



State of Wisconsin

2011-13 Biennial Report

October, 2013

Wisconsin Department of Children & Families

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Eloise Anderson, Secretary

This is the 2011-2013 biennial report of the Wisconsin Department of Children & Families. It is an overview of the department's organization, programs, and budget.

Section 15.04 of the Wisconsin statutes directs departments and independent agencies to submit biennial reports to the Governor and Legislature. These reports address the operations and goals of the departments and agencies. In the past, biennial reports were one of the few comprehensive sources of information on state administrative agencies. With the advent of the internet, detailed supplemental information is now available at any time.

We encourage readers to consult the department's website at dcf.wisconsin.gov for more information on specific programs.

DEPARTMENT OF CHILDREN & FAMILIES
BIENNIAL REPORT 2011-13
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INTRODUCTION

AGENCY DESCRIPTION

The Department of Children and Families works in partnership with local governments, tribes, health and social services agencies, private providers, and concerned and affected citizens to:

- Protect and promote child, family and community well-being through integrated programs offering a family-centered approach to service delivery.
- Administer the statewide child welfare system by working with local governments, health and social services agencies, and private providers to protect children and establish permanency plans for the care and placement of these children.
- Manage child protective services in Milwaukee County.
- Administer the Wisconsin Works (W-2) and Wisconsin Shares (child care subsidy) programs.
- Manage child care certification in Milwaukee County.
- Maintain systems to collect and disburse child support payments, and encourage county efforts to establish paternity and support.

MISSION STATEMENT

The mission of the Department of Children and Families is to improve the economic and social well-being of Wisconsin's children, youth and families. The Department is committed to protecting children and youth, strengthening families, and supporting communities.

The five overarching goals of the Department include:

1. Make certain children and youth are nurtured, safe and engaged.
2. Enhance prevention and early intervention efforts throughout Wisconsin.
3. Provide families access to quality early care and education.
4. Promote economic security and stability for parents.
5. Engage fathers in the lives of their children.

INTERNAL STRUCTURE

OFFICE OF THE SECRETARY

The Department is headed by Secretary Eloise Anderson, who was appointed by Governor Walker and confirmed by the Senate.

The Secretary administers the Department with the assistance of an appointed Deputy Secretary, Assistant Deputy Secretary, and Administrators for the Department's divisions:

- Division of Early Care and Education
- Division of Family and Economic Security
- Division of Management Services
- Division of Safety and Permanence

The Secretary also appoints the Chief Legal Counsel; Legislative Director; Communications Director; and Office of Urban Development Director. The Secretary's Office also includes the Tribal Relations Director.

As of June 30, 2013, the Department had seven hundred ninety-four and one-half authorized full-time equivalent (FTE) positions, including permanent and project positions in both the classified and unclassified service.

There are two statutory councils attached to the Department: the Governor's Council on Domestic Abuse that advises the Secretary and the Legislature on matters of domestic abuse policy and funding; and the Milwaukee Child Welfare Partnership Council that advises the Department on Milwaukee County child welfare issues. In addition, the Child Abuse and Neglect Prevention Board is attached to the Department for administrative purposes.

PROGRAMS, GOALS, OBJECTIVES AND ACTIVITIES DEVELOPED IN THE 2013-15 BIENNIAL BUDGET

PROGRAM 1: CHILDREN AND FAMILY SERVICES

- Goal: Develop effective, efficient, accessible human service systems that provide quality care, service and support.

Objective/Activity: Reduce the incidence of child abuse and neglect among Wisconsin children through the Brighter Futures Initiative; Safe and Stable Families Program; Title IV-E; Prevention of Child Abuse and Neglect Program projects; and other child abuse and neglect prevention efforts.

- Goal: Ensure that Wisconsin children are safe from abuse and neglect.

Objective/Activity: Reduce the rate at which children do not experience a repeat instance of abuse or neglect within six months of a substantiation of maltreatment.

- Goal: Increase the speed with which the state can find a permanent home for children involved in the child welfare system.

Objective/Activity: For children in out-of-home care for at least seventeen months, increase the percentage of children who have an adoption finalized within twelve months.

