

# Children and Families

## Child Welfare

(LFB Budget Summary Document: Page 105)

### **LFB Summary Items for Which an Issue Paper Has Been Prepared**

<u>Item #</u>	<u>Title</u>
1	Domestic Abuse Services (Paper #265)
3, 4, 5, & 6	Kinship Care and Foster Care (Paper #266)
8 & 9	Services and Operation of the Division of Milwaukee Child Protective Services (Paper #267)
12	Tribal Subsidized Guardianships (Paper #268)
14	Home Visiting (Paper #269)
15	eWiSACWIS System Enhancements, Youth Justice Data Systems, and Youth Assessment Screening Instrument (Paper #270)

### **LFB Summary Items Removed From Budget Consideration**

<u>Item #</u>	<u>Title</u>
2	Intensive Family Preservation Services
10	Milwaukee Preventive Respite Shelter
11	Tribal High-Cost Placements and Prevention
13	Independent Living Program
17	Runaway and Homeless Youth Services
19	Sibling Connections Program
20	Consolidate Funding and Programs Administered by the Bureau of Youth Services





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June, 2023

Joint Committee on Finance

Paper #265

### **Domestic Abuse Services (Children and Families -- Child Welfare)**

[LFB 2023-25 Budget Summary: Page 105, #1]

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#### **CURRENT LAW**

Domestic violence is willful abuse as part of a pattern of power and control perpetrated by one spouse or partner against another. It includes battery, rape, other acts of physical and sexual violence, economic manipulation, threats and other verbal abuse, and emotional and psychological abuse. Domestic abuse, domestic violence, and intimate partner violence are generally interchangeable terms for this behavior.

The Department of Children and Families (DCF) currently contracts with local agencies in every county to provide services to people experiencing domestic abuse and their children. Base funding for these programs consists of a GPR appropriation of \$12,434,600 per year, federal funding the state receives under the Family Violence Prevention and Services Act, which provided \$2,178,400 in federal fiscal year 2022, and PR funds received from a court surcharge imposed for offenses related to domestic abuse of approximately \$600,000 per year. Current law requires that DCF use these funds to provide advocacy and counseling for victims, 24-hour phone support, community education, and/or shelter facilities or private home shelter care. Shelter providers must provide all four of those services, as well as emergency transport to the shelter, food, referral and follow-up services, and arrangements for education for school-age children.

In addition to contracting with local agencies to provide those services, current law requires DCF, from the same GPR and PR fund sources, to provide all of the following annually: (a) \$995,000 in grants for domestic abuse services for children; (b) \$563,500 to the Refugee Family Strengthening Project for domestic abuse services for the refugee population; (c) training and technical assistance related to the judicial system and providing pro bono legal services, expending at least \$69,700 per year; (d) \$20,700 for an organization to coordinate and provide information on housing, job training, and transitional living programs; (e) grants to enhance support services,

such as by providing case management, children's programming, employment assistance, and training and activities promoting self-sufficiency; (f) grants for domestic abuse services for members of underserved communities, including members of racial minority groups and people with mental illness or developmental disabilities; and (g) a grant to the Wisconsin Coalition Against Domestic Violence to assist domestic abuse victims in accessing legal services.

All grants awarded under the current program require grantees to provide matching funds of \$1 for every \$4 received.

## **DISCUSSION POINTS**

1. Assembly Bill 43 and Senate Bill 70 would provide \$20,217,300 GPR annually, consisting of \$14,000,000 in a new appropriation to fund the Living Independently through Financial Empowerment (LIFE) program to provide direct assistance to survivors of domestic abuse and \$6,217,300 to increase funding distributed under the current domestic abuse shelter and services grant program.

2. According to the federal Department of Justice, domestic violence accounts for 20% of all violent crime nationwide. In Wisconsin, 36% of women and 32% of men report experiencing intimate partner rape, other physical domestic violence, and/or stalking in their lifetimes. In contrast to other violent crime, domestic abuse is often hidden from public view and often goes unreported. There were 30,999 incidents of domestic abuse reported to law enforcement in Wisconsin in 2018, the most recent year for which information is published, resulting in 21,960 arrests.

3. Nationwide, 24% of those who report domestic abuse are younger than 18, or were younger than 18 when they first experienced domestic abuse. People with limited English proficiency or precarious financial situations are also at higher risk of domestic abuse, as abusers can exploit these situations to wield power over their partners or limit their ability to leave the relationship.

4. Domestic violence can cause significant and long-lasting physical injuries, severe mental health problems, and death. Nationwide, approximately 20% of all homicides -- and over half of all murders of women -- are perpetrated by a spouse or intimate partner of the victim. The CDC estimates that the financial cost to society of domestic violence against women, including lost productivity, criminal justice system costs, and medical care, is on average \$103,800 per case.

5. Programs that provide services to domestic abuse survivors seek to reduce these negative outcomes and to provide safe shelter and other resources necessary to enable people to leave abusive relationships, preventing abuse from continuing or worsening. In Wisconsin in 2020 (the most recent year for which data is published) the 42 domestic abuse shelters across the state provided shelter to 5,722 people, including 2,451 children. They reported a total of 20,682 additional requests for shelter that were unmet due to insufficient capacity.

6. Wisconsin programs providing 24-hour crisis hotlines answered 122,141 calls in 2020, and programs provided advocacy services to 22,599 people, individual or group counseling to 18,042 people, legal assistance to 16,409 people, and crisis intervention services to 16,149 people.

7. In 2021, DCF implemented a new program to support economic independence and provide a financial safety net for people experiencing domestic abuse, known as Living Independently through Financial Empowerment (LIFE), using Wisconsin's allocation under the one-time Pandemic Emergency Assistance Fund (PEAF) created by the American Rescue Plan Act (ARPA). Under federal law, the PEAF provided funding for programs to provide time-limited financial assistance to families experiencing a crisis or other short-term need; Wisconsin received \$14.5 million.

8. The LIFE program, administered by Wisconsin Works agencies, offered short-term cash assistance to low-income parents and expecting parents experiencing domestic abuse. Eligibility was limited to applicants who were receiving or had received one or more public benefits (such as FoodShare, TANF, Wisconsin Shares, Medicaid, or supplemental security income, among others) in the past 12 months, or had income at or below 200% of the federal poverty level. Wisconsin Works agencies were charged with evaluating immediate and long-term safety and stability concerns and needs of the applicant, providing information regarding local housing and emergency financial resources, and making appropriate referrals to assist applicants in meeting immediate and long-term care needs.

9. Cash payments provided under the program were intended to enable individuals to secure safe and stable housing away from the abusive partner, meet basic needs such as food and utilities during the period of upheaval caused by an unplanned move, replace necessities and possessions destroyed by the abusive partner, offset medical expenses, provide a transition period to end financial dependence on an abusive partner's income, and otherwise meet financial needs associated with crises caused by domestic abuse. To eligible applicants, the program provided \$1,500 in the first month followed by \$1,000 in each of the two following months. Support did not extend beyond three months.

10. The LIFE program was announced on November 8, 2021. By December 17, local Wisconsin Works agencies had approved 2,819 applications, scheduled an additional 1,981 application appointments, and had a backlog of 11,553 phone calls initiating applications. This demand far exceeded the \$14 million PEAF funding budgeted to fund 4,000 recipients, and the application was closed. DCF ultimately provided funding to 4,031 people, totaling \$14,108,500 in benefit payments.

11. DCF estimates that 10,000 of the applicants in the backlog would have been eligible, bringing the total to 14,000 eligible applicants in the single month the program was available. Although it is difficult to estimate the annual number of eligible applications that would be received if this were an ongoing program, the evidence from this month suggests that many domestic violence survivors would meet the eligibility requirements and seek this assistance. The number of eligible applicants could be similar to or higher than the 24,000 requests for shelter received by domestic abuse shelters in 2020.

12. ARPA also provided several one-time supplements to the grants awarded under the Family Violence Prevention and Services Act, including for general domestic abuse services and for certain costs related to COVID-19, such as coordinating with testing and vaccination providers and making certain domestic abuse and sexual assault services available via phone and video when face-to-face contact was unsafe. Wisconsin received \$7.9 million for services for domestic violence

survivors. From this funding, DCF allocated \$5.6 million to pilot a program to provide safe and stable housing to people experiencing domestic abuse. The program began in December, 2021, and DCF has allocated funding through calendar year 2024. DCF used the remaining \$2.2 million to support and expand domestic abuse services in 2022 and 2023, including maintaining grant funding for existing shelter care providers and agencies providing advocacy, counseling, legal assistance, and crisis intervention services; and funding new grantees to ensure these services are available in every county.

13. The Committee could create separate appropriations to expand the current domestic abuse shelter and services grant program and/or fund the LIFE program, could authorize DCF to fund the LIFE program as part of the current domestic abuse program and provide combined funding (Alternative B4), or could take no action. AB 43/SB 70 includes statutory provisions defining the LIFE program, but the Committee could also include authorization for DCF to promulgate administrative rules implementing the program and exempt these rules from emergency rule procedures. DCF recommends this additional authorization to ensure that eligibility criteria can be established in rule and properly enforced. Further, the rule-making process would provide the Legislature additional opportunity to review key features of the program, including program eligibility, payment amounts, and administrative procedures. Each of the alternatives presented in this paper that include funding for the LIFE program also include the program definition in AB 43/SB 70 and the rulemaking authority.

14. The Committee could provide \$6,217,300 GPR annually to expand the existing domestic abuse grants program. This reflects a 50% increase to the current funding level for the domestic abuse grants program. [Alternative A1]

15. Alternatively, the Committee could provide any greater or lesser amount for domestic abuse shelter and services. As an example, Alternative A2 provides half that amount. [Alternative A2]

16. The Committee could determine that the current level of services for domestic violence survivors is appropriate and maintain current funding of \$12,434,600 GPR annually. [Alternative A3]

17. The Committee could create a separate appropriation for the LIFE program funded with \$14,000,000 GPR annually, as proposed under AB 43/SB 70. Funding the LIFE program at this level would fund assistance for 4,000 applicants per year, one sixth of the number of families requesting shelter in the most recent year. [Alternative B3a]

18. The Committee could also provide more or less funding for the LIFE program than the amount that would be provided in AB 43/SB 70. In light of the anticipated high number of eligible families experiencing domestic abuse, the Committee could, for example, provide funding for assistance to 12,000 families per year, reflecting half of the number of families requesting shelter (Alternative B1) or 8,000 families per year, reflecting one-third of this population (Alternative B2). Or, seeing as this would be a new state-funded program, a lesser amount, \$7,000,000 annually, could be provided than that of AB 43/SB 70 (Alternative B4). In this case, in implementing the program DCF may need to establish lower payment amounts per family to be able to provide payments to a larger fraction of eligible applicants.

19. As an alternative to GPR funding, the Committee could support the LIFE program with funding under the federal Temporary Assistance for Needy Families (TANF) program. Because the LIFE program would limit assistance to three months and restrict eligibility to parents and expecting parents with low income, it meets the requirements for TANF funding. Alternatives B1b, B2b, B3b, and B4b, would provide the same example levels of funding using TANF instead of GPR.

20. As an alternative to creating a separate GPR appropriation or TANF allocation for the LIFE program, the Committee could define the program in statute as an additional authorized use of the existing domestic abuse services funds and provide combined funding. This would enable DCF to allocate funds to the highest priority services and interventions, including allocating this funding differently between the LIFE program and domestic abuse shelter and services. Any GPR amount described above could be selected under this alternative. [Alternative B5]

## ALTERNATIVES

### A. Domestic Abuse Shelter and Services Grant Program

1. Provide \$6,217,300 GPR annually, increasing total annual GPR grant funding under the domestic abuse shelter and services program from \$12,434,600 to \$18,651,900.

ALT A1	Change to Base
GPR	\$12,434,600

2. Provide \$3,108,700 GPR annually, increasing total annual GPR grant funding under the domestic abuse shelter and services program from \$12,434,600 to \$15,543,300.

ALT A2	Change to Base
GPR	\$6,217,300

3. Take no action on the domestic abuse shelter and services grants program, maintaining current funding of \$12,434,600 GPR annually.

### B. LIFE Program

Provide one of the following amounts, or any other specified amount, to fund the LIFE program. For all options except B5 (take no action), define the LIFE program in statute as a program to provide short-term assistance to individuals who are survivors of domestic abuse, specify that DCF may contract with a Wisconsin Works agency to administer the LIFE program, authorize DCF to promulgate administrative rules implementing the program, and exempt these rules from emergency rule procedures.

1. Provide \$42,000,000 annually.

a. Create a separate GPR appropriation to fund the LIFE program.

<b>ALT B1a</b>	<b>Change to Base</b>
GPR	\$84,000,000

b. Create a new TANF allocation to fund the LIFE program.

<b>ALT B1b</b>	<b>Change to Base</b>
FED-TANF	\$84,000,000

2. Provide \$28,000,000 annually.

a. Create a separate GPR appropriation to fund the LIFE program.

<b>ALT B2a</b>	<b>Change to Base</b>
GPR	\$56,000,000

b. Create a new TANF allocation to fund the LIFE program.

<b>ALT B2b</b>	<b>Change to Base</b>
FED-TANF	\$56,000,000

3. Provide \$14,000,000 annually.

a. Create a separate GPR appropriation to fund the LIFE program.

<b>ALT B3a</b>	<b>Change to Base</b>
GPR	\$28,000,000

b. Create a new TANF allocation to fund the LIFE program.

<b>ALT B3b</b>	<b>Change to Base</b>
FED-TANF	\$28,000,000



4. Provide \$7,000,000 annually.

a. Create a separate GPR appropriation to fund the LIFE program.

<b>ALT B4a</b>	<b>Change to Base</b>
GPR	\$14,000,000

b. Create a new TANF allocation to fund the LIFE program.

<b>ALT B4b</b>	<b>Change to Base</b>
FED-TANF	\$14,000,000

5. Provide any of the GPR amounts described above in the existing GPR appropriation for domestic abuse grants to provide combined funding for the LIFE program and the current shelter and services grant program.

6. Take no action on the LIFE program.

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June, 2023

Joint Committee on Finance

Paper #266

### **Kinship Care and Foster Care (Children and Families -- Child Welfare)**

[LFB 2023-25 Budget Summary: Page 99, #16; Page 106, #3; Page 107, #4; Page 108, #5 and #6]

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#### **CURRENT LAW**

In substantiated cases of abuse or neglect, a court can order the removal of a child from their home and placement in a setting the court determines will best serve the child's interests, such as the home of a foster family, the home of a relative under a kinship care agreement, a congregate care facility, or an institution. In addition to court-ordered kinship care, a child can be formally placed in the home of a relative under a voluntary kinship care agreement without a court process. A kinship caregiver can be appointed guardian of a child in their care, creating a permanent legal relationship; this is referred to as long-term kinship care. Long-term, voluntary, and court-ordered kinship caregivers as well as foster care providers are eligible for monthly payments intended to support the costs of caring for the child.

A small number of kinship caregivers, other relatives, or others with a close connection to a child become licensed foster care providers under a child-specific license, referred to as Level 1 foster care. Most foster care providers, including relatives and non-relatives, are licensed to provide basic foster care, or Level 2. Some providers are licensed to care for children with more intensive needs, referred to as treatment foster care and divided into Levels 3–5. The following table summarizes the placement setting of all children in court-ordered out-of-home care placements and voluntary kinship care.

