4,739	3.7

Population Source: Easy Access to Juvenile Populations,
http://www.ojjdp.gov/ojstatbb/ezapop/asp/comparison_selection.asp

NOTE: 46 victims are missing from the gender counts because their gender was not reported.

Age

Figure 13 displays the count of victims by age group for calendar year 2010. In 2010, the <1-3 age group accounted for the largest number of victims and 56% of victims were under the age of 8. These proportions have been stable over time.

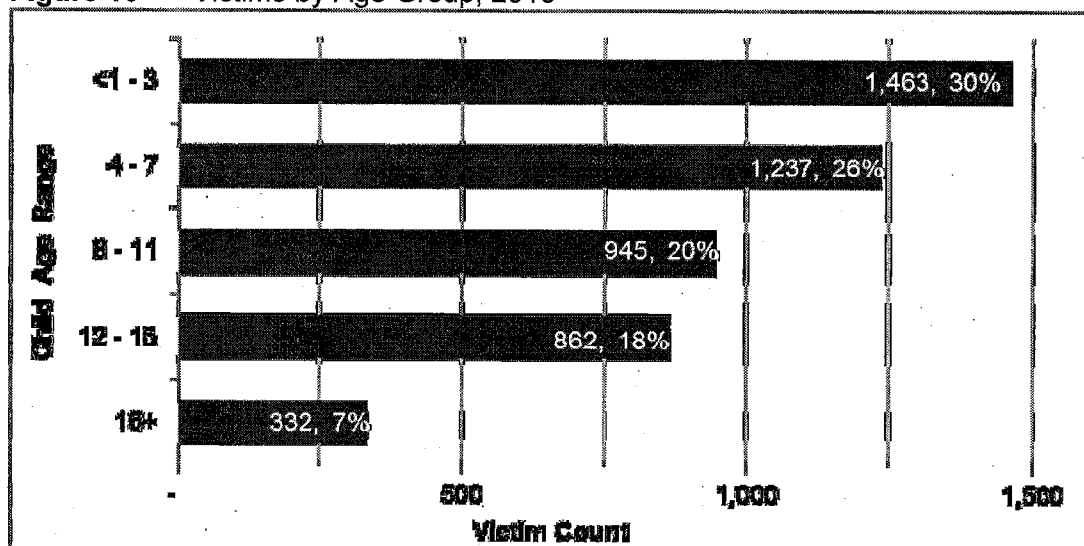
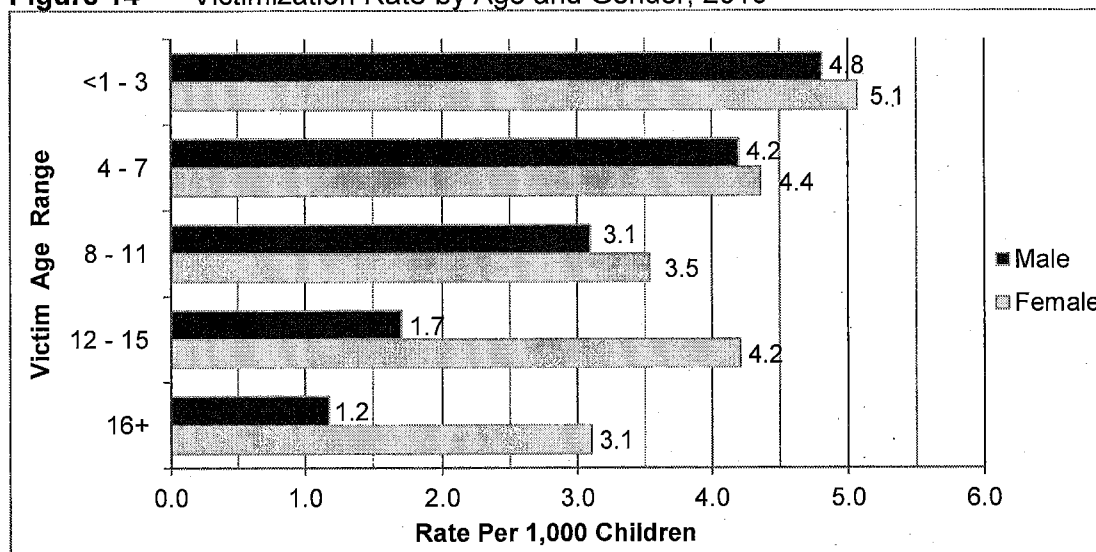
Figure 13 Victims by Age Group, 2010

Figure 14 displays the victimization rate by age and gender for calendar year 2010. The victimization rate by age and gender is calculated by dividing the number of 2010 child victims of each gender and age group by the respective number of children in the state's population of the same gender and age group. In the younger age groups, males and females are victimized at similar rates. At older ages, females are victimized at greater rates than males, primarily due to sexual abuse.

Figure 14 Victimization Rate by Age and Gender, 2010

Figures 15 and 16 provide an explanation for the greater rate of female victimization among the two older age groups. These figures show all maltreatment types except emotional abuse for victims by their age group and gender. Females are victims of many more counts of substantiated sexual abuse than males and in the two older age groups females are sexually abused at over six times the rate of males. Neglect declines with age for both males and females. Physical abuse occurs at all age levels for both genders; however, males are physically abused at almost twice the rate of females in the 8-11 age groups.