PROGRAM 2: ECONOMIC SUPPORT

- Goal: Promote the self-sufficiency of participants by providing services that result in increased earned income and promote placement in unsubsidized employment.

Objective/Activity: Increase the percentage of W-2 participants who obtain unsubsidized employment so that more parents are earning a wage to support their families.

Objective/Activity: Increase the employment placement average hourly wage of Wisconsin Works (W-2) participants.

- Goal: Promote family stability and the movement to self-sufficiency by providing child care subsidies to low-income working families at less than two hundred percent of the federal poverty level.

Objective/Activity: Maintain prior fiscal year levels for child care subsidies that assist low-income families in obtaining and retaining employment.

- Goal: Increase family income by ensuring child support payments are paid timely and in full by non-custodial parents.

Objective/Activity: Increase the percentage of total child support payments received on time.

PERFORMANCE MEASURES

2011 AND 2012 GOALS AND ACTUALS

Prog. No.	Performance Measure	Goal 2011	Actual 2011	Goal 2012	Actual 2012
1.	Rate of child abuse and neglect victimization in Wisconsin per 1,000 children under 18 years of age.	4.8	3.6	3.0	3.6
1.	Maintain the rate at which children do not experience a repeat instance of maltreatment within 6 months of a substantiation	99.68%	95.15%	99.68%	95.12%
1.	Increase the percentage of children in out-of-home care for at least 17 months who have an adoption finalized within 12 months.	22.7%	20.3%	22.7%	24.1%
2.	Maintain or increase W-2 hourly average wage at time of employment placement.	\$8.65	\$8.93 (CY)	\$8.95	\$8.96 (CY)
2.	Maintain the number of families receiving child care subsidies.	52,000	52,844	52,000	52,634
2.	Increase the number of child support payments collected in the month due.	71%	66.2%	72%	67.1%

2013, 2014 AND 2015 GOALS

Prog. No.	Performance Measure	Goal 2013	Goal 2014	Goal 2015
1.	Rate of child abuse and neglect victimization in Wisconsin per 1,000 children under 18 years of age.	3.5	3.4	3.3
1.	Maintain the rate at which children do not experience a repeat instance of maltreatment within 6 months of a substantiation	94.6%	94.6%	94.6%
1.	Increase the percentage of children in out-of-home care for at least 17 months who have an adoption finalized within 12 months.	22.7%	22.7%	22.7%
2.	Increase the percentage of W-2 participants who obtain unsubsidized employment	20%	22%	24%
2.	Maintain or increase W-2 hourly average wage at time of employment placement.	\$9.00	\$9.00	\$9.00
2.	Maintain the number of families receiving child care subsidies.	52,000	52,000	52,000
2.	Increase the number of child support payments collected in the month due.	68%	69%	70%

DIVISION OF EARLY CARE AND EDUCATION

The Division of Early Care and Education has four bureaus whose mission is to provide access to affordable, high-quality child care and early education experiences; enhance children's development; and, support families in work and parenting roles.

Bureau of Child Care Administration/Shares (BCCA)

The Bureau of Child Care Administration was established in 2010 to provide a stronger focus on the administration of the Wisconsin Shares program, including the Department's increased program integrity and anti-fraud efforts. Wisconsin Shares is a child care subsidy program that provides child care assistance to low-income parents who are working or preparing to enter the workforce.

Accomplishments

- Wisconsin Shares served over fifty-two thousand families and eighty-nine thousand children in state fiscal year 2012 by providing low income parents with access to affordable child care so that they were able to find and maintain employment.
- The amount spent on Wisconsin Shares payments in state fiscal year 2013 was nearly \$137 million less than the annual amount budgeted for Shares payment prior to the Department undertaking its child care fraud detection and prevention efforts.
- Some of this reduction could have been attributable to the economy and Shares policy changes; however, clearly the vast majority of these savings were the result of the Department's fraud prevention, detection and prosecution efforts. These actions have resulted not only in the collection of overpayments, but most importantly the avoidance of costs in the first place.