## Statewide Out-of-Home Care Placements as of December, 2022

Voluntary and Long-Term Kinship Care	5,637
Basic Foster Home (Level 2)	3,387
Court-Ordered Kinship Care	1,516
Treatment Foster Home (Level 3–5)	1,165
Residential Care Center	240
Group Home	223
Trial Reunification	146
Missing From Out-of-Home Care	66
Detention	59
Institutions	57
Shelter	45
Supervised Independent Living	39
Child-Specific Foster Home (Level 1)	<u>31</u>
Total	12,611

County and tribal child welfare agencies provide monthly out-of-home care maintenance payments, except in Milwaukee County where all child welfare activities are administered by DCF's Division of Milwaukee Child Protective Services (DMCPS). Uniform statewide rates for these payments are established in statute. Kinship care and child-specific foster care providers currently receive \$300 per child per month. Basic and treatment foster care providers receive monthly maintenance payments ranging from \$420 to \$545 per child depending on the child's age, and may also qualify for certain supplementary and exceptional monthly payments, including payments to enable siblings to be placed together or minor parents to be placed with their children and a one-time reimbursement for the costs of clothes when a child is initially placed in their care.

While county and tribal child welfare agencies (and DMCPS) administer out-of-home care payments, the state funds some of these expenditures. Kinship care payments are fully funded by the state, using federal Temporary Assistance for Needy Families (TANF) funding. DCF also provides funding for administrative costs associated with kinship care, again supported with TANF funds. Costs of foster care maintenance payments, in contrast, are borne by county and tribal agencies, although DCF provides Children and Family Aids (CFA) payments to each county that can be used to offset these and other child welfare and human services expenditures. The amount distributed under CFA is fixed in statute, and is \$101,162,800 in 2022-23.

Title IV, Part E, of the Social Security Act provides a significant source of federal funding for CFA payments and other state child welfare expenditures. Counties report foster care maintenance payments and administrative expenditures, and DCF submits claims for eligible expenditures to the federal government to receive Title IV-E reimbursement at the federal medical assistance percentage (FMAP), generally 60%. To be eligible for Title IV-E reimbursement, cases must meet certain criteria, including criteria related to the income of the child's family and the case process. Based on past years, DCF estimates that 57.7% of foster care cases will qualify for reimbursement under Title IV-E. At the expected FMAP, this equates to federal funding covering 34.5% of total foster care costs.

## DISCUSSION POINTS

1. Assembly Bill 43 and Senate Bill 70 would make statutory changes and provide funding to expand eligibility for kinship care placements to people who have a like-kin relationship with the child, and certain others, and to increase kinship care and foster care reimbursement in the following ways: (a) provide flexible supports for kinship caregivers; (b) provide a 5% increase to rates paid to basic and treatment foster care providers; and (c) increase rates paid to child-specific foster care and kinship care providers to match the rates paid to other foster care providers, including increasing base monthly rates and providing certain additional payments currently made to other foster care providers. The bill would also provide funding to contract for access to a national database to help identify potential kinship care placements. As indicated in the Alternatives presented in this paper, several of these proposals interact with each other, yielding the combined fiscal effects shown.

2. The federal Department of Health and Human Services (DHHS) conducts a federal child and family services review (CFSR) to determine each state's conformance with federal requirements under Title IV-E of the federal Social Security Act. DHHS conducted a CFSR for Wisconsin in 2018, which included a review of 65 cases (40 foster care and 25 in-home cases) in Barron, Brown, and Milwaukee counties, and interviews with local stakeholders. DHHS determined that Wisconsin was not in substantial conformance with the systemic factor of foster and adoptive parent licensing, recruitment, and retention. The CFSR stated that local stakeholders reported a severe shortage of foster homes and that there was a shortage of licensed foster homes for children with complex treatment needs. According to some stakeholders, the lack of available homes resulted in children being placed into higher levels of care than necessary or in congregate care because they were the only resources available. In one county, the report identified that staff have stayed in the office with children because there were no placements available. Further, in some areas siblings had to be separated because of the lack of available placements for sibling groups.

3. A shortage of kinship caregivers and foster families can strain existing resources and lead to a shortage of available placements for children in the out-of-home care system. Inadequate availability of placements can result in children switching between temporary placements and children being placed into settings inappropriate for their needs.

4. In 2021, the most recent year for which placement outcome data is available, children were placed with relatives in 6,467 placements, 31% of the 21,026 total out-of-home care placements made that year. This includes kinship care, child-specific foster care, and placements with relatives licensed as basic or treatment foster care providers. In 878 of these cases (14%), the placement was ended at the request of the agency or relative caregiver and the child was moved to a new out-of-home care placement. This typically indicates that the relative was not able to maintain the placement.

5. This suggests that a significant number of children have relatives with the desire and commitment to become kinship or foster care providers, but many of these relatives face barriers to doing so. Additionally, the figures above do not capture the number of relatives that pursued providing kinship or foster care, but were not able to overcome financial or other barriers to accept the placement. Furthermore, many children who require placement in out-of-home care have someone ready and willing to serve as their caregiver who does not meet the current definition of kin to qualify as a kinship or child-specific foster care provider.

## **Expanding Kinship Care Eligibility to Like-Kin**

6. AB 43/SB 70 would provide \$7,826,700 FED under TANF in 2023-24 and \$9,661,300 FED under TANF in 2024-25 to expand eligible placements under the kinship care program to include adults with a strong relationship to the child similar to a familial relationship ('like-kin'). The expansion would also include first cousins once removed (cousins with one generation difference), who are currently excluded from the statutory definition of 'relative,' and people identified by a Native American child's tribe or band according to tribal law, code, resolution, or tradition.

7. For many children, placement with someone they already know and trust creates significantly less disruption and emotional upheaval than placement with a foster parent that is a total stranger. However, these trusted relationships do not always follow strict blood or marriage ties. For example, a preferred placement may be a close family friend, a godparent, or a caregiver who has formed a close emotional bond with the child in a school, camp, or childcare setting.

8. Placement with like-kin can also help maintain connections between the child and their parents when they are in out-of-home care. This may reduce the emotional strain of the removal, and may help the parent(s) progress more quickly toward safe reunification. Maintaining contact and connections between the child and their parents can also ease the short- and long-term mental, emotional, and social consequences of the removal, the time in out-of-home care, and reunification.

9. A caregiver who already knows a child well may be better-equipped to care for the child. Knowledge of a child's needs, preferences, and behavior support effective parenting. In addition, an emotional connection may drive a like-kin caregiver to provide more committed and higher-quality care than a foster parent with no pre-existing connection to the child would provide.

10. While many effects of placement with a relative are difficult to measure systematically, studies have demonstrated that children placed in kinship care, on average, experience fewer placement moves than children placed with non-relative foster care providers. Children placed in kinship care also exhibited fewer behavioral issues than their peers placed with non-relatives.

11. Current statutes and administrative rules require child welfare agencies to take several actions to protect the safety and welfare of a child before they can be placed in kinship care, including conducting background checks, and these same procedures would be required for placements with like-kin under the bill. Criminal background checks must be conducted on the proposed caregiver and all adults in the household, and past convictions for most violent crimes, crimes against children, sex-related crimes, and drug-related felonies, among others convictions, automatically disqualify the proposed placement. The child welfare agency must also consider additional information related to any criminal charges and convictions, any past findings of child abuse or neglect, the safety and necessary furnishings of the proposed caregiver's home, and the characteristics and abilities of the proposed caregiver to provide stable and committed care, including demonstrating a positive approach in any past or current parenting. Based on this information, child welfare agencies must determine that the proposed placement would be in the best interests of the child before a child can be placed in kinship care.

12. While it is difficult to predict how many children will have someone who is like-kin who

is able to serve as a kinship caregiver and is determined to be the placement that best serves the child's interests, DCF estimates that the eligibility expansion would increase usage of kinship care by approximately 20%, corresponding to 1,300 children.

13. Expanding eligibility for kinship care will not change the judicial standard of selecting the placement that serves the child's best interests, but will allow more alternatives to be considered on a case-by-case basis.

14. In light of the benefits of placements with a caregiver who has a close connection to the child and the need for more home-based placement providers statewide, the Committee could expand eligibility for kinship care to include like-kin. [Alternative AX]

15. Alternatively, to maintain current eligibility restrictions for kinship care, the Committee could take no action. [Alternative AY]

16. The decision whether to make like-kin eligible for kinship care affects the expected kinship care caseload, and so affects the cost of several other alternatives described in this paper, such as changes in kinship care rates. In these cases, alternatives including the expanded definition of kin are designated 'X' and alternatives corresponding to the current-law definition are designated 'Y.' If the Committee decides to make like-kin eligible for kinship care, no alternatives marked 'Y' may be selected, while if the Committee maintains current law, no alternatives marked 'X' may be selected. The attached tables summarize which issues have costs impacted by the like-kin expansion.

17. Adopting the expansion to like-kin and taking no other action described in this paper [Alternatives AX, B2, C4, D2, E5X, and F5] would require a net increase in TANF funding of \$2,956,000 in 2023-24 and \$3,391,900 in 2024-25.

#### *Relative Search Services*

18. AB 43/SB 70 would also provide \$391,200 GPR annually to contract for access to a national database to identify relatives of a child. DCF and county child welfare agencies would use this service to improve their ability to identify potential kinship care placements, as well as facilitating compliance with requirements to notify certain relatives of a child's removal from their home.

19. Currently, DCF contracts for family search services that require a manual request process completed by state staff, typically taking 24 hours. County and tribal child welfare agencies must relay requests through DCF instead of accessing the service directly. DCF indicates that an increasing number of county and tribal agencies have contracted with other family search vendors to gain direct and immediate access to this data. The number of requests made by DCF has decreased by 50% since 2019.

20. To ensure this information is equally available in all counties and reduce the financial burden on county child welfare agencies, the Committee could provide the requested funding. This decision is independent of the decision to include like-kin under kinship care; the contracted service would facilitate locating potential kinship care providers under either definition. [Alternative B1]

## **Increasing Reimbursement and Supports**

21. As an alternative or complementary strategy to expanding eligibility, the Legislature could increase the availability of kinship and foster care providers by increasing the reimbursement and supports provided to them.

22. AB 43/SB 70 would provide the following funding to make changes to the base monthly reimbursement, exceptional payments, and supports available to kinship and foster care providers:

a. \$7,868,200 GPR in 2023-24 and \$7,845,900 GPR in 2024-25 to fund flexible supports for kinship care providers;

b. \$578,000 (\$378,800 GPR and \$199,200 FED under Title IV-E) in 2023-24 and \$1,156,000 (\$757,600 GPR and \$398,400 FED under Title IV-E) in 2024-25 to provide a 5% increase to basic and treatment foster care base monthly maintenance payment rates;

c. \$8,284,900 (\$13,200 GPR, \$7,000 FED under Title IV-E, and \$8,264,700 under TANF) in 2023-24 and \$16,522,700 (\$26,500 GPR, \$13,900 FED under Title IV-E, and \$16,482,300 under TANF) in 2024-25 to increase kinship care and child-specific foster care rates to match the age-based rates paid to basic and treatment foster care providers; and

d. \$181,000 (\$6,100 GPR, \$3,300 FED under Title IV-E, and \$171,600 under TANF) in 2023-24 and \$352,400 (\$6,700 GPR, \$3,600 FED under Title IV-E, and \$342,100 under TANF) in 2024-25 to provide exceptional monthly payments to kinship and child-specific foster care providers to support the placement of siblings or minor parents and their children together and one-time clothing allowances, as currently provided to basic and treatment foster care providers.

23. DCF indicates that services and financial support under the proposed flexible supports program for kinship caregivers (item a above) could provide assistance with costs of care that may otherwise jeopardize a placement or potential placement, such as clothing, food, transportation, child care, and extra-curricular activities. This program is modeled on the existing Targeted Safety Support Funds (TSSF) program, which provides financial support to families to prevent the need to remove a child from their home.

24. Participating county and tribal child welfare agencies can provide TSSF to families when they have determined that a child is unsafe but a corrective plan has been implemented to enable the child to remain with their parents. DCF allocates an annual amount to each participating agency for the program, and agencies are required contribute 9.89% of total expenditures from local funds. The state share is funded under TANF, with an allocation of \$6,282,400 in 2022-23. In 2022, DCF allocated an additional \$10,000,000 to counties and tribes under the program, supported by a one-time surplus in Title IV-E revenue.

25. Funding is available to basic and treatment foster parents as well to meet certain exceptional costs and enable children to remain in a stable placement in a family setting, as specified in the statewide foster care rate policy. Child welfare agencies pay all basic and treatment foster care



providers the base rates established in statute, currently ranging from \$420 to \$545 per month based on the child's age, and in some cases must provide specified supplemental and exceptional payments. These can include a one-time reimbursement for the costs of purchasing clothing for a child when they are initially placed in out-of-home care; ongoing payments based on the provider's level of license and a standardized assessment of the child's behavioral, mental, emotional, and physical needs that exceed normal care needs; ongoing payments based on exceptional costs of care or necessary expenses to enable a child to remain in a home setting, such as transportation costs to the child's current school; and a monthly supplement of \$100 to enable siblings to be placed together or minor parents to be placed with their children. Total foster care monthly payments, including the base rate and these supplements, may not exceed \$2,000 per child.

26. Under these statewide rate policies, the average monthly payment for basic and treatment foster care providers is significantly higher than the base rate to account for additional costs of care. As of March 31, 2022, the most recent data available, the average total payment was \$872 per month for basic foster care and \$1,432 for treatment foster care (excluding Level 5, which provides reimbursement under a different structure for a small number of children with extremely high needs).

27. These payments for basic foster care, including supplements, remain well below the full costs of caring for a child. Analyses by the USDA and the Brookings Institution indicate that a typical US family with two children will expend an average of \$1,375 per child per month to raise the child from birth to age 18. This estimate does not include costs that are more likely to occur in foster care than otherwise typical, such as costs of behavioral needs related to the disruption of removal and placement in out-of-home care or the abuse or neglect the child experienced before removal.

28. Base foster care rates in most neighboring states are somewhat higher than Wisconsin's current rates, although rates in Illinois are lower. Depending on age and state, base rates in Indiana, Iowa, Michigan, and Minnesota range from \$503 to \$964 per month. Rates in Illinois range from \$384 to \$471. Direct comparisons between states are difficult, however, because different states may rely more or less heavily on supplementary or exceptional rates to compensate foster parents.

29. 2017 Act 260 created a program under which DCF provides grants to counties, nonprofit organizations, and tribes to support foster parents and provide normalcy for children placed in out-of-home care. Grantees may use this funding to support a broad range of costs, including incentives to retain foster parents, enhancing foster parent education, and reimbursing foster parents for foster care-related expenses. Beginning in 2018-19, DCF has been budgeted \$400,000 GPR annually to fund these grants.

#### *Flexible Supports for Kinship Caregivers*

30. Under current law, kinship care and child-specific foster care providers are not eligible for supplemental payments to account for a child's unusually high needs or exceptional expenses. The TSSF program is limited to parents, to provide supports for children to remain in their home, while the one-time clothing allowance, supplementary payments based on assessed needs, exceptional expense payments, sibling payments, and flexible supports under 2017 Act 260 are all limited to licensed basic and treatment foster care providers, to enable and maintain stable foster care

placements.

31. Child welfare agencies consistently report that TSSF provides a highly effective intervention to enable parents to safely continue caring for their children. Providing similar funding for flexible supports for kinship caregivers could provide agencies a similarly powerful tool to enable relative caregivers to safely continue caring for children placed with them.

32. County and tribal agencies and caregivers also indicate that the cost of caring for a relative child is the primary concern kinship caregivers face, and a key barrier preventing potential caregivers from accepting a relative's child and becoming a kinship care provider. Providing flexible supports could enable child welfare agencies to meet needs that would otherwise prevent a child from being cared for by their relative, increasing the number of children that benefit from relative care and making non-relative foster care placements available for other children in need.

33. Federal restrictions on the use of TANF funding prevent states from using these federal funds to provide the full array of flexible supports proposed to assist kinship caregivers. While TANF currently partially supports the TSSF program, the supports provided to parents are primarily time-limited and intended to assist parents in resolving crises or taking corrective actions to ensure children's safety. In contrast, kinship caregivers, by accepting a relative child, take on a new, ongoing responsibility and may need ongoing supports to be able to meet specific needs or overcome barriers. In some cases, kinship caregivers may also face short-term costs or barriers, such as needs for clothes, sleeping arrangements, required safety equipment, or temporary child care to be prepared to accept a placement on short notice or to keep caring for a child during a disruption such as losing a job.