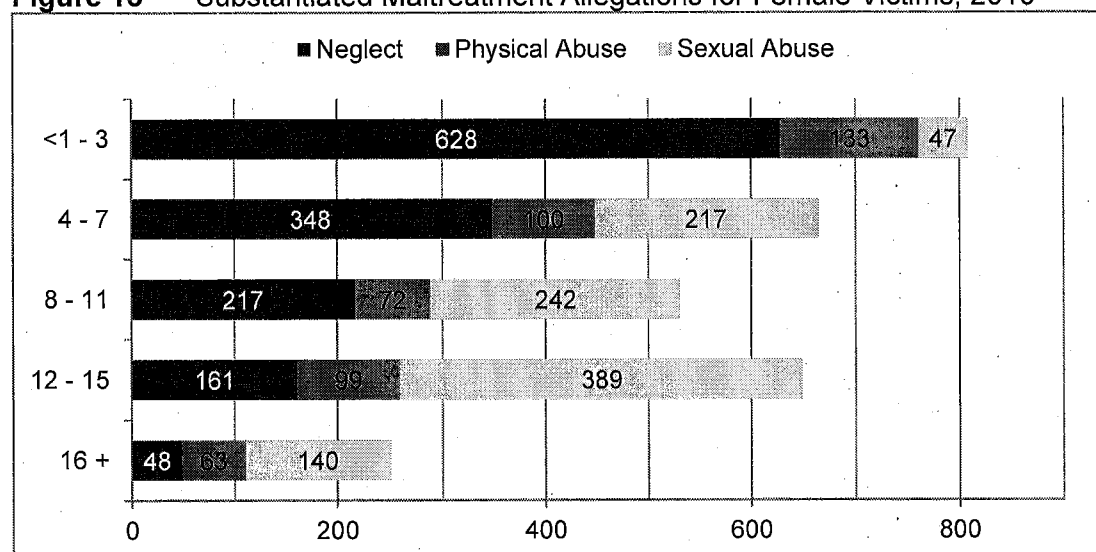
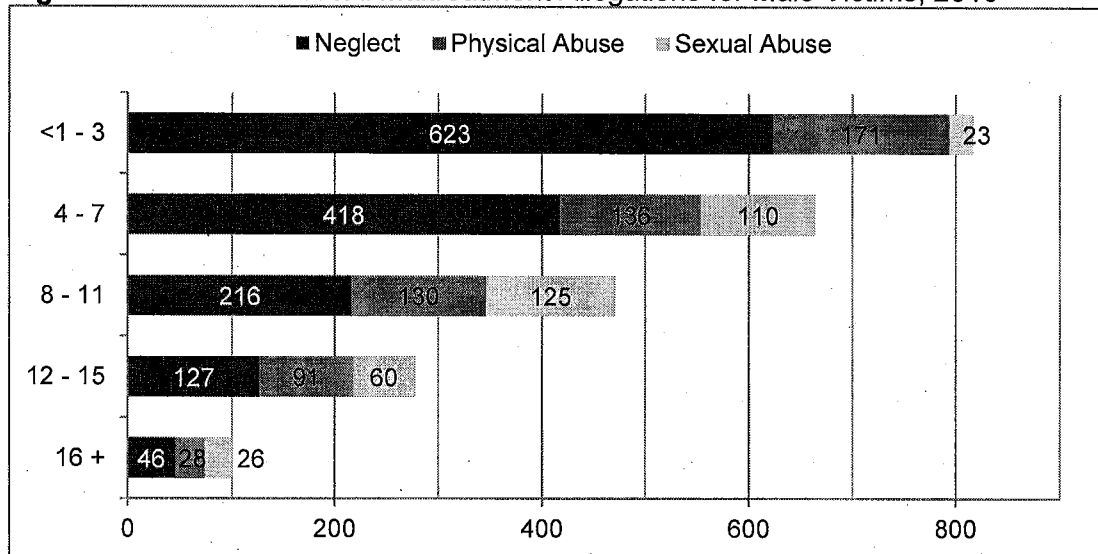
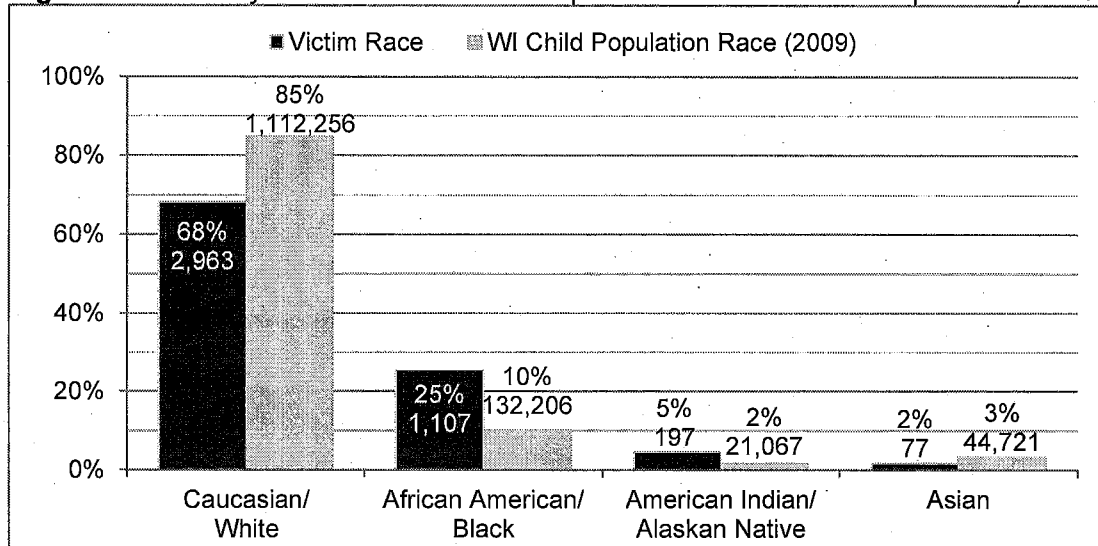
Figure 15 Substantiated Maltreatment Allegations for Female Victims, 2010

Figure 16 Substantiated Maltreatment Allegations for Male Victims, 2010

NOTE: Figures 15 and 16 do not display the 45 substantiated emotional abuse allegations (26 female and 19 male) due to their small number. Also not included in the counts are the 48 children with an undocumented gender value.

Race and Ethnicity

Figure 17 displays the count of victims by race for calendar year 2010, compared with the Wisconsin child population race. African American children and American Indian children are victims of child maltreatment at higher proportions than their comparative share of the general Wisconsin child population.

Figure 17 Race by Percent of Victims compared to 2009 WI Child Population, 2010

Population Source: Easy Access to Juvenile Populations,
http://www.ojjdp.gov/ojstatbb/ezapop/asp/comparison_selection.asp

NOTE: 484 victims (10%) are not depicted above because their race was unknown or not documented. Native Hawaiian/Pacific Islander (11 victims) is not depicted.

Of the 4,839 victims, 3,203 victims (66%) were identified as not Hispanic/Latino, 444 victims (9%) were identified as Hispanic/Latino, and for 1,192 victims (25%) their ethnicity was unknown or not documented. People of Hispanic ethnicity may be of any race.

Fatalities

The death of a child is one of the most tragic consequences of child maltreatment. The role of Child Protective Services in the case of a child maltreatment death is to assure the safety of any other children present in the family and to assess the family's need for services. Investigations of child deaths are generally handled by law enforcement agencies. For purposes of this report, the only child fatalities included are child deaths that were substantiated as maltreatment. County CPS agencies and the Bureau of Milwaukee Child Welfare reported 19 substantiated cases of a child having died from maltreatment in calendar year 2010. Two (2) children were in open cases for child welfare services with the county agency or the Bureau of Milwaukee Child Welfare at the time of their death.

During calendar year 2010, the majority (66%) of the children who died of substantiated maltreatment were age one or under. The majority of maltreaters substantiated for the child's death were the biological parent or the parent's partner (69%). The median age of the maltreaters was 23 years.

Table 11 provides a summary of child maltreatment fatalities, maltreater information and maltreatment type by county.