Bureau of Quality Improvement (BQI)

The mission of the Bureau of Quality Improvement is to provide access to affordable, high-quality child care and early education experiences.

Accomplishments

- There are four thousand six hundred and seventy programs participating in YoungStar, and three thousand three hundred and thirteen are currently caring for at least one child in the Wisconsin Shares program. There are forty-three thousand two hundred and eighty Wisconsin Shares Children in Young Star rated programs.
- The bureau administered the \$3.9 million annual Teacher Education and Compensation Helps (TEACH) scholarship program to help the child care workforce improve their educational qualifications. The bureau awarded two thousand three hundred and twenty-three scholarships to child care teachers and directors in state fiscal years 2011 and 2012.
- The bureau funded eleven Supporting Families Together Association (SFTA) agencies with \$2.6 million to serve families and providers in seventy-two counties and eleven tribes. For calendar year 2012, there were two thousand and eighty-seven providers that received technical assistance in family programs; five thousand three hundred and ninety-five providers in group programs; eight thousand seven hundred and seventy-four families received services.

Milwaukee Early Care Administration (MECA)

Since January 1, 2010, the Milwaukee Early Care Administration is responsible for early childhood care and education in Milwaukee County.

Accomplishments

- A main focus of the past year has been integrity and quality of authorizations issued. In October 2012, MECA developed and implemented a quality assurance initiative to ensure that Wisconsin Shares dollars are used and applied appropriately.
- MECA's fraud efforts included:
 - The Client Investigations Unit establishing over \$5 million dollars in client overpayments by conducting over one thousand eight hundred investigations.
 - The Provider Services Unit completing almost \$75,000 in negative adjustments through attendance audits.
- Customer service in Milwaukee was improved by implementing a new service delivery system that allows families to receive authorizations in a more efficient manner.
- Second and third shift compliance monitoring of certified child care providers in Milwaukee County was operationalized to ensure adherence to certification standards.

Bureau of Early Care Regulation (BECR)

The Bureau of Early Care Regulation is responsible for the licensing and regulation of child care. The bureau regulates family and group child care centers and day camps.

Accomplishments

- The National Association of Child Care Resource and Referral Agencies (NACCRRRA) ranks Wisconsin 4th in the nation for its strong child care rules in their 2012 state rankings. Wisconsin's child care administrative rules continue to receive high scores nationally because of the health and safety requirements, orientation training requirements and requirements for continuing education.
- In the 2011-2013 biennia, seven hundred and forty-eight new child care centers were licensed. This helps to ensure that parents have access to licensed child care.
- In the 2011-2013 biennia, licensing staff conducted twenty-three thousand one hundred and seventy-three monitoring visits to licensed child care programs.
- The public search website received one hundred and sixteen thousand visits to the website resulting in three hundred and seventy-three thousand page views of child care programs from people looking for information about location, name, hours of operation, YoungStar rating, and any licensing issues related to compliance and non-compliance.
- Updates occurred for the certification partner website, and publication of updated materials for certification related to background checks and more regular provision of information through development and dissemination of an informational newsletter.

DIVISION OF FAMILY AND ECONOMIC SECURITY

The Division of Family and Economic Security (DFES) has two bureaus: the Bureau of Working Families and the Bureau of Child Support. The mission of the division is to ensure parents will have economic security and stability.

Bureau of Working Families (BWF)

The Bureau of Working Families is responsible for administration of the Wisconsin Works (W-2), emergency assistance, and job access loan programs; the state's refugee programs and grants; the transitional jobs demonstration project; and the community services block grant.

Wisconsin Works (W-2) Program

Wisconsin Works (W-2) is Wisconsin's Temporary Assistance for Needy Families (TANF) program for low-income custodial parents of minor children. W-2 is a work-based program designed to assist parents to prepare for, obtain, and maintain employment. In addition, the W-2 program assists parents with disabilities to apply for either Supplemental Security Income or Social Security Disability Insurance as a means of providing economic stability for their families.