34. TANF funds cannot be used to provide material supports for a period longer than four months, nor within twelve months of previous assistance. These time limits would apply to expenditures for food, clothing, diapers, housing assistance, transportation, recreational activities, daycare, respite care, and any other material supports provided with TANF funds, which would also be required to address one-time needs related to a specific crisis situation or episode of need such as an initial placement. Certain other supportive services could be funded under TANF without being subject to time limits, under specific federal exemptions related to counseling and case management. These services include social supports, observation and home management guidance, services to address safety issues specific to a child's unique needs, assistance with basic parenting skills, certain physical and mental health and crisis support services not delivered by medical professionals or not available under the Medical Assistance program, parenting education, and case management.

35. In recognition of the effectiveness of flexible supports and supplementary funding currently available both to parents and to basic and treatment foster care providers to enable caregivers to accept and maintain placement of children in home settings, the benefits of placement with a relative, and county and tribal child welfare agencies' need for suitable out-of-home care providers, the Committee could provide \$8,122,900 GPR in 2023-24 and \$8,219,100 GPR in 2024-25 to make flexible supports available to kinship caregivers. This amount reflects an adjustment to the amount provided under AB 43/SB 70 to account for revised projections of kinship care caseload. DCF estimates that 41% of court-ordered and voluntary kinship care placements would receive supports, at an average annual cost of \$3,500 per child. [Alternative C1]

36. In light of the availability of TANF funding that could be used to fund those supports described under Discussion Point 34, the Committee could provide a combination of GPR and TANF funding to provide flexible supports to kinship caregivers. This alternative would create additional administrative complexity for county and tribal child welfare agencies, as TANF eligible and ineligible expenditures would need to be tracked separately. Implementation of the program with split funding may also require restrictions on access to certain supports to preserve limited GPR funding, particularly concrete supports to meet ongoing costs or barriers beyond four months or for the duration of the kinship care placement. The Committee could provide any ratio of GPR to TANF funding to reflect budget priorities and an acceptable level of access to concrete ongoing supports that would require GPR funds. For example, providing 70% GPR may approximately reflect the share of expenses that would be ineligible for TANF if flexible supports were offered to kinship caregivers as proposed in AB 43/SB 70, without time limits or other policies designed to limit TANF-ineligible expenditures, although this ratio would depend on needs that are difficult to predict. This would require \$8,122,900 (\$5,686,000 GPR and \$2,436,900 FED under TANF) in 2023-24 and \$8,219,100 (\$5,753,400 GPR and \$2,465,700 FED under TANF) in 2024-25. [Alternative C2]

37. The Committee could alternatively provide only TANF-funded flexible supports to kinship caregivers. Under this alternative, the program would not provide ongoing concrete supports; available supports would be limited to those described under Discussion Point 34. The Committee could reduce the amount of funding provided to reflect the more limited services that would be available, although demand for these services may be higher than under Alternative C2 if ongoing supports are not available. For example, the Committee could provide \$5,000,000 in TANF funding annually, or determine that a higher or lower amount would make the desired level of services available. [Alternative C3]

38. The Committee could also take no action on this item, making no flexible supports available to kinship caregivers. [Alternative C4]

39. In complement to any flexible supports provided, the Committee could increase reimbursement for kinship caregivers, as well as foster care providers, by increasing base rates (items b and c under Discussion Point 22 summarizing the AB 43/SB 70 proposal) and expanding eligibility for supplemental payments (item d).

#### *Basic and Treatment Foster Care Rates*

40. Base rates for basic (Level 2) and treatment (Levels 3–5) foster care were most recently increased under the 2019-21 budget, which provided a 4% increase effective January 1, 2020. Previously, rates were increased by 2.5% effective January 1, 2019, and 2.5% effective January 1, 2018. Over the five-year period 2018–2022, inflation as measured by the Consumer Price Index has increased typical prices by a total of 20.4% (1.9% in 2018, 2.3% in 2019, 1.3% in 2020, 7.0% in 2021, and 6.5% in 2022). The cumulative increase in basic and treatment foster care rates over this same period was 9.3%. While foster care rate increases slightly outpaced inflation in 2018 through 2020, the sharp increase in inflation in 2021, compared to foster care rates held constant since 2020, accounts for the faster growth in typical prices than foster care rates.

41. The table below shows the current monthly foster care rates, which took effect January

1, 2020, and the proposed 5% increase to these rates, which would take effect January 1, 2024, under AB 43/SB 70.

### **Basic and Treatment Foster Care (Levels 2–5) Rates**

	Current <u>Rate</u>	<u>Rate Under Indicated Increase</u>			
		<u>2%</u>	<u>3%</u>	<u>4%</u>	<u>5%</u>
Up to Age Five	\$420	\$428	\$433	\$437	\$441
Ages Five through 11	460	469	474	478	483
Ages 12 through 14	522	532	538	543	548
Ages 15 and Over	545	556	561	567	572

42. Modifying the statewide foster care rates affects state expenditures for foster care under the Division of Milwaukee Child Protective Services (DMCPS) and the state foster care program for children who are awaiting open adoption, and affects county and tribal child welfare agencies' expenditures. To account for the additional cost to counties of increased rates, AB 43/SB 70 would increase Children and Family Aids (CFA) payments by the estimated cost. The CFA increase accounts for 66.23% of the total cost of this proposal. DMCPS foster care payments, state foster care payments, and the CFA program are all currently funded by a combination of GPR and federal revenue claimed under Title IV-E; the bill would provide a combination of GPR and Title IV-E funding approximately in proportion to the estimated amounts of revenue that can be claimed under Title IV-E for these expenditures.

43. In response to the need for family settings to place children in out-of-home care and recent inflation, the Committee could provide \$578,000 (\$378,800 GPR and \$199,200 FED under Title IV-E) in 2023-24 and \$1,156,100 (\$757,700 GPR and \$398,400 FED under Title IV-E) to increase foster care rates by 5%, effective January 1, 2024. [Alternative D1]

44. In consideration of inflation and other budgetary constraints, the Committee could also determine a different percentage increase to provide, scaling the cost up or down proportionally.

45. The Committee could also take no action on this item, maintaining rates for basic and treatment foster care providers at their current levels. [Alternative D2]

### *Kinship and Child-Specific Foster Care Rates*

46. The monthly rate paid to kinship caregivers and child-specific (Level 1) foster care providers is currently \$300 per child of any age. The kinship relative foster care rate was most recently increased effective January 1, 2022, from a previous level of \$254. As described above, the current rate is significantly below the typical cost of caring for a child, and financial barriers are a common reason why potential kin caregivers are unable to accept a relative child or to continue providing care. An increase in the base rate could be provided in conjunction with flexible supports to increase reimbursement for kinship care providers.

47. Providing lower reimbursement rates to kinship and child-specific foster care providers

reflects longstanding practice, derived from child-only payments relative caregivers were eligible to receive under the Aid to Families with Dependent Children (AFDC) program in effect until 1997.

48. As described under 'Expanding Kinship Care Eligibility to Like-Kin,' placing a child with a relative or other person they have a pre-existing close relationship with can in many cases serve the child's best interest significantly better than placement with a stranger. Increasing kinship and child-specific foster care rates would reflect the value of this care.

49. Many jurisdictions struggle to recruit and retain foster families. Kinship and relative foster care provide opportunities to recruit caregivers for a specific child who might not otherwise have interest in serving as foster parents. Increasing county agencies' ability to recruit and retain these caregivers will increase the availability of basic and treatment foster families to care for children who do not have suitable kin or like-kin or would be better-served in a different setting.

50. To avoid creating different incentives between kinship care and child-specific foster care, all alternatives presented here provide the same rates for both. The costs of increasing kinship care rates would be funded under TANF, while the much smaller cost related to child-specific foster care would be split between GPR and federal funds under Title IV-E. As described in the section on basic and treatment foster care rates, CFA payments would be increased to account for the increase in costs borne by county child welfare agencies.

51. The cost of an increase in kinship care rates would be partially offset by a re-estimate of caseload in the program that is lower than the amount budgeted in the base year. The base year funding amount, determined in the 2021-23 budget, reflects an estimated average caseload of 7,979. Based on data on actual placements through March, 2023, the average caseload in 2022-23 is estimated to be 7,023. The kinship care caseload is expected to grow to an average of 7,049 in 2023-24 and an average of 7,133 in 2024-25. As a result, TANF funding could be reduced relative to the base by \$3,246,900 in 2023-24 and \$2,913,000 in 2024-25, absent any other changes described in this paper. This reflects a smaller reduction than is included in AB 43/SB 70, based on the updated actual placement data. This reestimate is included in all the alternatives presented under heading 'E.'

52. The cost of kinship care rates would also be affected by the proposed expansion of eligibility to include like-kin caregivers [Alternative AX]. As described previously, DCF estimates this change would increase kinship care placements by approximately 20%. The alternatives marked 'X' account for this increase.

53. In recognition of the benefits of placement with a relative, the Committee could provide age-based rates for kinship and child-specific foster care at rates matching the proposed basic and treatment foster care rates (5% above the current basic and treatment foster care rates), as under AB 43/SB 70. [Alternatives E1X and E1Y]

54. If the Committee maintains basic and treatment foster care rates at their current level, the Committee could provide age-based rates for kinship and child-specific foster care at matching rates. [Alternatives E2X and E2Y]

55. The Committee could increase kinship and relative foster care rates without bringing

them fully to the level of basic and treatment foster care rates. As an example, the Committee could adopt age-based rates for kinship and child-specific foster care 20% below the current rates for basic and treatment foster care. These rates would range from \$336 to \$436 per child per month, depending on the child's age. [Alternatives E3X and E3Y]

56. Alternatively, the Committee could maintain a single rate for kinship and child-specific foster care without variation based on the age of the child. This rate could be increased by any amount; Alternatives E4X and E4Y reflect a \$75 increase to \$375 per child per month. [Alternatives E4X and E4Y]

57. The Committee could take no action on kinship and child-specific foster care rates. Alternative E5X reflects the effect of the caseload re-estimate and the increase in caseload that would result from expanding kinship care to like-kin. Alternative E5Y reflects only the caseload reestimate. [Alternatives E5X and E5Y]

*Sibling, Clothing, and Emergency Payments for Kinship and Child-Specific Foster Care*

58. AB 43/SB 70 would expand eligibility for the one-time clothing allowance and \$100 per month sibling exceptional rate to kinship and child-specific foster care providers. The clothing allowance, as currently available to basic and treatment foster care providers, allows reimbursement for costs providers incur to acquire necessary clothing when a child is initially placed in their care. Reimbursement is limited to \$225 for children under age five, \$263 for children ages five through eleven, and \$300 for children twelve and older. Making this reimbursement available to kinship caregivers could help potential caregivers overcome financial burdens associated with accepting a relative's child, often on short notice, and adjusting to be able to care for the child.

59. Making the \$100 monthly supplemental payment for siblings available to kinship care providers would allow more siblings to remain together in out-of-home care, and would support kinship caregivers in taking on the additional responsibility and costs of caring for two or more children of a relative. The payment would also apply to children in foster care who are parents, making it easier for them to be placed with their child or children. The TANF funding required for these payments is higher than the amount shown in AB 43/SB 70, reflecting a technical correction described in the Administration's April 27, 2023, memorandum on technical errata.

60. As opposed to the other supplemental and exceptional payments currently made to basic and treatment foster care providers described under Discussion Point 25, such as supplements based on the standardized assessment of a child's behavioral and emotional needs, the clothing allowance and sibling payment can be implemented in kinship care with minimal additional administrative burden for children, kinship caregivers, and county and tribal child welfare agencies. This maintains the relative ease of initiating a kinship care placement as compared to licensure of a foster parent and placement in basic or treatment foster care, helping to make kinship care placements available on short notice and maintain the accessibility of voluntary kinship care to prevent abuse or neglect before it occurs.

61. Current statutes also enable DCF and child welfare agencies to make emergency payments to foster care providers in the event of a disaster or other emergency. AB 43/SB 70 would

create similar authority for kinship care payments. These payments would be in amounts determined by DCF and generally permitted only in areas of the state affected by a state- or federally-declared state of emergency or similar occurrence. Providing this authority has no estimated fiscal effect, and is included in each of the Alternatives presented under heading 'F' except Alternative F5 (take no action).

62. The cost to provide these payments would be impacted by the proposed expansion of eligibility to include like-kin caregivers [Alternative AX]. As described above, DCF estimates this change would increase kinship care placements by approximately 20%. The alternatives marked 'X' account for this increase.

63. In recognition of the benefits of placement with a relative and the financial barrier that acquiring a full wardrobe for a relative's child can pose to potential kinship caregivers, the Committee could provide the one-time clothing allowance and monthly sibling exceptional payment and authorize DCF to provide additional payments in disasters or other emergencies. [Alternatives F1X and F1Y]

64. The Committee could provide only the monthly sibling exceptional payment, and authorize DCF to provide additional payments in disasters or other emergencies. [Alternatives F2X and F2Y]

65. Alternatively, the Committee could provide only the one-time clothing allowance, and authorize DCF to provide additional payments in disasters or other emergencies. [Alternatives F3X and F3Y]

66. The Committee could authorize DCF to provide additional payments in disasters or other emergencies but provide neither the one-time clothing allowance nor the monthly sibling exceptional payment. This Alternative would have no fiscal effect. [Alternative F4]

67. Finally, the Committee could take no action, maintaining the current restrictions against providing additional payments for kinship care during a disaster or other emergency. [Alternative F5]

68. Because the items addressed in this paper are interrelated, numerous alternatives are presented. Along with the Attachment, following is a guide to assist the Committee in reviewing the alternatives.

In summary, the issue with the largest potential GPR impact is the proposed flexible supports for kinship caregivers (alternatives section C). Following this, basic and treatment foster care rates (alternatives section D) and relative search services (alternatives section B) have the next largest potential GPR costs. The potential biennial GPR effect of each of the remaining items is under \$50,000. The two issues with the largest potential TANF effect are the inclusion of like-kin as kinship caregivers (alternatives section A) and kinship care rates (alternatives section E). Because the cost of a rate increase would be greater if the number of kinship care placements increases, the fiscal effects of these two issues are interrelated, and shown together under section E. Expanding eligibility for sibling exceptional payments and clothing allowances to kinship care (alternatives section F) would also have significant potential TANF cost. The alternatives under each of these sections are summarized in the tables included as an attachment to this paper.

## ALTERNATIVES

### A. Expanding Kinship Care Eligibility to Like-Kin

X. Modify statutes, as proposed in AB 43/SB 70, to expand eligible placements under the kinship care program to include first cousins once removed and like-kin, defined as people with a significant emotional relationship to the child or their family that is similar to a familial relationship. Exclude former foster parents from the definition of like-kin for this purpose, but specify that current and former foster parents may still participate in permanency planning for children placed in a qualified residential treatment program, as under current law. For Native American children, specify that like-kin can include people identified by the child's tribe or band according to tribal law, code, resolution, or tradition. Expand statutory provisions that apply to kinship care placements with a relative to also apply to placements with like-kin, including provisions of the Children's Code and Juvenile Justice Code. The fiscal effect of this Alternative depends on actions taken below; adopting this Alternative requires the Committee to choose from Alternatives marked 'X' under those items below that differentiate between 'X' and 'Y.'

Y. Take no action on kinship care eligibility, maintaining the current-law definition of kin. Adopting this Alternative requires the Committee to choose from Alternatives marked 'Y' under those items below that differentiate between 'X' and 'Y.'

### B. Relative Search Services

1. Provide \$391,200 GPR annually to contract for access to a national database to identify relatives of a child.

ALT B1	Change to Base
GPR	\$782,400

2. Take no action on relative search services.

### C. Flexible Supports for Kinship Caregivers

1. *Fully GPR-Funded Flexible Supports.* Provide \$8,122,900 GPR in 2023-24 and \$8,219,100 GPR in 2024-25 to make flexible supports available to kinship caregivers. Authorize DCF and county child welfare agencies to provide additional payments or services to support kinship care providers and create a GPR appropriation for that purpose. Authorize DCF to promulgate rules implementing such supports, including specifying eligibility criteria and qualifying costs and services.