Table 11 Profile of Substantiated Child Fatalities, 2010

County	Maltreatment Type	Child Victim			Maltreater			
		Age at Death	Gender	Race/Ethnicity	Age	Gender	Race/Ethnicity	Relationship to the Child
Kenosha	Neglect	< 1	M	W	25	F	U	Parent
					35	M	W, H	Parent
Milwaukee	Physical Abuse	3	M	U	19	F	W	Partner/Friend of Parent sharing dwelling
					23	M	B	Stranger
					21	M	B	Stranger
Milwaukee	Physical Abuse	4	M	W	19	F	W	Partner/Friend of Parent sharing dwelling
					23	M	B	Stranger
					21	M	B	Stranger
Sheboygan	Physical Abuse	< 1	M	W	23	M	W	Parent **
Racine	Physical Abuse	2	M	B, H	40	M	W, H	Partner/Friend of Parent sharing dwelling
La Crosse	Neglect	< 1	F	W	27	M	W	Parent
Milwaukee	Neglect	2	M	B	31	F	B	Parent
Dane *	Physical Abuse	16	M	W	17	M	B	Non Caregiver
Milwaukee	Neglect	< 1	F	B	U	U	U	Unknown
Vilas	Neglect	< 1	F	I	40	M	I	Parent
Racine	Neglect	< 1	F	W	24	F	W	Parent
Milwaukee	Physical Abuse	3	F	B	21	M	B	Parent
	Neglect				20	F	B	Parent
Dane	Physical Abuse	< 1	F	W	U	U	U	Unknown
Dane *	Physical Abuse	< 1	F	W	U	U	U	Unknown
Winnebago	Neglect	< 1	M	U	28	F	W	Parent
Eau Claire	Neglect	< 1	F	B	19	F	W	Parent
	Physical Abuse				19	M	B	Parent **
Fond du Lac	Physical Abuse	1	F	W	23	M	W	Partner/Friend of Parent sharing dwelling **
La Crosse	Neglect	1	F	W	25	M	W	Parent
Douglas	Physical Abuse	1	F	W	23	M	W	Parent

Sex

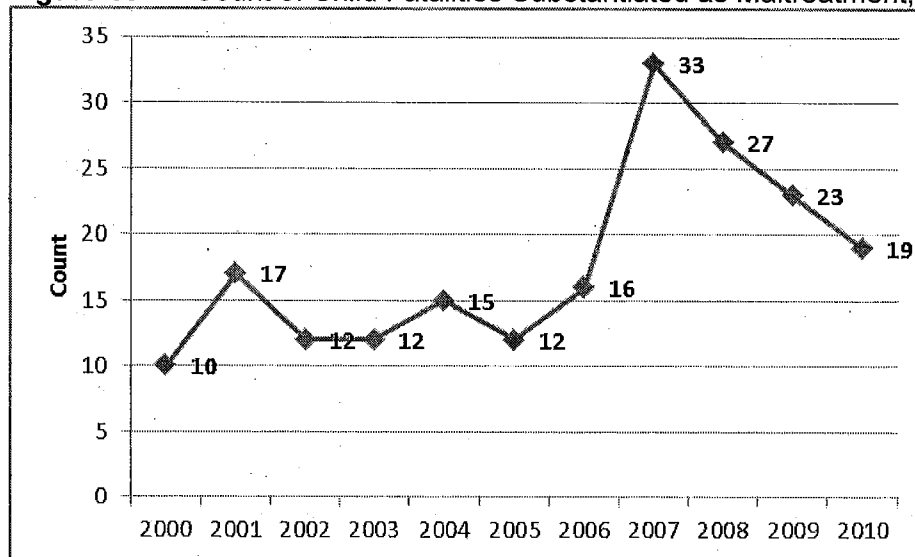
F - Female
M - Male
U - Unknown

Race/Ethnicity

W - White/Caucasian
B - Black/African American
I - American Indian
H - Hispanic
A - Asian/Pacific Islander
U - Unknown

*Family was open for child welfare services with the county agency or the Bureau of Milwaukee Child Welfare at the time of the child's death.

**Maltreater substantiated for committing the abuse that led to child's death by abusive head trauma or as an impacted baby.

Figure 18 Count of Child Fatalities Substantiated as Maltreatment, 2000-2010

A review of the cases reported by CPS agencies of a child having died from maltreatment during the past 5 years (2006-2010) highlights trends among child maltreatment fatalities in Wisconsin. First, the majority of children who are victims of maltreatment which result in death are babies or very young children. Of the reported child maltreatment fatalities from 2006-2010, 90% of the deaths were children age 3 or under and 63% of the deaths were children under age 1.

For the child maltreatment fatalities reported by CPS agencies from 2006-2010, the most frequent maltreaters were the biological mother (33%), biological father (28%), partner of parent/family friend (14%), other relative (7%), and daycare provider (6%). In cases where the biological mother was substantiated for the child's death, the maltreatment type was predominantly neglect of the child. In cases where the biological father was substantiated for the child's death, the majority of the time the maltreatment type was physical abuse.

Abusive Head Trauma and Impacted Babies

2005 Wisconsin Act 165 amended state statutes by creating provisions for the training of individuals who care for or supervise children under age 5 on abusive head trauma and impacted babies. Abusive head trauma is defined as "a severe form of brain injury that occurs when an infant or young child is shaken forcibly enough to cause the brain to rebound against his or her skull." [Ref. s. 253.15(1)(f), Stats.] Impacted baby is defined as "an infant or young child who suffers death or great bodily harm as a result of being thrown against a surface, hard or soft." [Ref. s. 253.15(1)(d), Stats.]

2005 Wisconsin Act 165 also created provisions for the identification of infants and children who have abusive head trauma or who are impacted babies. In September

of 2006, new description values were added to eWISACWIS to allow workers to indicate abusive head trauma and impacted baby related diagnoses. These description values include subdural hematoma, cranial cerebral trauma, retinal hemorrhage, shaken baby syndrome, traumatic brain injury and blunt force head trauma.

In 2010, there were 163 maltreatment allegations where one of the abusive head trauma and impacted baby related diagnoses were used to describe the maltreatment allegation. Of these 163 allegations, 61 (37%) were found to be substantiated upon completion of the CPS initial assessment. There were 55 victims associated with these allegations. Of these victims, 35 (64%) were male and 19 (35%) were female. Fifty-two percent of the victims (32) were age one or under. The maltreater was the child's biological parent in 48% of the cases.

Of the 18 child maltreatment fatalities in 2010, three were attributable to abusive head trauma or were impacted babies. The maltreater who abused the child causing death by abusive head trauma or as an impacted baby is indicated with a double asterisk in Table 11.

Maltreaters

A person is considered a maltreater when the CPS agency, after completing the CPS initial assessment, identifies the person as having committed one or more types of child maltreatment. A person is counted as a maltreater once per CPS initial assessment no matter how many substantiated maltreatment types he/she has committed. However, a maltreater is counted more than once if he/she is involved in two or more separate CPS initial assessments in which he/she had at least one substantiated maltreatment finding during the calendar year (for example, one in January and one in October).

Based on this method, in calendar year 2010 there were 3,968 maltreaters of substantiated child maltreatment. There are fewer maltreaters than victims (4,839) because some maltreaters were found to have maltreated more than one child. The CPS agency can also designate that a maltreatment type is substantiated for a child without identifying a maltreater (i.e. maltreater unknown). Of the 3,968 maltreaters, 681 (17%) were identified as an unknown maltreater.