Accomplishments

- The division introduced significant changes to the W-2 service delivery and contract structure for contracts that took effect January 1, 2013.
 - DFES divided the state into ten geographical areas; four in Milwaukee and six in the balance of state.
 - DFES moved from a cost reimbursement contract model to a pay for performance contract. Contractors earn payments based on numbers of families served and specific employment related outcomes.
- Wisconsin met the federal work participation requirements in both federal fiscal year 2011 and 2012.
- In calendar year 2011, W-2 participants obtained eleven thousand, two hundred and fifty-five jobs. In calendar year 2012, W-2 participants obtained ten thousand three hundred and one jobs. From January 2013 through June 2013, W-2 participants obtained three thousand eight hundred and twenty-nine jobs.
- In calendar year 2011, four hundred fifty-one W-2 parents were determined eligible for Social Security Disability. In calendar year 2013, four hundred fourteen W-2 parents were determined eligible for Social Security Disability. From January 2013 through June 2013, one hundred and thirty-eight W-2 parents were determined eligible for Social Security Disability.
- The following 2011-13 biennial budget initiatives were successfully implemented: restricting the hours of participation in educational activities; decreasing the W-2 payment amounts and the hourly sanction amount; decreasing the length of time allowed for parents caring for newborns from twelve weeks to eight weeks; and allowing case management services and child care for applicants who are ready for unsubsidized employment.

Transitional Jobs Demonstration Project

DFES established the Transitional Jobs Program (TJDP) in the fall of 2010 with the federal American Recovery and Reinvestment Act funding to provide low income adults with an immediate income, an opportunity to develop the skills and experience their labor market demands, and a positive work history. It provided those without other options with longer-term career preparation and support to move to unsubsidized employment.

The TJDP program provided businesses with needed workers at no risk or expense to the business. Transitional workers added the most value to businesses that wanted to either open or expand, but could not immediately hire and pay new employees due to reduced revenue or reduced access to short-term credit lines. The TJDP concluded June 2013.

Accomplishments

- DFES administered the TJDP in thirty eight counties through partnerships with seventeen contracting agencies located in Milwaukee County (MIL) and the Balance of State (BOS).
- Over eight hundred and eighty businesses and organizations participated as host sites. These host sites included for-profit, non-profit, and governmental firms.
- A total of four thousand and seventy-two workers went through the orientation phase from September 2010 through June 2013.
- A total of three thousand three hundred and eight people were placed in a subsidized job (81%).
- A total of 2105 obtained unsubsidized employment (63% of those placed in subsidized jobs).
- DCF conducted an evaluation of the impact of TJDP with two thousand and fifty-two of the participants.
- Key findings from the evaluation included:
 - The amount of workers' earnings increased post participation by one hundred and ten percent.
 - The amount of child support payments increased post participation by one hundred and forty-five percent.
 - Felons were less successful obtaining unsubsidized employment and when they did obtain employment they earned on average nineteen percent less than non-felons.

Refugee Programs

Refugee programs operated by BWF assist refugees to achieve economic self-sufficiency and social self-reliance. Partner agencies provide direct services which include employment and supportive services (such as health screenings, English as a Second Language instruction, family-focused case management, job development, mental health screenings, and short-term services).

With funding from the Office of Refugee Resettlement in the U.S. Department of Health and Human Services' Administration for Children and Families, DCF administers a number of refugee grant programs including: Refugee Cash Assistance, Refugee Medical Assistance, Social Services, Formula and Discretionary Targeted Assistance Grants to address employment barriers, Older Refugee Program, Preventive Health Program, and Supplemental Services for Recently-Arrived Refugees to Wisconsin (including secondary migrants).