ALT C1	Change to Base
GPR	\$16,342,000



2. *70% GPR-Funded Flexible Supports.* Provide \$8,122,900 (\$5,686,000 GPR and \$2,436,900 FED under TANF) in 2023-24 and \$8,219,100 (\$5,753,400 GPR and \$2,465,700 FED under TANF) in 2024-25 to make flexible supports available to kinship caregivers. Authorize DCF and county child welfare agencies to provide additional payments or services to support kinship care providers. Create a GPR appropriation and new TANF allocation for that purpose. Authorize DCF to promulgate rules implementing such supports, including specifying eligibility criteria and qualifying costs and services.

ALT C2	Change to Base
GPR	\$11,439,400
FED-TANF	<u>4,902,600</u>
Total	\$16,342,000

3. *Reduced Flexible Supports (TANF Only).* Provide \$5,000,000 FED (TANF) annually to make those flexible supports that qualify for TANF funding available to kinship caregivers. Authorize DCF and county child welfare agencies to provide additional payments or services to support kinship care providers, and create a new TANF allocation for that purpose. Authorize DCF to promulgate rules implementing such supports, including specifying eligibility criteria and qualifying costs and services.

ALT C3	Change to Base
FED-TANF	\$10,000,000

4. Take no action on flexible supports for kinship caregivers.

#### **D. Basic and Treatment Foster Care Rates**

1. *5% Rate Increase.* Provide \$578,000 (\$378,800 GPR and \$199,200 FED under Title IV-E) in 2023-24 and \$1,156,100 (\$757,700 GPR and \$398,400 FED under Title IV-E) to increase foster care rates by 5%, effective January 1, 2024. Modify these rates in statute. Increase the statutory amount paid to counties under Children and Family Aids by \$382,900 in 2023-24 and \$765,500 in 2024-25 to account for the estimated cost to counties to provide increased foster care payments.

ALT D1	Change to Base
GPR	\$1,136,500
FED-IV-E	<u>597,600</u>
Total	\$1,734,100

2. Take no action on basic and treatment foster care rates.

## **E. Kinship Care and Child-Specific Foster Care Rates**

1. *Age-Based Rates Matching 5% Increase.* Adopt age-based rates for kinship and child-specific foster care, effective January 1, 2024, at rates 5% above the current basic and treatment foster care rates. Modify these rates in statute. Increase the statutory amount paid to counties under Children and Family Aids by \$13,300 in 2023-24 and \$26,900 in 2024-25 to account for the estimated cost to counties to provide increased foster care payments.

X. Provide \$13,169,100 (\$13,200 GPR, \$7,000 FED under Title IV-E, and \$13,148,900 FED under TANF) in 2023-24 and \$24,076,400 (\$26,400 GPR, \$13,900 FED under Title IV-E, and \$24,036,100 FED under TANF) in 2024-25 to adopt this rate increase under the expanded definition of kin described in Alternative AX.

<b>ALT E1X</b>	<b>Change to Base</b>
GPR	\$39,600
FED-IV-E	20,900
FED-TANF	<u>37,185,000</u>
Total	\$37,245,500

Y. Provide \$5,128,200 (\$13,200 GPR, \$7,000 FED under Title IV-E, and \$5,108,000 FED under TANF) in 2023-24 and \$14,034,900 (\$26,400 GPR, \$13,900 FED under Title IV-E, and \$13,994,600 FED under TANF) in 2024-25 to adopt this rate increase under the current definition of kin [Alternative AY].

<b>ALT E1Y</b>	<b>Change to Base</b>
GPR	\$39,600
FED-IV-E	20,900
FED-TANF	<u>19,102,600</u>
Total	\$19,163,100

2. *Age-Based Rates Matching Current Foster Care Rates.* Adopt age-based rates for kinship and child-specific foster care, effective January 1, 2024, at the current basic and treatment foster care rates. Modify these rates in statute. Increase the statutory amount paid to counties under Children and Family Aids by \$11,600 in 2023-24 and \$23,300 in 2024-25 to account for the estimated cost to counties to provide increased foster care payments.

X. Provide \$11,863,800 (\$11,500 GPR, \$6,100 FED under Title IV-E, and \$11,846,200 FED under TANF) in 2023-24 and \$21,432,800 (\$23,000 GPR, \$12,100 FED under Title IV-E, and \$21,397,700 FED under TANF) in 2024-25 to adopt this rate increase under the expanded definition of kin described in Alternative AX.

<b>ALT E2X</b>	<b>Change to Base</b>
GPR	\$34,500
FED-IV-E	18,200
FED-TANF	<u>33,243,900</u>
Total	\$33,296,600

Y. Provide \$4,057,800 (\$11,500 GPR, \$6,100 FED under Title IV-E, and \$4,040,200 FED under TANF) in 2023-24 and \$11,868,900 (\$23,000 GPR, \$12,100 FED under Title IV-E, and \$11,833,800 FED under TANF) to adopt this rate increase under the current definition of kin [Alternative AY].

<b>ALT E2Y</b>	<b>Change to Base</b>
GPR	\$34,500
FED-IV-E	18,200
FED-TANF	<u>15,874,000</u>
Total	\$15,926,700

3. *Age-Based Rates 20% Below Current Foster Care Rates.* Adopt age-based rates for kinship and child-specific foster care, effective January 1, 2024, at rates 20% below the current basic and treatment foster care rates. Modify these rates in statute. Increase the statutory amount paid to counties under Children and Family Aids by \$4,800 in 2023-24 and \$9,600 in 2024-25 to account for the estimated cost to counties to provide increased foster care payments.

X. Provide \$6,638,300 (\$4,700 GPR, \$2,500 FED under Title IV-E, and \$6,631,100 FED under TANF) in 2023-24 and \$10,849,600 (\$9,500 GPR, \$4,900 FED under Title IV-E, and \$10,835,200 FED under TANF) to adopt this rate increase under the expanded definition of kin described in Alternative AX.

<b>ALT E3X</b>	<b>Change to Base</b>
GPR	\$14,200
FED-IV-E	7,400
FED-TANF	<u>17,466,300</u>
Total	\$17,487,900

Y. Reduce funding by \$227,300 (\$4,700 GPR, \$2,500 FED under Title IV-E, and -\$234,500 FED under TANF) in 2023-24 and provide \$3,197,500 (\$9,500 GPR, \$4,900 FED under Title IV-E, and \$3,183,100 FED under TANF) to adopt this rate increase under the current definition of kin [Alternative AY].

<b>ALT E3Y</b>	<b>Change to Base</b>
GPR	\$14,200
FED-IV-E	7,400
FED-TANF	<u>2,948,600</u>
Total	\$2,970,200

4. *Flat \$375 Rate.* Increase the monthly rate for kinship and child-specific foster care from \$300 to \$375, effective January 1, 2024. Modify this rate in statute. Increase the statutory amount paid to counties under Children and Family Aids by \$5,700 in 2023-24 and \$11,300 in 2024-25 to account for the estimated cost to counties to provide increased foster care payments.

X. Provide \$7,264,300 (\$5,600 GPR, \$3,000 FED under Title IV-E, and \$7,255,700 FED under TANF) in 2023-24 and \$12,117,400 (\$11,200 GPR, \$5,900 FED under Title IV-E, and \$12,100,300 FED under TANF) in 2024-25 to adopt this rate increase under the expanded definition of kin described in Alternative AX.

ALT E4X	Change to Base
GPR	\$16,800
FED-IV-E	8,900
FED-TANF	<u>19,356,000</u>
Total	\$19,381,700

Y. Provide \$286,000 (\$5,600 GPR, \$3,000 FED under Title IV-E, and \$277,400 FED under TANF) in 2023-24 and \$4,236,300 (\$11,200 GPR, \$5,900 FED under Title IV-E, and \$4,219,200 FED under TANF) in 2024-25 to adopt this rate increase under the current definition of kin [Alternative AY].

ALT E4Y	Change to Base
GPR	\$16,800
FED-IV-E	8,900
FED-TANF	<u>4,496,600</u>
Total	\$4,522,300

5. *Flat \$300 Rate (Current Law Reestimate).* Take no action on kinship and child-specific foster care rates.

X. Provide \$2,956,000 FED under TANF in 2023-24 and \$3,391,900 FED under TANF in 2024-25 to account for re-estimated caseload and the expanded definition of kin described in Alternative AX.

ALT E5X	Change to Base
FED-TANF	\$6,347,900

Y. Reduce funding by \$3,246,900 FED under TANF in 2023-24 and \$2,913,000 FED under TANF in 2024-25 to account for re-estimated caseload under the current definition of kin [Alternative AY].

ALT E5Y	Change to Base
FED-TANF	-\$6,159,900

**F. Sibling, Clothing, and Emergency Payments for Kinship and Child-Specific Foster Care**

1. *Sibling Rate, Clothing Allowance, and Emergency Payments.* statutes and administrative code to permit exceptional payments to allow siblings or a minor parent and their child to be placed together and initial clothing allowances in kinship and child-specific foster care. Increase the statutory amount paid to counties under Children and Family Aids by \$5,700 in 2023-24 and \$6,400 in 2024-25 to account for the estimated cost to counties to provide increased foster care payments. Authorize emergency payments to kinship care providers, subject to DCF approval and in amounts determined by DCF, if any of the following apply to the location where the kinship care provider lives: (a) the Governor has declared a state of emergency; (b) the federal government has declared a major disaster; (c) the state has received federal funding for child welfare purposes due to an emergency or disaster; or (d) DCF determines that conditions such as a pandemic or other public health threat, a natural disaster, or unplanned school closures of five or more consecutive days have resulted in a temporary increase in care costs. Authorize DCF to promulgate administrative rules to implement these emergency payments.

X. Provide \$2,083,300 (\$6,100 GPR, \$3,300 FED under Title IV-E, and \$2,073,900 FED under TANF) in 2023-24 and \$4,210,600 (\$6,700 GPR, \$3,600 FED under Title IV-E, and \$4,200,300 FED under TANF) in 2024-25 to adopt these payments under the expanded definition of kin described in Alternative AX.

ALT F1X	Change to Base
GPR	\$12,800
FED-IV-E	6,900
FED-TANF	<u>6,274,200</u>
Total	\$6,293,900

Y. Provide \$1,709,300 (\$6,100 GPR, \$3,300 FED under Title IV-E, and \$1,699,900 FED under TANF) in 2023-24 and \$3,450,300 (\$6,700 GPR, \$3,600 FED under Title IV-E, and \$3,440,000 FED under TANF) in 2024-25 to adopt these payments under the current definition of kin [Alternative AY].

ALT F1Y	Change to Base
GPR	\$12,800
FED-IV-E	6,900
FED-TANF	<u>5,139,900</u>
Total	\$5,159,600

2. *Sibling Rate and Emergency Payments.* Modify statutes and administrative code to permit exceptional payments to allow siblings or a minor parent and their child to be placed together in kinship and child-specific foster care. Increase the statutory amount paid to counties under Children and Family Aids by \$2,700 in 2023-24 and \$5,800 in 2024-25 to account for the estimated cost to counties to provide increased foster care payments. Authorize emergency payments to kinship care

providers, subject to DCF approval and in amounts determined by DCF, if any of the following apply to the location where the kinship care provider lives: (a) the Governor has declared a state of emergency; (b) the federal government has declared a major disaster; (c) the state has received federal funding for child welfare purposes due to an emergency or disaster; or (d) DCF determines that conditions such as a pandemic or other public health threat, a natural disaster, or unplanned school closures of five or more consecutive days have resulted in a temporary increase in care costs. Authorize DCF to promulgate administrative rules to implement these emergency payments.

X. Provide \$2,031,200 (\$2,900 GPR, \$1,600 FED under Title IV-E, and \$2,026,700 FED under TANF) in 2023-24 and \$4,113,800 (\$5,900 GPR, \$3,100 FED under Title IV-E, and \$4,104,800 FED under TANF) in 2024-25 to adopt these payments under the expanded definition of kin described in Alternative AX.

ALT F2X	Change to Base
GPR	\$8,800
FED-IV-E	4,700
FED-TANF	<u>6,131,500</u>
Total	\$6,145,000

Y. Provide \$1,665,700 (\$2,900 GPR, \$1,600 FED under Title IV-E, and \$1,661,200 FED under TANF) in 2023-24 and \$3,370,800 (\$5,900 GPR, \$3,100 FED under Title IV-E, and \$3,361,800 FED under TANF) in 2024-25 to adopt these payments under the current definition of kin [Alternative AY].

ALT F2Y	Change to Base
GPR	\$8,800
FED-IV-E	4,700
FED-TANF	<u>5,023,000</u>
Total	\$5,036,500

3. *Clothing Allowance and Emergency Payments.* Modify statutes and administrative code to permit initial clothing allowances in kinship and child-specific foster care. Increase the statutory amount paid to counties under Children and Family Aids by \$3,000 in 2023-24 and \$600 in 2024-25 to account for the estimated cost to counties to provide increased foster care payments. Authorize emergency payments to kinship care providers, subject to DCF approval and in amounts determined by DCF, if any of the following apply to the location where the kinship care provider lives: (a) the Governor has declared a state of emergency; (b) the federal government has declared a major disaster; (c) the state has received federal funding for child welfare purposes due to an emergency or disaster; or (d) DCF determines that conditions such as a pandemic or other public health threat, a natural disaster, or unplanned school closures of five or more consecutive days have resulted in a temporary increase in care costs. Authorize DCF to promulgate administrative rules to implement these emergency payments.

X. Provide \$52,100 (\$3,200 GPR, \$1,700 FED under Title IV-E, and \$47,200 FED under

TANF) in 2023-24 and \$96,800 (\$800 GPR, \$500 FED under Title IV-E, and \$95,500 FED under TANF) in 2024-25 to adopt these payments under the expanded definition of kin described in Alternative AX.

ALT F3X	Change to Base
GPR	\$4,000
FED-IV-E	2,200
FED-TANF	<u>142,700</u>
Total	\$148,900

Y. Provide \$43,600 (\$3,200 GPR, \$1,700 FED under Title IV-E, and \$38,700 FED under TANF) in 2023-24 and \$79,500 (\$800 GPR, \$500 FED under Title IV-E, and \$78,200 FED under TANF) in 2024-25 to adopt these payments under the current definition of kin [Alternative AY].

ALT F3Y	Change to Base
GPR	\$4,000
FED-IV-E	2,200
FED-TANF	<u>116,900</u>
Total	\$123,100

4. *Emergency Payments Only.* Take no action on sibling exceptional payments or clothing allowances under kinship and child-specific foster care. Authorize emergency payments to kinship care providers, subject to DCF approval and in amounts determined by DCF, if any of the following apply to the location where the kinship care provider lives: (a) the Governor has declared a state of emergency; (b) the federal government has declared a major disaster; (c) the state has received federal funding for child welfare purposes due to an emergency or disaster; or (d) DCF determines that conditions such as a pandemic or other public health threat, a natural disaster, or unplanned school closures of five or more consecutive days have resulted in a temporary increase in care costs. Authorize DCF to promulgate administrative rules to implement these emergency payments.

5. Take no action on sibling exceptional payments, clothing allowances, or emergency payments under kinship and child-specific foster care.