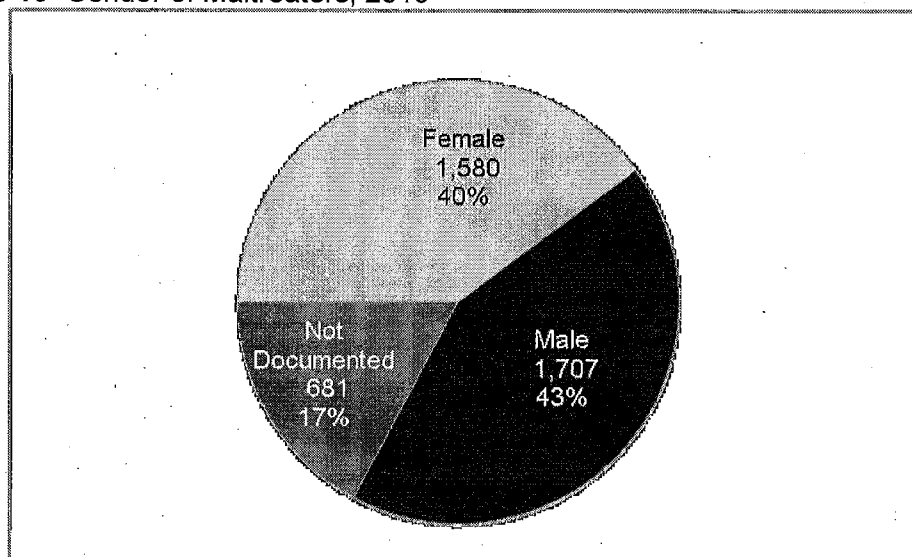
CPS agencies do not routinely complete a CPS initial assessment in situations where the alleged maltreater is not a caregiver for the children. As these matters are referred to law enforcement, the characteristics of non-caregivers who maltreat children are not represented in this report.

Characteristics of Maltreaters

Gender

Figure 19 displays the frequency and proportion of maltreaters by their gender.

Figure 19 Gender of Maltreaters, 2010



Age

Figure 20 shows the count of maltreaters by their age group for calendar year 2010. Age data was unknown for 766 maltreaters (19%). Since the majority of maltreaters are parents, the most common child-rearing age groups account for the largest number of maltreaters.

Figure 20 Maltreaters by Age Group, 2010

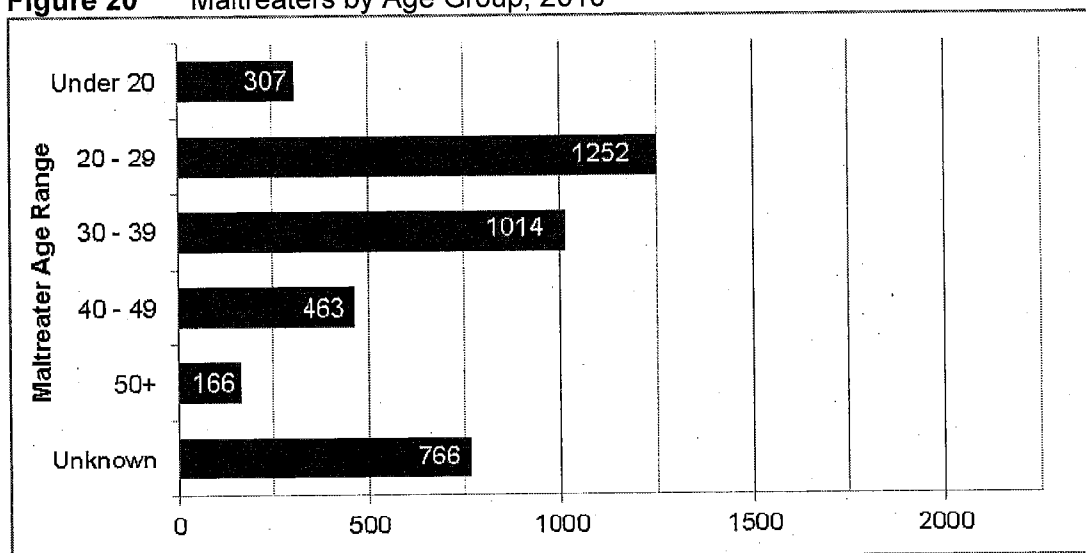
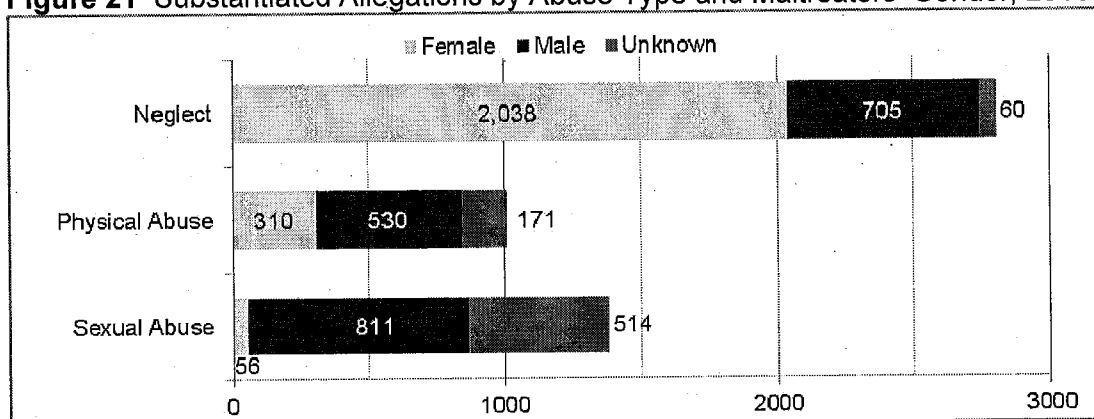


Figure 21 depicts all maltreatment allegation findings for maltreaters by their gender during calendar year 2010. If a maltreater had more than one substantiated allegation finding during the year they will be depicted more than once in this graph. Males are sexual perpetrators at much greater rates than females. The majority of female perpetrators' maltreatment was related to neglect.

Figure 21 Substantiated Allegations by Abuse Type and Maltreaters' Gender, 2010

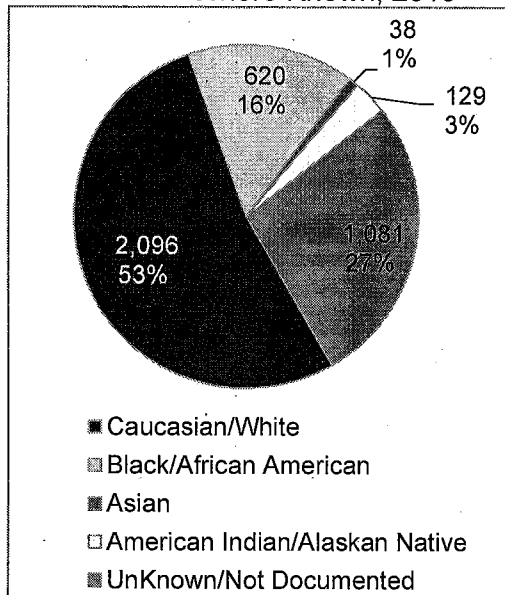


NOTE: Of the 44 total substantiated allegations of emotional abuse, the maltreater distribution is as follows: Females – 24, Males - 13, Unknown Gender – 7.