Accomplishments

- From October 2011 through July 2013, two thousand one hundred and seventy-one refugees from twenty-two countries arrived to Wisconsin from: Afghanistan, Bhutan, Nepal, Burma, Myanmar, Burundi, China, Congo, Cuba, Egypt, Eritrea, Ethiopia, Iraq, Jordan, Kryrgyzstan, Laos, Palestine, Russian, Rwanda, Somalia, Sudan, Syria, Uganda, and Vietnam. All were served with cash and medical assistance, assistance to enter employment, and K-12 school enrollment where appropriate. In addition, two thousand one hundred and fourteen arrivals from years 2009-2011 continued to be eligible for refugee programs and were served as needed with social, employment, behavior/mental health, and citizenship-preparation services.
- In Federal Fiscal Year 2012, fifty-one percent of refugees participating in refugee employment programs got a job; forty-nine percent of refugees on federal cash assistance obtained work, resulting in the elimination or reduction W-2 or refugee cash assistance; fifty-three percent of refugees who were did not receive cash assistance, but accessed employment or social services programs also found jobs. A total of one thousand four hundred and twenty-two refugee adults were served in employment-assistance programs during 2012.
- The Department successfully completed a Supplemental Service grant to provide more intensive orientations in Milwaukee to refugees arriving from Burma, and to provide basic information and referral services to Somalis arriving to the Green Bay area from other places of resettlement in the U.S. (known as secondary migration).
- A new service component featuring eight weeks of intensive oral English as a second language instruction and thorough cultural orientation for newly-arriving refugee adults was instituted by the four resettlement agencies in Milwaukee to help address initial barriers to employment and social integration.
- A new resettlement program run by World Relief was established in Oshkosh in 2012 and serves the Fox Valley area, becoming a new local partner and contractor for state refugee services.

Community Services Block Grant

The purpose of the Community Services Block Grant (CSBG) is to empower people and communities to overcome the effects of poverty and to support their progress toward greater self-sufficiency. Federal and State statute mandate that ninety percent of CSBG funds be distributed by formula to the sixteen Community Action Agencies (CAAs) and the migrant and seasonal farm worker organization UMOS. Each CAA is a not-for-profit corporation that provides direct services to low-income individuals, families, and communities within specific geographic areas. Direct services provided by these agencies include: employment and training, adult literacy, financial literacy, housing assistance, small business development, transportation assistance, affordable housing development, parenting and family support, emergency food and clothing, energy assistance, weatherization, and special projects for child and youth development. Each organization conducts a comprehensive needs assessment within its service area and tailors programming to these needs.

Accomplishments

- In federal fiscal year 2012, CSBG agencies served three hundred thirty-five thousand, three hundred and forty-nine low-income individuals in one hundred eighty thousand, two hundred and fifty-eight families. This included one hundred and fourteen thousand, four hundred and

seven children, thirty-nine thousand, two hundred and twenty-two people with disabilities, forty-four thousand, seven hundred and forty-two seniors, and thirty-eight thousand, eighty-five people who lacked health insurance.

- For every \$1.00 of CSBG, the Wisconsin Network leveraged \$27.35 from federal, state, local, and private sources including the value of volunteer hours. \$8,203,350 CSBG dollars supported the core activities of the Wisconsin Network. The Wisconsin Network total funding was \$204,256,381.

Bureau of Child Support (BCS)

The Bureau of Child Support's goals are to ensure that children have the financial support of both their parents, to foster responsible behavior towards children; to emphasize that children need to have both parents involved in their lives; and to reduce welfare costs.

Wisconsin Child Support Program

The Wisconsin Child Support Program helps parents get court orders for financial and medical support for their children through the assistance of county and tribal child support agencies. It also enforces those orders when needed through a variety of court and administrative enforcement methods such as contempt actions, license suspension, passport denial and account seizures; ensuring that all money collected is paid out timely and correctly. The program handles over three hundred and seventy thousand child support case management cases and over one hundred and twenty-four thousand financial management cases.

Accomplishments

- Nationally, Wisconsin is ranked 4th in current child support collected for federal fiscal year 2012 and collects two percent more in total payments on cases with arrears than the national average.
- In federal fiscal year 2012, Wisconsin collected \$6.44 for every dollar spent on the program compared to the national average of \$5.16 for every dollar spent.
- The amount of information available to child support customers on their cases continues to increase through improvements to the Child Support Online Services website. The site now receives over sixty-seven thousand visits from child support customers each week.
- Wisconsin was chosen as one of eight states to implement the Child Support Non-Custodial Parent Demonstration (CSPED) project. This project is funded by a \$2.4 million grant to increase the amount, reliability, and regularity of child support payments through increased employment services, innovative parenting programs, and more flexible guidelines that workers will use to help non-custodial parents set and achieve payment goals.
- Almost one hundred percent of the \$3-4 million collected daily on child support cases is disbursed to payees within forty-eight hours.
- Wisconsin embarked on a project that will modernize the automated system it uses to produce the four million case-related notices, letters, and other documents it provides to case participants each year.