Prepared by: Carl Plant  
Attachment





## ATTACHMENT

### Costs Not Affected by Inclusion of Like-Kin in Kinship Care

	Biennial Change to Base			
	<u>GPR</u>	<u>FED IV-E</u>	<u>FED TANF</u>	<u>Total</u>
<b>B. Relative Search Services (p. 5)</b>				
B1: Provide Search Services	\$782,400	\$0	\$0	\$782,400
B2: Take No Action	0	0	0	0
<b>C. Flexible Supports for Kinship Caregivers (p. 7)</b>				
C1: Fully GPR-Funded Flexible Supports	\$16,342,000	\$0	\$0	\$16,342,000
C2: 70% GPR-Funded Flexible Supports	11,439,400	0	4,902,600	16,342,000
C3: Reduced Flexible Supports (TANF Only)	0	0	10,000,000	10,000,000
C4: Take No Action	0	0	0	0
<b>D. Basic and Treatment Foster Care Rates (p. 9)</b>				
D1: 5% Rate Increase	\$1,136,500	\$597,600	\$0	\$1,734,100
D2: Take No Action	0	0	0	0

### Costs Dependent on Inclusion of Like-Kin in Kinship Care

	Biennial Change to Base							
	With Like-Kin Expansion (Alt. AX)				Current Definition of Kin (Alt. AY)			
	<u>GPR</u>	<u>FED IV-E</u>	<u>FED TANF</u>	<u>Total</u>	<u>GPR</u>	<u>FED IV-E</u>	<u>FED TANF</u>	<u>Total</u>
<b>E. Kinship Care and Child-Specific Foster Care Rates (p. 10)</b>								
E1: Age-Based Rates Matching 5% Increase	\$39,600	\$20,900	\$37,185,000	\$37,245,500	\$39,600	\$20,900	\$19,102,600	\$19,163,100
E2: Age-Based Rates Matching Current Foster Care Rates	34,500	18,200	33,243,900	33,296,600	34,500	18,200	15,874,000	15,926,700
E3: Age-Based Rates 20% Below Current Foster Care Rates	14,200	7,400	17,466,300	17,487,900	14,200	7,400	2,948,600	2,970,200
E4: Flat \$375 Rate	16,800	8,900	19,356,000	19,381,700	16,800	8,900	4,496,600	4,522,300
E5: Flat \$300 Rate (Current Law Reestimate)	0	0	6,347,900	6,347,900	0	0	-6,159,900	-6,159,900
<b>F. Sibling, Clothing, and Emergency Payments for Kinship Care and Child-Specific Foster Care (p. 12)</b>								
F1: Sibling Rate, Clothing Allowance, and Emergency Payments*	\$12,800	\$6,900	\$6,274,200	\$6,293,900	\$12,800	\$6,900	\$5,139,900	\$5,159,600
F2: Sibling Rate and Emergency Payments*	8,800	4,700	6,131,500	6,145,000	8,800	4,700	5,023,000	5,036,500
F3: Clothing Allowance and Emergency Payments*	4,000	2,200	142,700	148,900	4,000	2,200	116,900	123,100
F4: Emergency Payments Only*	0	0	0	0	0	0	0	0
F5: Take No Action	0	0	0	0	0	0	0	0

\* Authorization for emergency payments is a statutory change included in each alternative F1–F4. There is no associated change in funding required.





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June, 2023

Joint Committee on Finance

Paper #267

### **Services and Operation of the Division of Milwaukee Child Protective Services (Children and Families -- Child Welfare)**

[LFB 2023-25 Budget Summary: Page 110, #8; Page 111, #9]

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#### **CURRENT LAW**

The child welfare system includes child protective services (CPS), child abuse and neglect prevention programs, out-of-home care, and other services. When abuse or neglect is reported to a child welfare agency, the CPS unit investigates and performs an initial assessment to determine whether the child is in need of protection or services. Informed by this assessment, the child welfare agency may provide preventive or supportive services to allow the child to remain safely in their home, or may determine that the child is not safe and, via a court process, place them in temporary out-of-home care. When children age 12 and older are removed from their home they may be initially placed in an assessment and stabilization facility, which provides crisis services and assesses the type of care and treatment the child requires. Approximately 85% of children will be placed in a family setting, such as the home of a foster family or kinship caregiver. Children with severe mental health care or behavioral needs may be placed in a congregate care and treatment facility.

These CPS and out-of-home care functions are performed by county and tribal child welfare agencies, with state oversight and support, except in Milwaukee County. In response to a lawsuit against Milwaukee County and the state, the state assumed the responsibility to provide child welfare services in Milwaukee County in 1998. These functions are now performed by the DCF Division of Milwaukee Child Protective Services (DMCPS). The county contributes funding toward the operation of DMCPS through a reduction in the county's shared revenue payment and other payments the county would receive.

Under Title IV, Part E of the Social Security Act, DCF claims federal reimbursement for a share of child welfare expenditures, including out-of-home care placement monthly maintenance

payments. The recent federal Family First Prevention Services Act (FFPSA) made several changes to Title IV-E reimbursement, generally aimed at reducing the usage of congregate care and treatment facilities and promoting placement in family settings or serving children in their home. FFPSA and corresponding Wisconsin legislation created a new facility classification, known as a qualified residential treatment program (QRTP). A QRTP is a licensed, accredited program that uses a trauma-informed treatment model, has nurses on staff or on call, provides discharge planning and family-based aftercare for at least six months after a discharge, and, to the extent appropriate, documents and facilitates outreach to and participation from a child's family members. Under FFPSA, eligibility for Title IV-E reimbursement for congregate placements is limited to two weeks unless the facility is a QRTP, effective October 1, 2021 in Wisconsin.

## DISCUSSION POINTS

1. Assembly Bill 43 and Senate Bill 70 would provide \$4,891,900 (\$4,865,600 GPR and \$26,300 FED) in 2023-24 and \$11,884,900 (\$11,849,900 GPR and \$35,000 FED) in 2024-25 and 5.0 positions (4.6 GPR and 0.4 FED), beginning in 2023-24, for DMCPs to expand access to mental, behavioral, and crisis health care services and treatment facilities for children in out-of-home care, improve initial CPS assessment services, and expand contract oversight and performance improvement capacity. The funding and positions consist of the proposals summarized in the table below. The table shows all-funds amounts; all items are fully GPR-funded except the items providing positions, which are funded 92% by GPR and 8% by FED DCF claims under Title IV-E.

### Proposals in AB 43/SB 70

<u>Description</u>	<u>Funding</u>		<u>Positions</u>
	<u>2023-24</u>	<u>2024-25</u>	
Contract for dedicated urgent mental health care services	\$1,820,000	\$3,640,000	-
Expand the capabilities of assessment and stabilization centers (ASCs) to work with children with high needs	1,261,000	2,522,000	-
Contract for a dedicated qualified residential treatment program (QRTP) facility	0	2,320,000	-
Expand transitional services for children moving from residential treatment facilities into foster family homes	1,300,000	2,600,000	-
Expand contract oversight and performance improvement capacity	202,200	269,300	3.0
Convert into permanent positions current LTE assistants to initial assessment specialists	125,700	167,600	2.0
Contract for child care services while initial assessments are being conducted	<u>183,000</u>	<u>366,000</u>	<u>-</u>
Total	\$4,891,900	\$11,884,900	5.0

2. The National Conference of State Legislatures (NCSL) reports that 80% of children in out-of-home care have significant mental health care needs, four times the rate in the general population. These needs can stem from the neglect or abuse that resulted in their removal from the home, the upheaval associated with the removal itself, ongoing stressors related to out-of-home care,

and other factors.

3. All children in out-of-home care receive health care coverage under the Medical Assistance (MA) program, including coverage for mental health services. However, DCF describes significant barriers to accessing these services and insufficient capacity of providers who accept MA to meet demand.

4. Based on discussions with case management providers, DCF reports that children must typically wait two weeks to three months for an initial appointment to begin therapy sessions. Children with specific needs, such as a bilingual therapist or a specific provider type, typically face much longer waiting lists. For example, the earliest appointment available for a child psychologist is currently two months out.

5. The funding increase in the bill would enable DCF to contract with dedicated mental health and crisis care providers to guarantee availability of these services as soon as they are needed (Alternative 2A). These providers would deliver counseling, psychotherapy, medications, and other interventions in the immediate aftermath of a crisis and for approximately 60–90 days following, meeting the child's urgent health care needs and giving time to transition to a permanent mental health provider. The funding in the bill reflects the cost of providing these services to an estimated caseload of 140 children per year, beginning in calendar year 2023.

6. Assessment and stabilization centers (ASCs) provide a temporary placement for youth age 12 through 17 when they are first removed from their homes, experience a crisis, have needs or behaviors that cannot be addressed in their current placement, or otherwise need stabilization and an assessment of what out-of-home care placement would best meet their needs. DMCPs currently contracts with three centers providing 20 beds total and 24-hour placement acceptance, at a total cost of \$3,956,500 GPR per year.

7. ASCs are not currently equipped to care for the children in DMCPs's care with the highest needs and those experiencing severe mental health or behavioral crises. DCF indicates that ASCs do not have sufficient staff ratios, medical professionals such as on-staff mental health clinicians, or physical configurations that can meet privacy or sensory needs to appropriately care for these children.

8. Currently, children that cannot be placed in an ASC may be temporarily admitted to Children's Hospital (even in cases where there is no medical need for hospitalization), be supervised by DMCPs staff in DMCPs offices, or be placed in other ill-suited settings.

9. The proposed funding would support modifications to ASC contracts to expand their capacity to care for children with acute needs, creating an appropriate placement to assess and stabilize these children. [Alternative 2B]

10. Children in Milwaukee County who are in need of short-term, intensive, residential treatment are often placed out of state or in areas of the state far from family and other supports. As of March 31, 2023, there were 40 children in the care of DMCPs placed in residential care centers, including QRTPs and treatment facilities that do not meet the QRTTP definition, and an additional 122

children placed in group homes that provide a lower intensity of treatment.

11. Under a separate proposal, AB 43/SB 70 would authorize coverage of psychiatric residential treatment facility (PRTF) services under MA and provide funding to establish a PRTF in Wisconsin. There is some overlap between children who could be served by a PRTF and by a QRTP, although PRTFs generally serve children with higher medical acuity and who need longer-term care. This proposal will be addressed in a separate Legislative Fiscal Bureau budget paper.

12. Under the proposal described here, DCF would provide funding for the start-up costs and ongoing operations of a QRTP in Milwaukee County dedicated to DMCPs cases (Alternative 2C). The funding in the bill consists of \$1,160,000 for start-up costs over six months beginning July 2024 and \$1,160,000 for operating costs for the final six months of 2024-25. The Administration estimates ongoing costs would be \$2,320,000 per year, based on estimates of operating expenses and funding required to secure a contract with a provider.

13. QRTPs currently provide limited aftercare services to facilitate children's transitions back into family settings, but not all other congregate care placements do. These transitional services can include continued treatment and services from the same providers that have established relationships with the child during care in the facility; tapering services off to avoid a sudden change in treatment when the child is discharged; providing individual and family therapy and supportive services during the placement transition, typically a disruptive event to a child's routines and social interactions; and training the child's foster parents or other caregivers in how to meet the child's mental health and behavioral needs, including medication management and crisis intervention.

14. These services have demonstrated positive treatment outcomes and increase the likelihood that children will be able to remain successfully in a less-restrictive, family setting. The FFPSA included a requirement to provide transitional services as part of the new standards for QRTPs. Absent these services, the upheaval of relocating to a new placement and new caregivers can cause children to lose treatment progress, not be able to adapt successfully to a family setting, and need to return to a treatment facility.

15. The funding in the bill would enable DMCPs to provide transitional services to all children discharged from congregate care, including group homes, residential care centers, and QRTPs (Alternative 2D). The funding provided reflects DCF's estimates of average service costs of \$26,000 per discharge and providing expanded transitional services for 100 discharges per year, beginning in calendar year 2023.

16. DMCPs currently contracts for a variety of services, including out-of-home case management and services (\$40.4 million in 2022-23), wraparound mental health coordination and care (\$9.7 million), administration of treatment foster care (\$7.2 million), assessment and stabilization centers (\$4.0 million), in-home preventive services (\$3.6 million), and many other services and operational functions. This involves over 100 individual contracts.

17. The DMCPs section responsible for policy development and oversight of these contracts is currently staffed by 5.0 FTE positions. Their duties include creating requests for proposals for contracted services, creating performance metrics for contracted services, monitoring performance to

ensure a high standard of quality in services as well as efficient use of funds, and maintaining compliance with federal data collection, reporting, and operational standards.

18. DCF indicates that workload for this section has increased in recent years as federal rule changes have required the collection and reporting of additional contract information, contract monitoring and performance standards have increased, and the use of on-site reviews of service standards has increased. In addition, the new and expanded funding for contracted services described in this paper would require additional work to implement and oversee.

19. The DMCPs section responsible for quality improvement and data analysis is currently staffed by 7.0 FTE positions. This section collects and analyzes data for policy development and to evaluate system performance and needs. The section also contributes to the development of new programs and oversees several programs outside the scope of the contract oversight unit, including subsidized guardianship and kinship care.

20. Increased capacity for contract monitoring, data evaluation, and quality improvement could ensure the efficient use of funds across contracted services, avoiding unnecessary or wasteful expenditures. By ensuring a high standard of service quality, expanding this staff would also improve outcomes for children in DMCPs's care, potentially avoiding the need for continued or more costly services in the future.

21. The bill would provide 2.0 FTE program and policy analyst positions in the section responsible for contract oversight and 1.0 FTE program and policy analyst for data analysis in the quality improvement section (Alternative 2E). Title IV-E FED funding would support 8% of the costs of these positions, the share currently applied to DMCPs staff; the remaining 92% would be GPR. To prioritize contract expenditures over state staff, the Committee could provide 2.0 or 1.0 positions, reducing the funding proportionally, or eliminate this proposal.

22. Currently, DMCPs hires temporary case aides to assist initial assessment specialists, who perform assessments in response to allegations of child abuse and neglect and remove children from their homes if they are found to be unsafe. These aides require less expertise and training than assessment specialists require, and allow specialists to work more quickly and efficiently by taking on tasks such as transporting and supervising children, collecting information, and clerical tasks. DMCPs hires up to 8.0 LTE positions for this role.

23. There are currently 70 FTE filled assessment specialist positions in DMCPs, with an average annual salary of \$55,800. In the past year, they assessed 6,500 screened-in reports of maltreatment. DCF estimates that one third of assessment specialist staff time is dedicated to duties that could be performed by case aides. Starting salary for a case aide would be \$35,500 per year, creating an opportunity to reduce costs.

24. DCF reports inefficiencies and barriers to recruitment and retention due to the temporary nature of the current case aide positions. Under current authority, positions are limited to six-month terms if full time, or one year if part-time. Employees often leave in favor of permanent positions with associated benefits, and new candidates can be difficult to attract for the same reason. Due to these barriers, there have typically been fewer than five of the eight available positions filled at any given

time. In addition, frequent turnover of these positions consumes supervisor and human resources staff time for recruitment and training, and means that fully-trained and experienced aides must leave.

25. The bill would convert 2.0 case aide positions into permanent positions, allowing DMCPs to retain trained and experienced staff in these roles beyond six-month terms (Alternative 2F). Title IV-E FED funding would support 8% of the costs of these positions, the share currently applied to DMCPs staff; the remaining 92% would be GPR. The Committee could also choose to provide additional case aide positions in light of the potential to provide assistance to up to 70 current initial assessment specialists, or provide fewer case aides to prioritize minimizing permanent state staff, scaling the associated funding up or down proportionally.

26. One duty that occupies staff time of initial assessment specialists is supervising and caring for children immediately following removal from their home. When an initial assessment specialist takes custody of a child, they must contact certain family members, prepare materials for a temporary physical custody court hearing, arrange an initial out-of-home placement for the child, and complete certain other processes. Typically, the child remains with the initial assessment specialist in the DMCPs offices while they complete these tasks, or is supervised by another initial assessment specialist in the office. This poses challenges to quickly and efficiently completing the post-removal process, especially if the child is in distress or has other difficult reactions to their removal. Currently, initial assessment specialists spend an average of four hours per removal caring for the child or children on site in the DMCPs offices. DMCPs completed 728 removals in 2021.