Race/Ethnicity

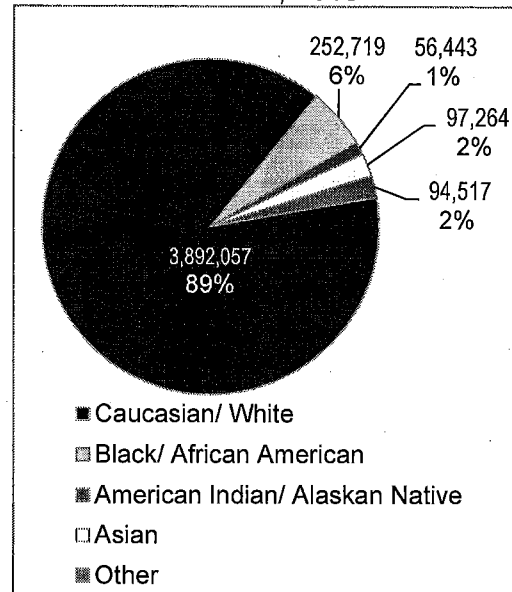
Figure 22 displays the count of maltreaters by race for calendar year 2010. Figure 23 depicts the race of Wisconsin's population ages 18-44. This age segment of the Wisconsin population was chosen as it portrays race for the age groups which comprise the majority of identified adult maltreaters. Persons who identified as African American and American Indian comprise a larger share of identified maltreaters than their proportional share of Wisconsin's general adult population.

Figure 22 Race of Maltreaters Where Known, 2010



NOTE: The 4 Native Hawaiian/Other Pacific Islander maltreaters are not depicted in this chart.

Figure 23 Race of WI Population Over 18, 2010



NOTE: Based on data from the 2010 American Community Survey by the U.S. Census Bureau. Native Hawaiian/Other Pacific Islander is not depicted. http://factfinder2.census.gov/bkmk/table/1.0/en/DEC/10_SF1/QTP1?slice=GEO~0400000US55

Of the 3,968 maltreaters, 1,968 (50%) were identified as not Hispanic/Latino, 199 (5%) were identified as Hispanic/Latino, and for 1,801 (45%) maltreaters their ethnicity was unknown or not documented. People of Hispanic ethnicity may be of any race.

Relationship to Victim

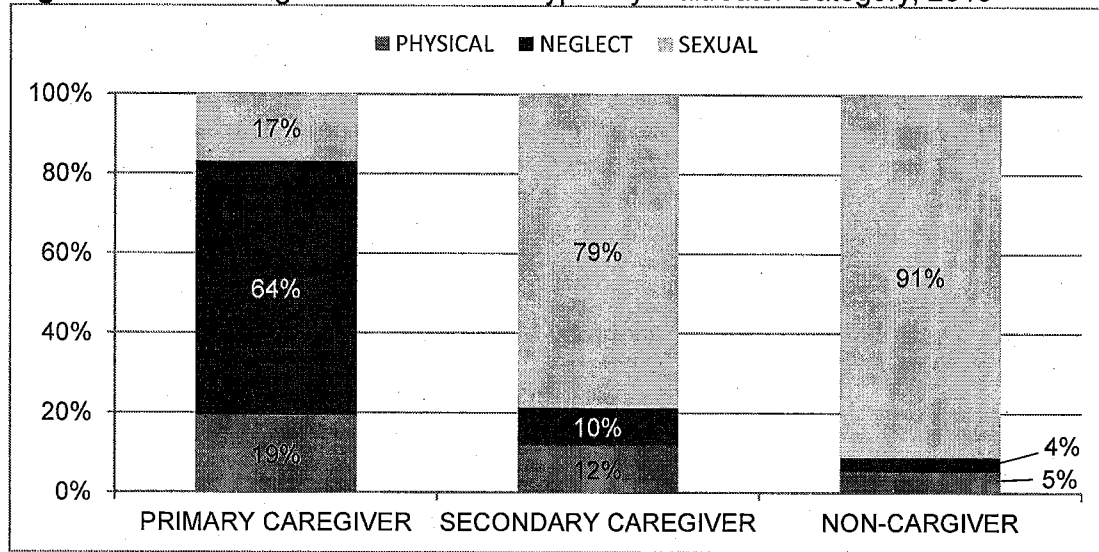
This section outlines the relationship of maltreaters to the child victims they were found to have maltreated. Table 12 shows all substantiated maltreatment allegations by maltreatment type and the person designated as the maltreater. The first category, primary caregivers, is comprised of maltreaters who live in the home, regularly or intermittently, with the child victim. In 2010, primary adult caregivers in the home (i.e. parents, step-parents, partners of parents, and foster parents) were

the maltreaters in 83% of the substantiated maltreatment allegations. The second category, secondary caregivers, is comprised of adults who have temporary caregiving responsibility for the child victim but do not live in the child's home. The third category, non-caregivers, is individuals who interact with the child but do not have caregiving responsibility. The last category depicts those allegations where the maltreater is unknown/not verified. CPS agencies may have a preponderance of evidence that a child was maltreated but not enough information to verify that a specific maltreater committed the abuse.

Table 12 Substantiated Allegations by Maltreater Relationship to Child Victim, 2010

	EMOTIONAL	PHYSICAL	NEGLECT	SEXUAL	TOTAL	PERCENTAGE
PRIMARY CAREGIVERS						
Parent	31	591	2,523	149	3,294	62%
Step Parent	4	55	40	79	178	3%
Partner of Parent/Friend in Home	3	131	136	147	417	8%
Sibling/Step Sibling	-	21	5	286	312	6%
Relative in Home	6	39	79	63	187	4%
Foster Parent	-	5	7	1	13	0%
Others Sharing Foster Home	-	1	-	13	14	0%
PRIMARY CAREGIVER SUBTOTAL	44	843	2,790	738	4,415	83%
SECONDARY CAREGIVERS						
Licensed/Certified Child Care Provider	-	12	12	3	27	1%
Other Child Care Provider	-	6	12	38	56	1%
Relative not in Home	-	16	8	221	245	5%
Correctional Facility Staff	-	-	-	-	-	0%
Residential Facility Staff	-	3	-	1	4	0%
Teacher/Other school employee	-	5	2	15	22	0%
Youth Org. Staff/Volunteer	-	-	-	2	2	0%
SECONDARY CAREGIVERS SUBTOTAL	-	42	34	280	356	7%
NON-CAREGIVERS						
Family Friend	-	10	4	48	62	1%
Neighbor	-	-	1	22	23	0%
Peer Maltreater	-	4	2	54	60	1%
Stranger	-	-	-	11	11	0%
Other non-caregiver	-	4	5	173	182	3%
NON-CAREGIVERS SUBTOTAL	-	18	12	308	338	6%
UNKNOWN/NOT VERIFIED						
	1	133	10	74	218	4%
State Total	45	1,036	2,846	1,400	5,327	100%

Figure 24 shows the percentage of each type of substantiated maltreatment by the three maltreater categories (primary, secondary, and non-caregiver). For primary caregivers (total substantiated maltreatment allegations 4,415), the largest share of their total substantiated maltreatment allegations is neglect related. However, for secondary caregivers (total substantiated maltreatment allegations 356) and non-caregivers (total substantiated maltreatment allegations 338) sexual abuse represents the largest share of their total substantiated maltreatment allegations.