DIVISION OF MANAGEMENT SERVICES

The Division of Management Services (DMS) is responsible for providing the administrative support services to the Department as well as budget, regional operations and performance management. The administrative support services include the following key functions: Agency Operations, Continuity of Operations, Finance, Human Resources, and Information Technology.

Agency Operations

The Agency Operations unit is responsible for the management of the Department's facilities around the state. Agency Operations is also responsible for the management of the Department's records and forms in accordance with state statutes as well as civil rights compliance for entities funded by the Department.

Accomplishments

Madison

- Moved Southern Regional Office from GEF 3 to the Department of Revenue building on Rimrock Road, October 2012 (23 staff)
- Moved Bureau of Working Families staff from GEF 1 to GEF 3, November 2012 (6 staff)
- Moved Bureau of Safety & Well-Being staff from GEF 1 to GEF 3, January 2013 (18 staff)

Green Bay

- Surged staff out, remodeled 4th Floor, and moved staff back, December 2012 (25 staff)

Milwaukee

- Ended the Department's lease at Water Street and moved the staff into the Milwaukee State Office Building (February 2013 moved 28 staff, ended lease March 2013).
- Completed the construction of the new BMCW building and started moving staff from three locations into the new building in August 2013.

Continuity of Operations (COOP)

The Department is required to develop and maintain Continuity of Operations Plans (COOP) in order to ensure that all mission critical, time-sensitive business services are restored in the event of a disruption to normal business operations. Such disruptions may include building outages, pandemic illnesses or cyber-attacks. Time-sensitive services are defined as those which need to be recovered and operational within thirty days of a disruption.

Accomplishments

- Developed and maintained eighteen separate COOP service plans which cover all time-sensitive business services in the Department.

- Conducted a full functional exercise at its Bureau of Milwaukee Child Welfare (BMCW) in November 2011. BMCW has the highest priority level COOP service plan in the Department since BMCW is responsible for responding to allegations of child abuse and neglect in Milwaukee County. This exercise tested the ability of BMCW to relocate the telephone access lines used to report abuse and neglect.
- Successfully evacuated more than forty staff from the Department's Milwaukee Early Care Administration (MECA) as a result of a five-alarm fire across the street from the building in June 2012. The COOP service plan was activated, and employees were relocated to an alternate site. Within one hour of the evacuation, the MECA Call Center and the Authorization Services Section were back up and operational.
- Conducted an onsite functional exercise of its Incident Command System and three critical COOP service plans in November 2012 at the Department's primary alternate site in Madison at the Department of Agriculture, Trade and Consumer Protection. This exercise included the relocation of key personnel from the Secretary's Office, including Secretary Anderson, and the complete set-up of computers and online operations at the alternate site.

Bureau of Finance (BOF)

The Bureau of Finance is responsible for the accounting and financial reporting of all funds administered by the Department. The bureau provides financial services including accounts payable, accounts receivable, general accounting, federal reporting, and financial systems processing. The bureau also provides contract and procurement services, collection services for public benefit programs, audit and review services, financial consultation, and operating budget assistance to the program divisions in order to ensure sound financial policy and procedures throughout the Department.