27. In addition to inefficiently using initial assessment specialist staff time, the current model of care for children immediately following removal may not provide high quality care. In contrast, an on-site child care center would provide professional, focused, trauma-informed care. A center could provide space and materials designed for children, and include staff trained to respond to children experiencing the upheaval of removal from their home, as well as underlying or related mental health conditions.

28. The proposed funding would support the costs to contract for an on-site child care center to care for children while the initial assessment specialist processes their removal (Alternative 2G). The funding reflects estimated costs to provide care to high-needs children and 24-hour availability, beginning January of 2024.

29. AB 43/SB 70 would fund the seven items described above (Alternative 1). In light of competing budget priorities, the Committee could fund one or more of these items (Alternative 2) or take no action (Alternative 3).



## ALTERNATIVES

1. Provide \$4,891,900 (\$4,865,600 GPR and \$26,300 FED) in 2023-24 and \$11,884,900 (\$11,849,900 GPR and \$35,000 FED) in 2024-25 and 5.0 positions (4.60 GPR and 0.40 FED), beginning in 2023-24, to fund the services and staff in AB 43/SB 70, as described in this paper.

ALT 1	Change to Base	
	Funding	Positions
GPR	\$16,715,500	4.60
FED	<u>61,300</u>	<u>0.40</u>
Total	\$16,776,800	5.00

2. Provide any combination of the following:

A. \$1,820,000 GPR in 2023-24 and \$3,640,000 GPR in 2024-25 for DMCPs to contract for dedicated urgent mental health care services.

ALT 2A	Change to Base
GPR	\$5,460,000

B. \$1,261,000 GPR in 2023-24 and \$2,522,000 GPR in 2024-25 to support an expansion of the capabilities of assessment and stabilization centers to be able to serve children with the highest needs.

ALT 2B	Change to Base
GPR	\$3,783,000

C. \$2,320,000 GPR in 2024-25 for DMCPs to contract for a dedicated qualified residential treatment program (QRTP) to provide short-term intensive treatment without sending children long distances away or out of state.

ALT 2C	Change to Base
GPR	\$2,320,000

D. \$1,300,000 GPR in 2023-24 and \$2,600,000 GPR in 2024-25 to expand transitional services provided by residential care and treatment facilities when a child is discharged.

ALT 2D	Change to Base
GPR	\$3,900,000

E. \$202,200 (\$186,000 GPR and \$16,200 FED) in 2023-24 and \$269,300 (\$247,700 GPR and \$21,600 FED) in 2024-25, and 3.00 positions (2.76 GPR and 0.24 FED), beginning in 2023-24, to expand DMCPs's contract oversight and quality improvement capacity.

ALT 2E	Change to Base	
	Funding	Positions
GPR	\$433,700	2.76
FED	<u>37,800</u>	<u>0.24</u>
Total	\$471,500	3.00

F. \$125,700 (\$115,600 GPR and \$10,100 FED) in 2023-24 and \$167,600 (\$154,200 GPR and \$13,400 FED) in 2024-25, and 2.00 positions (1.84 GPR and 0.16 FED), beginning in 2023-24, to convert temporary case aide positions that assist initial assessment specialists into permanent positons.

ALT 2F	Change to Base	
	Funding	Positions
GPR	\$269,800	1.84
FED	<u>23,500</u>	<u>0.16</u>
Total	\$293,300	2.00

G. \$183,000 GPR in 2023-24 and \$366,000 GPR in 2024-25 for DMCPs to contract for a dedicated on-site child care center to care for children immediately following removal from their home while the initial assessment specialist is processing their case.

ALT 2G	Change to Base
GPR	\$549,000

3. Take no action.

Prepared by: Carl Plant



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June, 2023

Joint Committee on Finance

Paper #268

### **Tribal Subsidized Guardianships (Children and Families -- Child Welfare)**

[LFB 2023-25 Budget Summary: Page 113, #12]

#### **CURRENT LAW**

County and tribal child welfare agencies receive and investigate reports of child abuse and neglect, provide preventive services to help children remain safely in their homes, remove children to out-of-home care such as foster homes or congregate care and treatment facilities when necessary, and provide monthly maintenance payments and ongoing services for children in out-of-home care. Local child welfare agencies perform these functions in conjunction with local courts, with financial support and oversight from the state Department of Children and Families (DCF) and in compliance with state and federal regulations.

Wisconsin is the home of eleven federally-recognized Native American tribes and bands that each operate child welfare agencies with jurisdiction over tribal members. Tribal courts generally determine the placement of tribal children. Some tribes and bands enter into agreements with counties to make maintenance payments to out-of-home care providers. These systems and practices are related to federal policies established by the Indian Child Welfare Act (ICWA) in 1978, and the similar Wisconsin Indian Child Welfare Act (WICWA), which prioritizes the placement of tribal children within their own tribe.

While child welfare agencies are operated by counties, tribes, and bands, the state provides funding that partially supports these services. Under current law, DCF allocates \$101,162,800 per year in state and federal funding to counties under the Children and Family Aids program, for child welfare and related human services costs. DCF allocates \$2,631,400 per year in tribal gaming program revenue and federal grant funds to tribes and bands under the Tribal Family Services Program (FSP) for similar purposes.

The state also provides reimbursement for the costs of certain types of placements. Using federal funding under the Temporary Assistance for Needy Families (TANF) program, DCF

reimburses counties, tribes, and bands for kinship care payments and associated administrative costs. DCF also reimburses counties for subsidized guardianship payments. Subsidized guardianships are a permanent placement option that, unlike adoptions, do not require a termination of parental rights, thereby strengthening children's connection to their birth parents. Guardians must have an existing familial or other significant emotional relationship with the child, and subsidies are capped at the level of the foster care maintenance payment the guardian was receiving prior to the guardianship agreement.

In addition to these allocations, under current law \$717,500 in tribal gaming program revenue is budgeted annually to fund unexpected or unusually high-cost out-of-home care placements ordered by tribal courts and out-of-home placements of Native American juveniles who have been adjudicated delinquent by tribal courts. Counties, tribes, and bands may request funding from this tribal high-cost pool on a case-by-case basis for the amount by which expenditures for that placement exceed \$50,000 in a given year.

## **DISCUSSION POINTS**

1. 2021 Wisconsin Act 132, enacted in February of 2022, transferred financial responsibility for subsidized guardianship payments from counties to the state, requiring DCF to reimburse counties for all costs they incur in making these payments, including subsidized guardianship payments counties make for guardianships ordered by tribal courts. The Act also removed references to tribal expenditures for subsidized guardianship payments from the statutes pertaining to the tribal high-cost pool, consistent with an expectation that the state would now be providing separate reimbursement to tribes for these costs. However, the Act did not explicitly authorize DCF to reimburse tribes for subsidized guardianship payments that they administer. Consequently, tribes remain responsible for the costs of subsidized guardianship payments they make, while DCF fully reimburses counties for their costs of making these payments. The Legislature's intent in enacting Act 132 may have been to reimburse tribes, in addition to counties, for the cost of payments tribes make for subsidized guardianship.

2. Assembly Bill 43 and Senate Bill 70 would provide \$395,800 (\$256,600 GPR and \$139,200 FED) in 2023-24 and \$436,000 (\$282,600 GPR and \$153,400 FED) in 2024-25 to reimburse tribes and bands for the cost of subsidized guardianship payments. The source of the federal funding is matching funds DCF would claim under Title IV, Part E of the Social Security Act, which provides funding for qualifying child welfare costs. The amounts in the bill reflect estimates of the funding amounts that would be needed to make these payments.

3. The bill would authorize DCF to enter into agreements with tribal governments to provide reimbursement for subsidized guardianships and add references to tribes in statutory provisions relating to subsidized guardianship payments so that the same policies relating to these payments that apply to counties would also apply to tribal child welfare. The bill would require that such agreements require tribes and bands to comply with all requirements for administering subsidized guardianships that apply to counties, including program eligibility.

4. In the 2023 State of the Tribes Address, Sokaogon Chippewa Community Chairman

Robert Van Zile described the tribes and bands in Wisconsin as deriving much of their national revenue from limited federal funding sources and casino revenue. He stated that most tribes and bands, once these revenues are exhausted, "fall short of providing basic services."

5. The Committee could include the provisions and associated funding of \$395,800 (\$256,600 GPR and \$139,200 FED) in 2023-24 and \$436,000 (\$282,600 GPR and \$153,400 FED) in 2024-25 to provide reimbursement for subsidized guardianships to tribes, to conform with the intent of Act 132 and to assume the same financial responsibility for state residents who are tribal members as for residents who are not tribal members. [Alternative 1]

6. In place of GPR funding, the Committee could fund the nonfederal share of reimbursement for subsidized guardianship payments made by tribes from tribal gaming revenue. This would require an equal reduction in tribal gaming revenue deposited into the general fund. [Alternative 2]

7. Alternatively, the Committee could require tribes to continue to bear the costs of subsidized guardianships. To reflect this reversal, the Committee could repeal the changes to the tribal high-cost pool enacted as part of Act 132, so that a portion of the cost of unusually high-cost subsidized guardianship payments could continue to be supported from that source. [Alternative 3]

8. Finally, the Committee could take no action on this item, which would deny tribes and bands reimbursement for subsidized guardianships both directly and through the high-cost pool. [Alternative 4]

## ALTERNATIVES

1. Provide \$395,800 (\$256,600 GPR and \$139,200 FED) in 2023-24 and \$436,000 (\$282,600 GPR and \$153,400 FED) in 2024-25 to reimburse tribes and bands for the cost of subsidized guardianships. Include the provisions in AB 43/SB 70 to enable DCF to reimburse tribal child welfare agencies for the cost of subsidized guardianship payments in the same manner that DCF reimburses counties for these costs.

ALT 1	Change to Base
GPR	\$539,200
FED	<u>292,600</u>
Total	\$831,800

2. Provide \$395,800 (\$256,600 PR and \$139,200 FED) in 2023-24 and \$436,000 (\$282,600 PR and \$153,400 FED) in 2024-25 to reimburse tribes and bands for the cost of subsidized guardianships using tribal gaming revenue. Include the provisions in AB 43/SB 70 to enable DCF to reimburse tribal child welfare agencies for the cost of subsidized guardianship payments in the same manner that DCF reimburses counties for these costs.

ALT 2	Change to Base
PR	\$539,200
FED	<u>292,600</u>
Total	\$831,800
GPR-Tribal	-\$539,200

3. Do not provide direct reimbursement to tribes for subsidized guardianship costs. Repeal the changes to the tribal high-cost pool enacted under 2021 Wisconsin Act 132, which removed references to subsidized guardianship payments from the list of eligible tribal expenses.

4. Take no action.

Prepared by: Carl Plant



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June, 2023

Joint Committee on Finance

Paper #269

### **Home Visiting (Children and Families -- Child Welfare)**

[LFB 2023-25 Budget Summary: Page 114, #14]

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#### **CURRENT LAW**

The Department of Children and Families (DCF) administers a home visiting program and several other programs that provide services to families to prevent child abuse and neglect. Local and tribal child welfare agencies also provide preventive supports and services, including with state and federal funds. Broadly, these programs serve families where there is a risk of abuse or neglect, or there has been contact with child protective services, but it has been determined to be safe and in the child's best interest for the child to remain in their parents' care. By providing supportive services, education, parenting skills development, guidance, referrals, and other interventions, these programs seek to strengthen families and reduce the need to remove children into foster care.

The Child Abuse and Neglect Prevention Board, an independent state agency, also provides funding for preventive services, including early interventions before families have had contact with the child welfare system. The Joint Committee on Finance considered the Prevention Board Board's budget on May 4 and adopted a motion to: (a) increase funding the agency provides to support family resource centers by \$500,000 GPR annually; and (b) increase funding for a parent education program known as the Positive Parenting Program by \$500,000 GPR annually.

Currently, the Family Foundations Home Visiting (FFHV) program is the largest prevention program administered by DCF. The program provides grants to county agencies, cities, nonprofit agencies, and tribal organizations to provide voluntary home visiting services, which center on regular visits from a nurse or other professional trained in child development and parenting. In 2022-23, DCF funded FFHV grants with the full \$8,564,700 FED the state received under the Maternal, Infant, and Early Childhood Home Visiting (MIECHV) grant program, \$6,212,100 FED

from the state's Temporary Assistance for Needy Families (TANF) funds, and \$1,985,700 GPR budgeted in a dedicated annual appropriation. Grantees are required to provide matching funds equal to 25% of the grant amount.

DCF also provides grant funding related to abuse and neglect prevention under two smaller programs. The Brighter Futures Initiative is a statewide program that is intended to prevent and reduce youth violence and other delinquent behavior, youth alcohol and other drug use and abuse, child abuse and neglect, and non-marital pregnancy. The target population is youths between the ages of 12 and 21 in, or at risk of entering, the child welfare system. Base funding for the Brighter Futures Initiative is \$4,382,400, consisting of federal funds and GPR budgeted under both DHS and DCF. Separately, DCF is budgeted \$500,000 in TANF funds annually to support grants to expand prevention services that reduce the contact families have with the child welfare system and prevent the removal of children from their homes.

Federal matching funds provided under Title IV, Part E of the Social Security Act provide a significant source of funding for child welfare activities. The federal Family First Prevention Services Act of 2018 expanded eligibility for Title IV-E reimbursement to certain preventive services, effective in Wisconsin October 1, 2021. Only services provided to: (a) children identified as candidates for out-of-home care; (b) youths in out-of-home care who are parents or are pregnant; or (c) parents or kin caregivers of such children and youths are eligible for reimbursement. There is no restriction on the recipients' income for prevention services. Eligible expenditures will qualify for 50% federal reimbursement through October, 2026, and reimbursement at the state's federal medical assistance percentage (FMAP), approximately 60%, thereafter.

The federal Administration for Children and Families (ACF) maintains a clearinghouse of prevention services program models and evidence supporting the effectiveness of each. Models are rated as well supported by the evidence, supported, promising, or not meeting the fundamental criteria. To be eligible for reimbursement, state programs must adhere to a model listed on the clearinghouse as meeting the fundamental criteria. Beginning in FFY 2024, at least 50% of expenditures must be for well-supported programs.

Three of the four program models currently used under FFHV are rated as well-supported. DCF specified these programs in Wisconsin's Title IV-E prevention plan, which has been approved by ACF, and will begin claiming federal matching funds for GPR expenditures on these services when provided to candidates for out-of-home care and pregnant and parenting youth. Under a federal maintenance of effort requirement, the first \$353,900 of total GPR expenditures for the FFHV program is not eligible for federal matching.

## **DISCUSSION POINTS**

1. Assembly Bill 43 and Senate Bill 70 would provide \$1,200,000 GPR in 2023-24 and \$4,000,000 (\$3,896,000 GPR and \$104,000 FED from Title IV-E) in 2024-25 to expand the Family Foundations Home Visiting (FFHV) program. DCF currently contracts with 22 agencies to provide home visiting services, covering 40 counties and six tribes and bands. DCF intends to use the additional funding in the bill to expand the geographic reach of the home visiting program by



contracting with approximately 12 additional organizations to provide these services in new locations. DCF indicates that each new location could serve multiple counties, tribes, or bands. The funding reflects \$100,000 per new agency in 2023-24 for start-up costs and an average of \$333,300 per new agency in ongoing funding, beginning in 2024-25, for full service costs.

2. In 2022, child protective services agencies across the state conducted investigations into 22,500 allegations of child abuse and neglect. Of those cases, 3,900 necessitated removal of the child from the home and placement into out-of-home care, such as foster care. Neglect was the most common reason for removal, followed by parent substance use disorders. As of May, 2023, there are 6,433 children in court-ordered out-of-home care.