Figure 24 Percentage of Maltreatment Types by Maltreater Category, 2010

NOTE: The counts used to calculate the above percentages can be found in Table 12. Emotional abuse is not depicted above. Emotional abuse comprises 1% of primary caregivers' substantiated maltreatment allegations, 0% of secondary caregivers' maltreatment allegations, and 0% of non-caregivers' maltreatment allegations.

Federal Performance Standards

Given the important role CPS agencies have in ensuring child safety, the federal government has placed greater emphasis on the CPS initial assessment function. As part of the Child and Family Services Review process, the federal Department of Health and Human Services (DHHS) has established casework performance indicators related to child safety and national performance standards. Casework performance indicators are assessed through case reviews and monitored by states as part of their quality improvement efforts. These indicators include timeliness for initiating CPS initial assessments and agency response to identifying, understanding and responding to child safety threats.

For the second round of state reviews, the federal DHHS has modified the national performance standard definitions. The new definitions are presented below. Wisconsin participated in a second round of the federal Child and Family Services Review (CFSR) process in 2010.

The national performance standards measure state performance on the absence of incidents of repeat maltreatment (Absence of Maltreatment Recurrence Rate) and the absence of maltreatment of children in out-of-home care (Absence of Maltreatment in Out-of-Home Care Rate). The Absence of Maltreatment Recurrence Rate is calculated by identifying all children who were victims of maltreatment in the first 6 months of a year and determining the percentage of children who were not victims of another substantiated report within a 6-month period after the initial substantiated report.

The Absence of Maltreatment in Out-of-Home Care Rate is calculated by identifying all the children who were not victims of substantiated maltreatment by a court-ordered relative provider, foster parent provider, or group home or residential facility provider during a given period. This number is then divided by the cumulative number of children who were in placement during the same period to establish the maltreatment in out-of-home care rate.

The national performance standards for both of these measures are set at the 75th percentile of all states based on the available data provided by states. For the first round of the federal CFSR, the national standard for absence of maltreatment recurrence was 93.9% or more. This standard was raised to 94.6% for the second round of the federal CFSR. Wisconsin met this standard in CY 2010. The first round national standard for absence of maltreatment in out-of-home care was 99.43% or more. This standard was raised to 99.68% for the second round, beginning in CY 2010. Wisconsin was very close to meeting this standard in CY 2010.

Table 13 Federal Performance Measures, 2006 - 2010

Safety Performance Measures	National Standard 2nd Round	Wisconsin Performance				
		CY 2006*	CY 2007	CY 2008	CY 2009	CY 2010
<u>Absence of Maltreatment Recurrence</u> Of all children who were victims of a substantiated maltreatment report, what percent were NOT victims of another substantiated report within a 6-month period?	94.6% or more	92.92%	91.90%	94.14%	94.84%	94.68%
<u>Absence of Maltreatment in Out-of-Home Care</u> Of all children in out-of-home care, what percent were NOT victims of maltreatment by foster parents, including court-ordered relative providers or facility staff members?**	99.68% or more	99.63%	99.44%	99.65%	99.61%	99.64%

*The 2005 and 2006 absence of maltreatment recurrence rates have been re-calculated using a corrected report methodology.

**In FFY 2007, the federal definition of "foster parent" was changed to include both licensed and unlicensed providers (i.e. court-ordered relative providers) who were providing placement for children due to child welfare concerns. The CY 2007 absence of maltreatment in out-of-home care rate includes unlicensed provider maltreatment.

Services to Families

The role of CPS differs in cases of familial and non-familial maltreatment and this affects the services the CPS agency offers to a family. In all cases, a substantiated maltreatment finding is not required for a family to be offered services. In cases of maltreatment involving primary caregivers, the decision to provide services to the family is based on the safety assessment and analysis and resulting safety decision. The safety decision is the CPS agency's determination, based on the information gathered during the CPS initial assessment, as to whether the conditions present make the child/children unsafe in the family home. A designation of safe or unsafe is required for all children who reside within the household. If at least one child is designated as unsafe, then the initial assessment safety decision finding for the home is unsafe. In calendar year 2010, primary caregiver CPS initial assessments comprised 92% of the 24,584 CPS initial assessments completed by agencies that year.

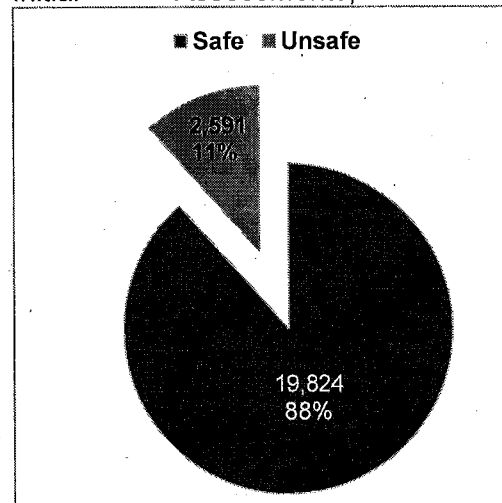
The role of CPS in cases of maltreatment by secondary and non-caregivers is to collaborate with and support the primary caregivers in providing protection and services for the child, when necessary. A safety assessment and analysis is not required in secondary CPS initial assessments and non-caregiver investigations because the child's safety within the home is not the focus of the case. CPS agencies completed 2,044 secondary CPS initial assessments and non-caregiver investigations (8% of all assessments) during calendar year 2010.

Safety Decisions & Services

Figure 25 shows the safety decisions for completed safety assessments in primary caregiver CPS initial assessments. In calendar year 2010, the majority (88%) of primary caregiver CPS initial assessments resulted in a decision that children were safe. There were 2,591 primary caregiver CPS initial assessments (11%) which resulted in a decision that children were unsafe. **Appendix L** shows safety assessment results in primary caregiver CPS initial assessments by county.

If a child is determined to be safe, the CPS agency is not required to offer or refer the family for services; however, the CPS agency may still inform the family about voluntary services or available community resources to help meet family needs or support family functioning.