Accomplishments

- Completed implementation of several systems improvements to increase uniformity and efficiency in the bureau and across the Department including a Transaction Editor (TED), a Cost Allocation System (CAL), and a Procurement Card Account Log System (PAL), as well as initiated system improvements currently in progress for the Random Moment Sampling and Random Moment Time Study systems and a web Benefit Recovery system.
- Continued to provide effective leadership in properly accounting for the approximately \$1 billion in funds the Department receives. Grant funds were maximized while maintaining compliance with the myriad of rules, regulations and dozens of appropriation lines.
- Issued one thousand, six hundred and fifty-four contracts to contractors, grantees, and local and tribal governments. The bureau implemented an automated document signing system to streamline contract signature processes. The system allows for electronic signature, routing, and distribution of contracts. This has led to increased efficiency and cost savings in staff time and document production, as well as significantly decreasing delays caused by contracts in need of review and signature being in transit.
- Worked to simplify the negotiation process with counties for child welfare, child care, and child support by establishing consistent terminology and standardizing contracts.
- Worked to improve and strengthen rate regulations for child-placing agencies, group homes, and resident care centers, developing rate maximums and working to set rates for child welfare

out of home care providers. This improved the quality of care providers offered, while setting appropriate payment rates.

- Reorganized in Fiscal Year 2012 to add a fiscal integrity and audit section, strengthening subgrantee and contractor financial oversight. The section also provides technical assistance and reviews of subgrantee and contractor required single audits. The fiscal integrity and audit section has collected over \$1,000,000 in returned excess reserves and profit, and disallowed costs.
- Executed collections for AFDC, W-2, Child Care Providers, Child Care Recipients, Food Share, Job Access Loans, and Medical Assistance. The collection section recovered \$14,195,758.08 using a variety of methods as allowed by each specific program area, including lien, levy, federal and state tax intercept, recoupment, and voluntary pay.

Bureau of Human Resources (BHR)

The Bureau of Human Resources assists management, supervisors, staff and the general public with a variety of staffing, recruitment, personnel transactions, employment relations, affirmative action, workforce placing, employee assistance program (EAP), human resources and payroll related concerns, issues and questions.

Accomplishments

- Hired four-hundred and forty-nine classified, six unclassified, twenty project and thirty-nine long term employees (LTE). Seven W-2 candidates were hired and in calendar year 2012, twenty-eight percent of permanent hires were racial and/or ethnic minorities.
- Accreted over sixty Milwaukee County employees assigned to MECA to State Service effective 10-01-2011 which involved:
 - The creation of a new classification for MECA (Child Care Subsidy Specialist (CCSS) Entry, Objective, Senior and Advanced).
 - Updating or developing position descriptions for fifteen different classification specs.
 - Conducting research and verifying wages for all MECA employees.
 - Creating new employee benefit packets, appointment letters or certification requests.
 - Presenting benefit orientations and providing follow up consultation to help employee's process new hire paperwork.
- Achieved staffing delegation as of May 6, 2012 from the Office of State Employment Relations (OSER). Staffing delegation was requested in January of 2012 and DCF was verbally notified on March 23, 2013 after a thorough audit of the unit's recruitment-related work and documentation. A one year follow up audit was conducted by OSER and staffing delegation continues for the DCF human resources (HR) team with another audit to be scheduled in three years.
- Created a new thirty-two chapter supervisor manual to incorporate the changes from Act 10 which included:
 - The creation of fifteen new HR policies.
 - Updates to thirty-two existing HR policies.
 - Updates to all eighteen sections of the employee handbook.

- Conducted several classification surveys resulting in the following classification changes:
 - Area Administrators becoming DCF Program Supervisors.
 - Social Worker and Social Worker - Advanced classifications changed to Initial Assessment Specialists.
 - Child Protective Services Manager and Child Protective Services Site Supervisor classifications abolished and replaced with the new classifications of Initial Assessment Supervisor and Initial Assessment Program Manager.
- Developed and implemented a comprehensive recruitment plan to diversify Social Worker applicants at the Bureau of Milwaukee Child Welfare (BMCW). The recruitment plan included coordinated outreach efforts with historically black colleges and black fraternities and sororities, in addition to all schools in the Midwest with Social Work programs.
- Provided a variety of trainings including:
 - Six supervisor orientation training sessions to review the new supervisor manual, policies and handbook.
 - Fourteen new employee orientations in Madison and Milwaukee.
 - Performance evaluation (PPD) training sessions in Madison and Milwaukee.
 - Workplace Bullying and Harassment Training for BMCW.
 - PTASWeb training for BMCW.
 - Four Behavior Based Interview trainings in Madison and Milwaukee.
 - Ten Employee Assistance Program orientations.