3. Preventing neglect and other forms of child maltreatment would strengthen families and reduce child protective services (CPS) and out-of-home care expenses borne by counties and the state. At the national level, as reflected in the Family First Prevention Services Act of 2018, policies have shifted over recent years to place a higher priority on preventive services that help children remain safely with their own parents rather than being placed in out-of-home care. Preventing abuse and neglect improves children's safety, prevents traumatic experiences that have long-lasting negative consequences, decreases the need for disruptive and painful removals of children from their parents, and supports parents—who often have the best knowledge of their children and a strong commitment to caring for them—so that they can provide the best possible care for their children.

4. Home visiting programs do not limit the ability of child welfare agencies to investigate reports of abuse and neglect and recommend removal to out-of-home care when necessary. If abuse or neglect has occurred or is deemed likely to occur, the decision of where to place a child always rests with the court, and is required to be made based on what placement setting would be in the best interests of the child.

5. The Family Foundations Home Visiting program provides services focused on new parents, infant care, and early childhood development. Services follow one of several different models, some beginning early in pregnancy and some extending as far as age three. The program focuses on families at risk of abuse and neglect, including young and first-time parents. Participants can be referred to the program by health care providers, child welfare agencies, or other human services workers, or can apply independently. The Early Head Start Home-Based Option model provides early, continuous, intensive, and comprehensive child development and family support services to low-income families. The Healthy Families America model focuses on supporting positive parent-child interactions. Home visitors under the Parents as Teachers model build parents' understanding of child development, provide early detection of developmental delays and health issues, and increase children's school readiness. The Nurse-Family Partnership model, in use since 1977, pairs an at-risk family with a registered nurse (RN) early in pregnancy and continues home visits until the child turns two, providing guidance on health, child safety and care, and families' economic self-sufficiency.

6. Three of these models have been rated as well-supported by the evidence by the IV-E prevention clearinghouse, indicating rigorous studies have demonstrated their positive effects. The Healthy Families America model exhibits a large improvement (23 percentile points) in future child delinquency rates, and significant improvements in maltreatment rates, educational attainment, and

several other outcomes. The Parents as Teachers model achieves a six percentile point reduction in out-of-home placement rates and significant improvements in indicators of child well-being and parenting practices. The Nurse-Family Partnership model demonstrates a six percentile point reduction in maltreatment risk, eight percentile point improvements in child cognitive functioning and in child behavioral and emotional functioning, and significant improvements in parenting practices and other indicators of child and family well-being.

7. Statewide, 30 local organizations currently provide home visiting services under the FFHV program. As shown in the attachment, services are available in 40 counties and six tribes and bands. In 2021, the most recent year for which information is available, the programs served a total of 2,165 families.

8. As noted above, the new Title IV-E prevention program provides federal matching funds for qualifying services provided for children who are candidates for foster care. Federal law defines candidacy as being at imminent risk of entering foster care. Wisconsin's federally-approved prevention plan further defines candidates as children who: (a) have been evaluated by a local child welfare agency and determined to be safe at home with services to mitigate identified dangers; (b) have been reunified with their parents following an out-of-home placement or youth justice system involvement, and require services to prevent re-entry; or (c) are involved in the youth justice system and have certain risk factors.

9. Given these restrictions, only a portion of the GPR spent under the FFHV program will be eligible for Title IV-E prevention matching funds. The FED funding provided in AB 43/SB 70 reflects DCF's estimate that 5.2% of the cases served by FFHV would meet the definition of candidates for out-of-home care, the share of FFHV cases in 2020-21 that could be matched with a prior child protective services investigation. FFHV's early intervention strategy, often beginning services during pregnancy, means that many of the families the programs serve never reach the point of requiring a child protective services investigation that could identify them as candidates. Expenditures of federal TANF and MIECHV funds cannot qualify for federal Title IV-E prevention matching funds.

10. The federal Consolidated Appropriations Act enacted in December, 2022, expanded and modified the MIECHV grant program. Wisconsin's standard allocation, which was \$8.6 million for services delivered beginning in federal fiscal year (FFY) 2022-23, is expected to increase to \$9.4 million per year, with an additional \$0.5 million (\$9.9 million total) for FFY 2023-24 only. In addition, the Act created a new matching portion of the MIECHV grant that will provide an additional \$3 of federal funding for each \$1 of state funding expended above a maintenance-of-effort level, up to a maximum award amount. Wisconsin's maintenance of effort amount is \$985,700 GPR, and the table below shows the expected maximum matching FED grant amounts for each of the next five years.

**Estimated MIECHV Funding Above FFY 2022-23 Base Level (\$ in Millions)**

<u>FFY</u>	<u>Standard Grant</u>	<u>Matching Grant</u>	<u>Total</u>
2023-24	\$1.3	\$0.0	\$1.3
2024-25	0.8	0.7	1.5
2025-26	0.8	1.4	2.2
2026-27	0.8	2.0	2.8
2027-28	0.8	3.9	4.7

11. DCF estimates that implementing a home visiting program at a new local agency would require ongoing funding of \$333,300 on average, and that new agencies could typically provide services covering two counties or tribes. The required funding and region covered could vary significantly between organizations, however, depending on the size of the at-risk population in their service area and the geographic extent of the county or tribal boundaries. Based on recent grant applications, DCF anticipates that new agencies would require start-up funding of approximately 30% of their ongoing grant prior to the first year of operations.

12. The Committee could provide \$4,000,000 (\$3,896,000 GPR and \$104,000 FED from Title IV-E) beginning in 2024-25 and corresponding start-up funding of \$1,200,000 GPR in 2023-24, as provided in AB 43/SB 70, to support expanding FFHV services to approximately 12 new local agencies. These agencies could make services available in approximately 24 counties and tribes that currently do not have access to FFHV programs. The expansion in MIECHV funding could support additional new home visiting agencies, and both funding sources could also support increasing funding provided to existing grantees to enable them to serve more at-risk families. [Alternative 1]

13. Taking into account the anticipated \$1.3 million increase in MIECHV funding for 2023-24 and the gradually increasing amounts in subsequent years, the Committee could provide reduced start-up funding in 2023-24 and provide one-time funding in 2024-25 that would be replaced by MIECHV in 2025-26 and beyond. Bringing the all-funds change to base to \$1.8 million in 2023-24 and \$6.0 million in 2024-25 would allow the program to continue at this funding level in 2025-26 and at or above this level in subsequent years with the same \$4.0 million in ongoing funding as provided under AB 43/SB 70, and maintain the 30% start-up funding in the first year. This would require \$478,000 GPR in 2023-24, one-time funding of \$429,000 (\$417,800 GPR and \$11,200 FED from Title IV-E) in 2024-25, and ongoing funding of \$4,000,000 (\$3,896,000 GPR and \$104,000 FED from Title IV-E) beginning in 2024-25. The combined state and MIECHV funding increase of \$6.0 million would support expanding FFHV services to approximately 37 counties and tribes, all those that do not currently have services available. Service coverage would depend on the availability of suitable local agencies to provide home visiting services, and these funds could also be used to increase funding provided to existing grantees to enable them to serve more at-risk families. [Alternative 2]

14. To reduce ongoing GPR commitment, the Committee could select any lower amount. For example, to provide \$3,000,000 (\$2,922,000 GPR and \$78,000 FED from Title IV-E) in ongoing funding beginning in 2024-25, and account for the MIECHV funding and need for 30% start-up funding as in Alternative 2, the Committee could additionally provide \$177,000 GPR in 2023-24 and

one-time funding of \$429,000 (\$417,800 GPR and \$11,200 FED from Title IV-E) in 2024-25. This would bring the all-funds FFHV expansion to \$5.0 million beginning in 2024-25, sufficient to support approximately 15 new agencies serving approximately 30 counties and tribes that do not currently have access to FFHV services. Once the federal MIECHV expansion is fully phased in (2027-28), the estimated all-funds amount available would be \$7.7 million above the 2022-23 base level. [Alternative 3]

15. As another example of a reduced ongoing GPR commitment, the Committee could provide \$1,285,000 (\$1,251,600 GPR and \$33,400 FED from Title IV-E) beginning in 2024-25. Corresponding one-time funding of \$426,000 (\$414,900 GPR and \$11,100 FED from Title IV-E) in 2024-25 would allow the all-funds amount in 2024-25 to match the expected amount in 2025-26, a \$3.3 million expansion. Once the federal MIECHV expansion is fully phased in (2027-28), this would bring the estimated all-funds amount available to \$6.0 million above the 2022-23 base level. This corresponds to the estimated funding needed to implement FFHV services in all 37 remaining counties and tribes that currently do not have access to these services, although this funding level would not be reached until 2027-28, by which time costs and the population in need of services may have increased. In 2024-25, the \$3.3 million all-funds increase could support approximately 10 new local home visiting agencies, serving approximately 20 counties and tribes that do not currently have access to FFHV programs. [Alternative 4]

16. The Committee could determine that the increased MIECHV funding will provide sufficient home visiting services, and take no action. The \$1.5 million MIECHV increase in 2024-25 could support four to five new local home visiting agencies, serving approximately nine counties and tribes that do not currently have access to FFHV programs. [Alternative 5]

## ALTERNATIVES

1. Provide \$1,200,000 GPR in 2023-24 and \$4,000,000 (\$3,896,000 GPR and \$104,000 FED from Title IV-E) in 2024-25 to expand the Family Foundations Home Visiting (FFHV) program.

ALT 1	Change to Base
GPR	\$5,096,000
FED	<u>104,000</u>
Total	\$5,200,000

2. Provide \$478,000 GPR in 2023-24 and \$4,429,000 (\$4,313,800 GPR and \$115,200 FED from Title IV-E), consisting of one-time funding of \$429,000 (\$417,800 GPR and \$11,200 FED from Title IV-E) and ongoing funding of \$4,000,000 (\$3,896,000 GPR and \$104,000 FED from Title IV-E), in 2024-25 to expand the Family Foundations Home Visiting (FFHV) program.

ALT 2	Change to Base
GPR	\$4,791,800
FED	<u>115,200</u>
Total	\$4,907,000

3. Provide \$177,000 GPR in 2023-24 and \$3,429,000 (\$3,339,800 GPR and \$89,200 FED from Title IV-E), consisting of one-time funding of \$429,000 (\$417,800 GPR and \$11,200 FED from Title IV-E) and ongoing funding of \$3,000,000 (\$2,922,000 GPR and \$78,000 FED from Title IV-E), in 2024-25 to expand the Family Foundations Home Visiting (FFHV) program.

<b>ALT 3</b>	<b>Change to Base</b>
GPR	\$3,516,800
FED	<u>89,200</u>
Total	\$3,606,000

4. Provide \$1,711,000 (\$1,666,500 GPR and \$44,500 FED from Title IV-E), consisting of one-time funding of \$426,000 (\$414,900 GPR and \$11,100 FED from Title IV-E) and ongoing funding of \$1,285,000 (\$1,251,600 GPR and \$33,400 FED from Title IV-E), in 2024-25 to expand the Family Foundations Home Visiting (FFHV) program.

<b>ALT 4</b>	<b>Change to Base</b>
GPR	\$1,666,500
FED	<u>44,500</u>
Total	\$1,711,000

5. Take no action.

Prepared by: Carl Plant  
Attachment



## ATTACHMENT

### Family Foundations Comprehensive Home Visiting Program Funding - FFY 2023

<u>Local Implementing Agencies</u>	<u>Counties, Tribes, and Bands Served</u>	<u>DCF Grant</u>	<u>Agency Match</u>	<u>Total Contract</u>
Adams County Health Department	Adams, Juneau, and Sauk Counties	\$994,900	\$248,700	\$1,243,600
Children's Hospital of Wisconsin Community Services (CHW-CS) for Northwoods Healthy Families	Forest, Langlade, Lincoln, Oneida, and Vilas Counties	642,200	160,600	802,800
CHW-CS for Milwaukee County	Milwaukee County	579,400	144,800	724,200
CHW-CS for Western Wisconsin	Jackson and Trempealeau Counties	411,700	102,900	514,700
CHW-CS for Rock County	Rock County	516,200	129,100	645,300
Easter Seals Southeast Wisconsin	Milwaukee, Walworth, Waukesha, and Jefferson Counties	1,003,900	251,000	1,254,900
Family and Children's Center	La Crosse and Vernon Counties	563,600	140,900	704,500
Family Resource Center St. Croix Valley	St. Croix, Pierce, and Polk Counties	410,800	102,700	513,500
Family Services N.E.W.	Brown and Winnebago Counties	2,004,100	501,000	2,505,100
Great Lakes Inter-Tribal Council	Bad River Band of Lake Superior Chippewa, Sokaogon Chippewa Community, St. Croix Chippewa Indians of Wisconsin, Lac du Flambeau Band of Lake Superior Chippewa, and Burnett County	1,499,700	374,900	1,874,600
Indianhead Community Action Agency	Clark, Rusk, Sawyer, Taylor, and Washburn Counties	637,300	159,300	796,700
Kenosha County Division of Health Services	Kenosha County	1,538,300	384,600	1,922,800
Lac Courte Oreilles Mino Maajisewin Home Visitation Program	Lac Courte Oreilles Band of Lake Superior Chippewa	507,400	126,800	634,200
Lakeshore CAP	Manitowoc County	328,000	82,000	409,900
Milwaukee City Health Department	Milwaukee County	1,391,600	347,900	1,739,500
Next Door	Milwaukee County	457,200	114,300	571,500
Public Health Madison & Dane County	Dane County	338,000	84,500	422,500
Racine County Human Services	Racine County	952,000	238,000	1,190,000
Reach Dane for Green County	Green County	324,900	81,200	406,200
Red Cliff Band of Lake Superior Chippewa	Red Cliff Band of Lake Superior Chippewa	397,000	99,300	496,300
Southwestern Wisconsin Community Action Program	Iowa, Grant, Lafayette, and Richland Counties	357,400	89,400	446,800
Western NFP Collaborative	Chippewa, Eau Claire, and Dunn Counties	<u>414,400</u>	<u>103,600</u>	<u>518,000</u>
<b>Total</b>	<b>40 Counties and 6 Tribes and Bands</b>	<b>\$16,268,700</b>	<b>\$4,067,200</b>	<b>\$20,335,900</b>







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June, 2023

Joint Committee on Finance

Paper #270

### **eWiSACWIS System Enhancement, Youth Justice Data Systems, and Youth Assessment Screening Instrument (Children and Families -- Child Welfare and Juvenile Justice)**

[LFB 2023-25 Budget Summary: Page 102, #24 (part), Page 115, #15, Page 120 #4]

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#### **CURRENT LAW**

*eWiSACWIS.* The statewide automated child welfare information system (eWiSACWIS) is a comprehensive case management system that includes complete, up-to-date case management history on all children and families that receive services under Titles IV-B and IV-E of the federal Social Security Act. Authorized state and county staff use the system to report and retrieve data for the federal adoption and foster care analysis review system (AFCARS) and the national child abuse and neglect data systems (NCANDS). The system complies with federal requirements and guidelines.

*Community-Based Youth Justice Services.* 2015 Act 55 (the 2015-17 biennial budget act) transferred the youth aids program and related aids programs from the Department of Corrections to the Department of Children and Families (DCF). As part of this transfer, DCF assumed Correction's statutory responsibilities to supervise community-based juvenile delinquency-related services, other than juvenile correctional services. The act transferred 1.0 GPR position from Corrections to administer the youth aids program, but did not transfer additional funding or positions to reflect other state operations costs associated with community-based juvenile justice services.

#### **DISCUSSION POINTS**

##### **A. eWiSACWIS Enhancements**

1. DCF contracts with Computer-Generated Imagery (CGI), an information technology vendor, to maintain eWiSACWIS. In 2022-23, DCF has budgeted \$5,270,000 (all funds) to fund the

base contract with CGI, including \$2,264,500 GPR, \$1,897,200 FED (Title IV-E), \$527,000 FED (TANF), and \$581,300 PR (fees assessed to counties, supported by children and family aids allocations). Under the current contract, DCF will increase payments for base contract services by 2% to \$5,375,500 (all funds), beginning in 2023-24.