Figure 25 Safety Assessment Results in Primary Caregiver CPS Initial Assessments, 2010

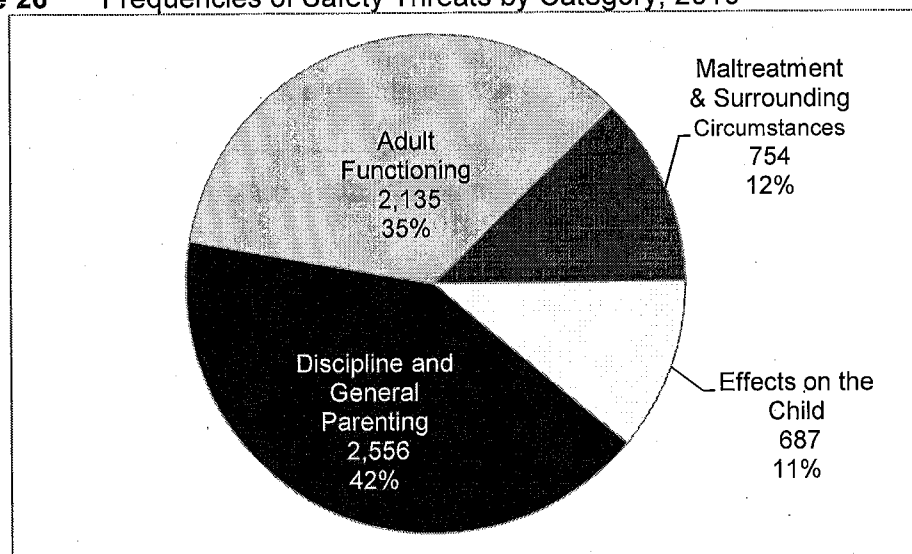


If a child is determined to be unsafe, the CPS agency is required to implement a safety plan to assure the child is safe and protected. The CPS Safety Intervention Standards provide CPS workers with a structured analysis and decision-making framework used to assess what specific, observable factors are making the child unsafe. These factors are known as safety threats. The identified safety threats and the analysis of these safety threats form the basis for safety planning. Safety planning ensures that safety threats are controlled to keep the child safe while the CPS agency works with the family to develop a plan to change those conditions or behaviors negatively affecting child safety. The goal is to eliminate safety threats in the family or to ensure the family has the resources necessary to control safety threats on their own.

While there are several distinct safety threats that can be identified as part of a CPS initial assessment process, for analytical purposes, these threats can be grouped into four categories based on the nature of the concern. First, there are safety threats that relate to the act of maltreatment itself and the surrounding circumstances, for example, premeditation and lack of remorse by the maltreater or a hazardous living environment. Second, there are situations where the maltreatment has caused serious effects to the child such as emotional problems, lack of behavior control, and/or severe physical injury. Third, there are safety threats caused by deficiencies in adult functioning such as out-of-control behavior and/or violent tendencies. Finally, there are safety threats characterized by issues involving discipline and parenting practices such as blaming the child for the adult's problems, a lack of knowledge, resources, and/or motivation necessary to provide basic care for child, and/or ability to provide necessary supervision of a child.

In the 2,591 primary caregiver CPS initial assessments which resulted in a decision that children were unsafe, 35% of CPS initial assessments had one safety threat identified, 31% had two identified, 16% had three, 8% had four, and the remaining 10% had 5 or more identified safety threats.

In the 2,591 primary caregiver CPS initial assessments which resulted in a decision that children were unsafe, 6,132 safety threats involving 2,507 children were identified. Figure 26 shows the frequency of identified safety threats by the groupings described above.

Figure 26 Frequencies of Safety Threats by Category, 2010

Safety-related services are provided in the family home whenever possible, to maintain and support the family unit. Services provided to ensure child safety are intended to immediately control any conditions or behaviors that place a child in danger. Some of these safety-related services may include parenting assistance, supervision/observation, child care/respice, mental and physical health services, and/or resources to help meet basic needs. In addition to services offered as part of the safety plan, the family may also be offered additional services to meet family needs and/or support family functioning. The use of in-home safety services for families reduces the need for more intrusive interventions such as removal of the child from the family home and may be used in response to children and families involved in both substantiated and unsubstantiated cases.

CPS Removals of Children to an Out-of-home Placement

If the conditions in the home pose immediate danger to a child and in-home services are insufficient to assure the safety of the child, the child may be removed from the family home and placed temporarily in out-of-home care. A substantiated maltreatment finding is not required or necessary for a child to be placed in out-of-home care when the child is unsafe. An out-of-home placement may be with a relative(s), a foster parent(s), a group home or shelter, or a residential child-caring facility.

During 2010, 2,698 children were removed from their family home and placed in out-of-home care as a result of the safety analysis and planning conducted in the CPS initial assessment. This represents a 6% increase from 2009. Fifty-five percent of these children had been found to be victims of substantiated maltreatment in the CPS initial assessment that led to their removal to out-of-home care. Twenty percent of these children had been in a CPS initial assessment prior to 2010 where they had been found to be victims of substantiated maltreatment. Children who were placed in an out-of-home placement as a result of unborn child abuse are not included in the figures above and are presented separately in **Appendix B**.

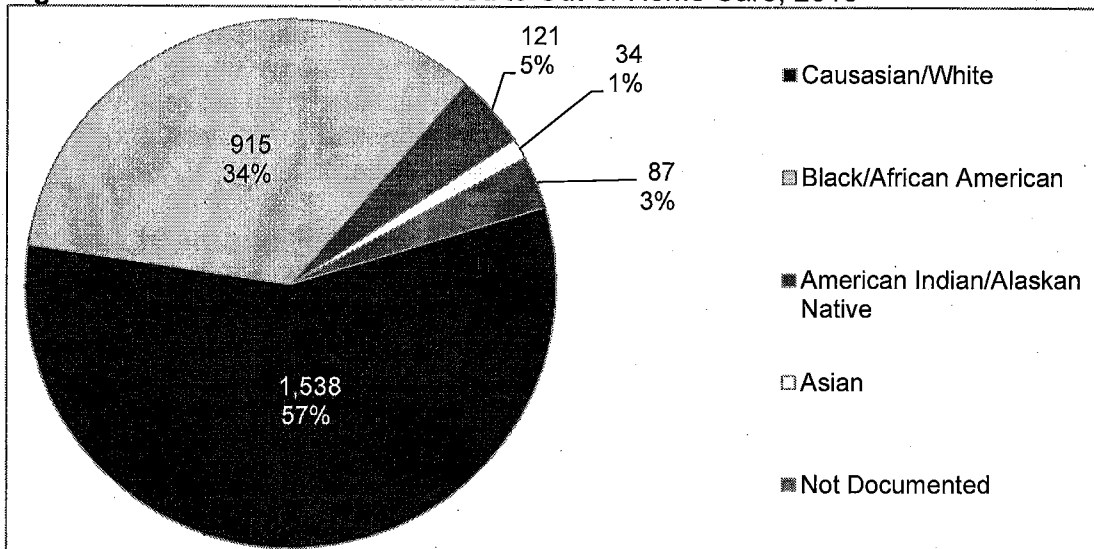
Table 14 displays the mean age of children removed as a result of a CPS initial assessment in 2010 by their gender. Of the 2,698 children removed from their family home and placed in out-of-home care in order to address safety threats identified during the CPS initial assessment, 51% were female and 49% were male.