2. In each of the last five years, DCF has increased payments to the eWiSACWIS vendor to fund services not funded in the base contract. In 2022-23, DCF plans to pay CGI an additional \$2,040,800 (all funds), to fund programming services for additional high priority projects, such as interface modernization, browser neutrality (equality of Internet experience for all users, regardless of device, application, or platform), the development of a congregate care provider portal, and systems improvements for kinship care maintenance payments. As in past years, DCF will fund these additional projects in 2022-23 by reallocating available base funding from various DCD appropriations and committing one-time federal funds to these and other eWiSACWIS projects.

3. Table 1 shows the increase in payments to CGI for services not supported in the base contract during each of the past five years.

**TABLE 1**

**eWiSACWIS (All Funds) Base Contract and Additional Project Costs**

<u>State Fiscal Year</u>	<u>Base Contract</u>	<u>Planned Spending for Projects Not Part of Base Contract</u>	<u>Total Contracted Budget</u>
2018-19	\$5,104,000	\$613,800	\$5,717,800
2019-20	5,104,000	1,843,100	6,947,100
2020-21	5,104,000	1,126,100	6,230,100
2021-22	5,270,000	1,153,800	6,423,800
2022-23	5,270,000	2,040,800	7,310,800

4. Staff from the DCF Division of Safety and Permanence meet regularly with the Wisconsin County Human Services Association and the Intertribal Child Welfare Committee to discuss the needs of county child welfare workers and develop plans for systems enhancements.

5. Among the current needs identified by county and tribal staff is additional access to the system through the use of mobile devices, the introduction of voice recognition for case notes, and increased automation of data exchanges. In addition, DCF lists the following areas where changes to eWiSACWIS could provide additional support to county and tribal child welfare workers.

- Improve core workflows and make them available to workers on mobile devices to reflect and support current practices.
- Data exchanges with state and county agencies to reduce duplicate entry and improve data quality and interoperability.

- Web portal development to improve the security of information exchanges.
- Secure communication applications for youth and families including chat, video calls, document exchange, and appointment scheduling with their case worker.
- Development or purchase of mobile applications designed to reduce workload and improve document management.
- Concerted effort to reduce documentation burden by removing requirements unless defined in current statutes and standards, and reduce duplicate entry.
- Human-centered design process to engage child welfare workers in system enhancement and innovation.

6. In its 2021 Wisconsin Child Welfare Workload Study, ICF Incorporated identified potential areas that would improve the work experience of child welfare workers in Wisconsin. Child welfare workers indicated that the least preferred aspects of their jobs included lengthy, redundant, and inconsistent processes and procedures, cumbersome and unavailable technology, and unavailable resources. The report noted that many child welfare professionals face obstacles using eWiSACWIS, as they report it as being tedious, redundant, and time-consuming. The time workers spend documenting family notes, writing reports, and entering data into eWiSACWIS reduces time they have to meet with families. Child welfare workers indicated that smart phones, tablets, and laptops could greatly enhance their ability to do work while they are away from their offices, such as waiting in court. However, programming changes to eWiSACWIS are needed to enable child welfare workers to use newer, mobile technologies.

7. AB 43/SB 70 would provide \$2,687,700 [(\$1,505,100 GPR and \$913,800 FED (Title IV-4) and \$268,800 FED (TANF)] in 2023-24 and 2024-25 to fund systems enhancements in the 2023-25 biennium. Of these amounts, \$2,150,100 [(\$1,204,100 GPR, \$731,000 FED (IV-E) and \$215,000 FED (TANF)] in 2024-25 would be provided as one-time funding, and \$537,600 (\$301,100 GPR, \$182,800 FED (IV-E) and \$53,800 FED (TANF)) would be ongoing funded. These amounts reflect the Administration's intention to: (a) increase funding annually by 50% over the 2023-24 base contract amount ( $\$5,375,400 \times 0.5 = \$2,687,700$ ); and (b) allocate the 2024-25 funding increase to provide a 10% increase to support ongoing eWiSACWIS costs (\$537,600) and allocate the rest (\$2,150,100) to support one-time costs of projects to meet new federal standards and improve the system's functionality, including implementing mobile support and improving data exchanges with local agencies. [Alternative A1]

8. If the Committee wanted to reduce funding for this item in the 2023-25 biennium, but still wanted DCF to implement some of systems changes that would assist child welfare workers, it could increase funding annually by 25% over the 2023-24 base ( $\$5,375,400 \times 0.25 = \$1,343,900$ ) and provide all of the funding increase as ongoing funding, rather than provide some of the funding increase as one-time funding. While this option would reduce the amount of funding available for one-time systems changes in the 2023-25 biennium compared to the funding increases in AB 43/SB 70, all of the funding would be retained by DCF as part of the agency's base funding, beginning in the 2025-27 biennium, enabling the agency to fund future increases in the eWiSACWIS base contract

and systems enhancements. Under this option, DCF may decide to continue to reallocate base funding from other DCF appropriations or use one-time federal funds in the 2023-25 to implement systems changes. This option may delay completion of the some of the projects DCF would otherwise complete in the 2023-25 biennium, depending on the Department's ability to continue to reallocate base funding for eWiSACWIS enhancements. [Alternative A2]

9. If no additional funding is provided to fund one-time or ongoing systems enhancements, DCF would need to continue reallocating base funding from other DCF appropriations to implement systems changes to accommodate the needs of local child welfare workers. [Alternative A3]

## **B. Juvenile Justice Case Management And Reporting System**

10. DCF's current statutory responsibilities include training, maintaining data systems, developing service standards, and providing technical assistance to county staff that administer community-based youth justice services. DCF has developed service standards for county staff that include requirements to: (a) document referral and intake information, court decisions and dates, supervision decisions and dates, ongoing review and updates of case records, and the conclusion of youth justice work; (b) maintain service standards, which are the same for child welfare out-of-home care cases. See <https://dcf.wisconsin.gov/files/cwportal/policy/pdf/yj-standards.pdf>.

11. Since 2019, DCF has trained county staff on the youth assessment screening instrument (YASI), which county staff use to consider a youth's risk to re-offend in the context of the youth's needs and strengths, and to develop case plans. Counties can use YASI to divert youths who are determined to be at low-risk, and less likely to re-offend, from formal court proceedings. Use of the assessment tool by all counties is intended to provide consistency throughout the state, and provide a common measure of the effectiveness of interventions. County use of the YASI has been phased in during the past three years. As of July, 2022, all counties received this training.

12. Although there is some overlap between child welfare and youth justice cases, DCF notes that enhancements are needed to expand and customize eWiSACWIS to support data collection and reporting on community-based youth justice services. In addition, funding is needed to support data collection and reporting on youth justice. For example, DHS proposes to add youth justice data in its data warehouse, develop public dashboards similar to those that are currently available for child protective services, and develop other data reports and dashboards that local agencies can use to monitor and improve their work. For examples of DCF's current, publicly available child welfare reports and dashboards, see <https://dcf.wisconsin.gov/childcare/parent-portal/info>

13. DCF proposes to create a similar data reporting and case management system for youth justice cases as currently exists for child welfare cases through eWiSACWIS. DCF would likely make these systems changes by purchasing additional programming services with the current eWiSACWIS vendor, CGI.

14. It is unlikely that DCF could absorb costs of expanding a youth justice case management component of eWiSACWIS as part of the funding DCF currently budgets for eWiSACWIS without forgoing other systems changes that support child welfare functions, or reducing systems maintenance services that CGI currently provides.

15. AB 43/SB 70 would provide \$1,176,000 (\$740,900 GPR and \$435,100 FED) annually for DHS to purchase contracted programming services to develop a system for managing youth justice cases. The funding in the bill reflects the costs of 5.0 contracted programmers, each working 1,960 hours at a cost of \$120 per hour. DCF currently claims Title IV-E funds for youth justice systems development work at approximately 37% of project costs. The amounts in the bill would be provided as ongoing, rather than one-time funding.

16. Once created, county and state youth justice workers could benefit from using a statewide case management system, as the information contained in the system could help better inform staff on costs and outcomes when making service decisions. In 2021, counties reported spending approximately \$169.1 million on services they provided to delinquent youths and status offenders, based on information counties reported to the program participation financial reporting system (PPS) administered by the Department of Health Services. Based on the annual amount of funding counties spend on services to youths involved in the justice system, the one-time costs of this item, intended primarily to assist county youth service workers, can be justified.

17. The total number of programming hours needed to create a youth justice case management system, and therefore the cost of the project, is unknown. If the Committee approves funding in the bill to support additional programming hours, the agency would have dedicated, ongoing staff to develop the system, consistent with the Administration's recommendation. Funding would be available in the agency's base funding to continue work on the project in the 2025-27 biennium (if needed), or to increase support for other eWiSACWIS projects to assist county child welfare or youth justice workers. [Alternative B1]

18. Alternatively, the Committee could provide the funding in the bill for these programming services on a one-time basis in the 2023-25 biennium, rather than provide ongoing funding for the project. If the Committee selects this alternative, it could review the Department's progress in completing the project, and project costs, as part of the 2025-27 budget deliberations. [Alternative B2]

19. The Committee could reduce the amount of funding in the bill to support fewer programming hours, equivalent to 3.0 contracted programmers, which would either require DCF to reduce the scope of the youth justice case management system, delay completion of the project, or reduce or eliminate other eWiSACWIS projects that, in the past, have been funded through one-time funding reallocations. Under this option, \$705,600 (\$444,500 GPR and \$261,100 FED) would be provided annually for programming services, and, unlike the proposal under Alternative B2, would continue as part of the agency's base funding. [Alternative B3]

20. A fourth option would require counties to contribute, on a one-time basis, a share of the state's cost of the system enhancements, as these enhancements are primarily intended to assist counties in administering juvenile justice programs. Currently, DCF bills counties, or reduces counties' children and family aids allocations, for the costs of implementing and operating eWiSACWIS. Revenue from county collections is credited to a program revenue appropriation that authorizes DCF to expend all moneys the agency receives from counties to develop and operate eWiSACWIS, with base funding equal to \$581,300.

21. In 2022-23, the county contribution for the base eWiSACWIS vendor contract is approximately 11% of the cost of the base contract (\$5,270,000). The Committee could require counties to fund 11% of the one-time costs of implementing the juvenile justice-related enhancements to eWiSACWIS. Under this option, \$1,176,000 (\$611,500 GPR, \$435,100 FED and \$129,400 PR) would be provided in 2023-24 and 2024-25 on a one-time basis to support the cost of programming hours DCF believes is necessary to complete the project. The current DCF appropriation PR appropriation would be modified to authorize DCF to use county funds to support costs of developing the youth justice case management and reporting system. [Alternative B4]

### **C. YASI Licensing Fees And Related Costs**

22. The statutes require DCF to make available to all counties a juvenile classification system that includes at least the following elements: (a) a risk assessment instrument for determining the probability that a juvenile who has committed an offense will commit another offense; (b) a needs assessment instrument for determining the service needs of a juvenile who has committed an offense; and (c) a services and placement guide for integrating the risk and needs of a juvenile who has committed an offense with other factors to determine an appropriate placement and level of services for the juvenile. As previously indicated, DCF uses YASI software for these services.

23. In 2022-23, DCF will pay Orbis, the firm that created YASI, annual licensing fees (\$175,800). DCF will also purchase coaching toolkits (\$10,000) and consultation services (\$3,600). These costs are currently funded by county fees credited to a DCF program revenue appropriation that authorizes DCF to expend all moneys the agency receives for providing state mailings, special computer services, training programs, printed materials and publications relating to children and family services, for these purposes ("fees for administrative services").

24. AB 43/SB 70 would provide \$195,800 GPR in 2023-24 and \$204,600 GPR in 2024-25 to fund YASI licensing fees and related costs so that counties would no longer pay these costs beginning in 2023-24. Funding would be provided to support inflationary increases in the cost of licensing fees and eWiSACWIS integration and reporting costs. This would enable DCF to comply with the statutory requirement that DCF "make available" these services to counties.

25. The Committee could adopt the funding increases in AB 43/SB 70 so that the state, rather than counties, would assume these costs, beginning in 2023-24 [Alternative B1]. If no additional funding were provided for this purpose, DCF would need to either reallocate base funds to fund ongoing YASI fees and related costs, or require counties to pay these costs. [Alternative C2]. If this option is selected, the current statutes relating to the Department's responsibilities to "make available" the risk assessment instrument could be modified to "make available and may charge counties for costs relating to the risk assessment instrument."

## **ALTERNATIVES**

### **A. eWiSACWIS -- Child Welfare Enhancements**

1. Provide \$2,687,700 [(\$1,505,100 GPR and \$913,800 FED (Title IV-4) and \$268,800 FED (TANF)] in 2023-24 and 2024-25 to fund eWiSACWIS systems enhancements in the 2023-25

biennium. Of the amounts budgeted in 2024-25, \$2,150,100 [(\$1,204,100 GPR, \$731,000 FED (IV-E) and \$215,000 FED (TANF))] in 2024-25 would be provided as one-time funding.

<b>ALT A1</b>	<b>Change to Base</b>
GPR	\$3,010,200
FED	<u>2,365,200</u>
Total	\$5,375,400

2. Provide \$1,343,900 [(\$752,600 GPR and \$456,900 FED (Title IV-4) and \$134,400 FED (TANF)] in 2023-24 and 2024-25 as ongoing funding to support eWiSACWIS systems enhancements.

<b>ALT A2</b>	<b>Change to Base</b>
GPR	\$1,505,200
FED	<u>1,182,600</u>
Total	\$2,687,800

3. Take no action.

## **B. Youth Justice Case Management and Reporting System**

1. Provide ongoing funding of \$1,176,000 (\$740,900 GPR and \$435,100 FED) in 2023-24 and 2024-25 to fund programming services provided by 5.0 FTE contracted staff to develop a youth justice case management and reporting system.

<b>ALT B1</b>	<b>Change to Base</b>
GPR	\$1,481,800
FED	<u>870,200</u>
Total	\$2,352,000

2. Provide one-time funding of \$1,176,000 (\$740,900 GPR and \$435,100 FED) in 2023-24 and 2024-25 to fund programming services provided by 5.0 FTE contracted staff to develop a youth justice case management and reporting system.

<b>ALT B2</b>	<b>Change to Base</b>
GPR	\$1,481,800
FED	<u>870,200</u>
Total	\$2,352,000

3. Provide \$705,600 (\$444,500 GPR and \$261,100 FED) annually to fund programming

services provided by 3.0 FTE contracted staff to develop a youth justice case management and reporting system.

<b>ALT B3</b>	<b>Change to Base</b>
GPR	\$889,000
FED	<u>522,200</u>
Total	\$1,411,200

4. Provide one-time funding of \$1,176,000 [\$611,500 GPR, \$435,100 FED and \$129,400 PR (county funds)] in 2023-24 and 2024-25 to develop a youth justice case management and reporting system. Modify the current DCF PR appropriation to authorize DCF to use county funds to support costs of developing the youth justice case management and reporting system in the 2023-25 biennium.

<b>ALT B4</b>	<b>Change to Base</b>
GPR	\$1,223,000
FED	870,200
PR	<u>258,800</u>
Total	\$2,352,000

5. Take no action.

#### **C. YASI Licensing Fees and Related Costs**

1. Provide \$195,800 GPR in 2023-24 and \$204,600 GPR in 2024-25 to fund YASI licensing fees and related costs.

<b>ALT C1</b>	<b>Change to Base</b>
GPR	\$400,400

2. Authorize DCF, at its option, to charge counties for costs relating to the youth assessment instrument, and to credit all funds it collects from counties to the PR appropriation that permits DCF to expend all moneys the agency receives from fees for administrative services.

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## **CHILDREN AND FAMILIES**

### **Child Welfare**

#### **LFB Summary Items for Which No Issue Paper Has Been Prepared**

<u>Item #</u>	<u>Title</u>
7	Division of Milwaukee Child Protective Services -- Aids Payments and Contracted Services
16	State Out-Of-Home Care and Adoptions Reestimate
18	Qualified Residential Treatment Program Training