Table 14 Mean Age of Male and Female Children Removed to an Out-of-home Placement, 2010

Gender	Count of Children Removed	Mean Age
Females	1,386 (51%)	6.4
Males	1,312 (49%)	5.7
<i>Total</i>	2,698	6.0

Figure 27 displays the primary race of the children who were removed to out-of-home care during a CPS initial assessment. Of the children removed to out-of-home care, 282 (10%) were identified as Hispanic, 2,137 (79%) were identified as not Hispanic, and for 279 children (11%) their ethnicity was unknown or not documented.

Figure 27 Race of Children Removed to Out-of-Home Care, 2010



NOTE: 3 Native Hawaiian/Other Pacific Islander children are not depicted.

Initial Assessment Disposition

The initial assessment disposition is the action the CPS agency took upon completion of the CPS initial assessment. In some cases, after the CPS initial assessment, the case is closed as continued CPS intervention is not needed. Some closed cases are referred to appropriate community resources. In other cases, the

case is opened but the family is referred to services that are not under the purview of the CPS agency (case opened – non-CPS services). In other cases, the case is opened and the family is provided services through the CPS agency (case opened – ongoing CPS services: petition and voluntary). Finally, in some cases the family already had a CPS case open and services will continue for this family after this CPS initial assessment (case already open – ongoing services). Figure 28 shows the count and percentage of initial assessment dispositions in the 22,540 primary caregiver CPS initial assessments for calendar year 2010.

Figure 28 Initial Assessment Dispositions in Primary Caregiver CPS Initial Assessments, 2010

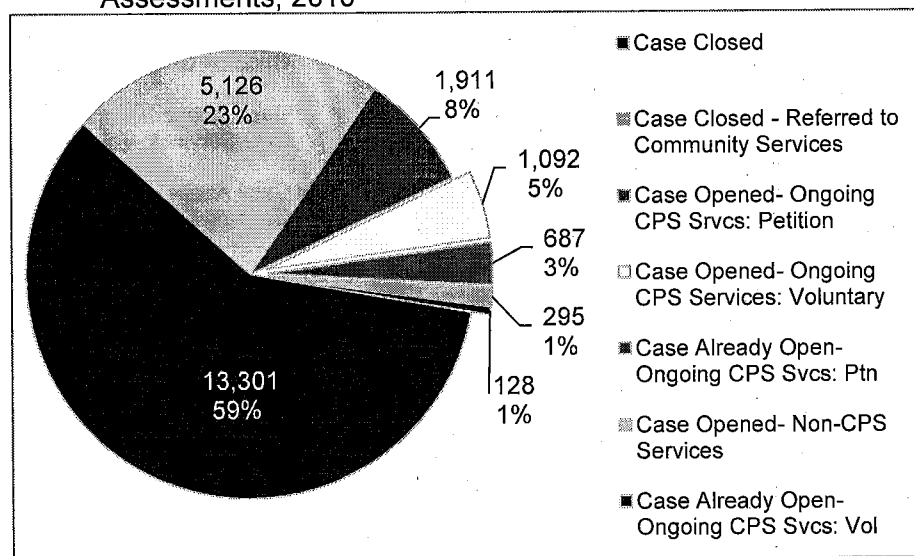


Figure 29 shows 2,044 secondary CPS initial assessments and non-caregiver investigations by initial assessment disposition (52 are not depicted because no assessment disposition was documented).

Figure 29 Initial Assessment Dispositions in Secondary CPS Initial Assessments and Non-Caregiver Investigations, 2010

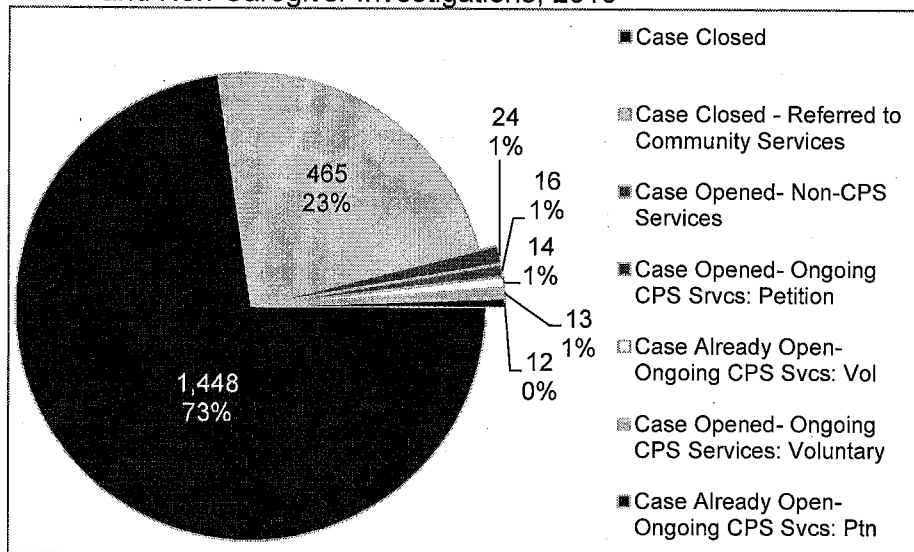


Table 15 shows the frequency and percentage of initial assessment dispositions according to the safety decision for primary caregiver CPS initial assessments. In the majority (92%) of cases where the safety decision is safe, the case was closed. In the majority (91%) of cases where the safety decision was unsafe, the case was either opened for some type of services or was already opened for ongoing CPS services. A safety assessment and analysis is not required in secondary CPS initial assessments and non-caregiver investigations because the child's safety within the family home is not the focus of the case.

Table 15 Safety Decision by Initial Assessment Disposition for Primary Caregiver CPS Initial Assessments, 2010

Initial Assessment Disposition	SAFE		UNSAFE		TOTAL	
	Count	%	Count	%	Count	%
Case Closed	12,704	67%	168	6%	13,001	60%
Case Closed and Ref to Community Services	4,310	23%	136	5%	4,466	21%
Case Opened- Ongoing CPS Svcs: Petition	508	3%	1,343	51%	1,858	9%
Case Opened- Ongoing CPS Services: Voluntary	430	2%	627	24%	1,061	5%
Case Opened- Non-CPS Services	245	1%	21	1%	267	1%
Case Already Open-Ongoing CPS Services	636	3%	364	14%	1,013	5%
TOTAL	18,833	100%	2,659	100%	21,666	100%