Bureau of Information Technology Services (BITS)

The Bureau of Information Technology Services provides information technology (IT) services for the Department. The bureau's efforts continued to be significantly directed by the needs of the divisional program areas via the internal DCF Service Level Agreement/Project Identification process.

Accomplishments

- Implemented the 2013 W-2 Contract changes including:
 - Changes related to the new Performance Outcome Claims.
 - Incorporation of the new office structure.
 - Transferring the application data for individuals, placements and activities from old offices to the new ones
- Completed six major releases of the eWiSACWIS application. Enhancements included:
 - Integrated Case Plan.
 - Subsidized Guardianship/Adoption Amendments.
 - Confirming and Reconfirming Safe Environments.
 - Independent Living.
 - Title IV-E and Eligibility.

- Implemented the new debit card process after selecting a new vendor for Child Support/KIDS.
- Completed the State Services Portal project needed due to the phase out of federal government's system that provided access to Federal Tax Offset and Passport Denial applications on January 1, 2013. Access to these applications is now available through the OCSE State Services Portal (SSP). Modifications have been made to provide Wisconsin child support workers access to these applications via the SSP.
- Designed and implemented the IT configuration and setup for the new Bureau of Milwaukee Child Welfare building.
- Implemented Virtual Desktop Instance (VDI) storage and server redundancy to stabilize and enhance the DCF desktop infrastructure thus enabling the rollout of the new DCF network to all DCF staff.
- Completed internal BITS reorganization to create an independent Business Intelligence/Business Analytics section. This section will focus on serving the data presentation and analytics project requests from DCF program divisions as part of the IT Service Level Agreement (SLA) process.
- Completed the IV-E reimbursement data mart. The new data mart allows for increased accuracy and timeliness of IV-E federal claiming.
- Collaborated with the Bureau of Finance and Budget to implement a series of budget dashboards to enable better executive management and oversight of divisional budgets.
- Completed a child care public web site with YoungStar ratings, regulation details and reports of rating points achieved by each provider based on quality indicators. This website allows parents to make informed decisions on quality care for their child care needs.
- Used YoungStar ratings to increase reimbursements to 4 and 5-star providers and decrease reimbursements to 2-star providers. Reimbursements to 3-star providers remain unchanged. 1-star providers are not eligible for Shares subsidy.

Bureau of Regional Operations (BRO)

The Bureau of Regional Operations (BRO) provides support to DCF program divisions by overseeing contracts with local agencies administering DCF programs, conducting program monitoring and providing technical assistance to local service delivery providers. The BRO oversees contracts for the child care, child welfare, child support and W-2 programs. BRO staff monitors local agency performance, conduct reviews of local agencies, review customer complaints regarding local agency services, and facilitate regional meetings for local agency staff. The BRO is also responsible for monitoring compliance by contractor agencies with federal and state civil rights requirements.

Accomplishments:

- Participated in child welfare agency reviews, including reviews of child fatalities, egregious incidents and serious injuries that resulted from maltreatment, and Quality Service Reviews (QSR) conducted of counties' child welfare services. BRO staff assisted with technical assistance to agencies that had incident reviews, facilitated the development of QSR action plans, and supported agencies to complete their QSR action plans.
- Monitored documentation of caseworker contacts with children in out-of-home placement. Wisconsin was the only county-administered child welfare program in the nation to exceed the

federal ninety percent performance standard, achieving a rate of ninety-three percent for Federal Fiscal Year (FFY) 2013. Wisconsin is on track to reach a ninety-six percent rate, positioning the state to meet the higher federal standard of ninety-five percent that goes into effect in FFY 2015.

- Implemented a monitoring program for child care certification and conducted on-site certification monitoring reviews of forty-two counties and tribe.
- Conducted Wisconsin Shares child care quality assurance (QA) reviews to determine if local agencies were in compliance with Wisconsin Shares program eligibility and authorization requirements. In 2011, QA reviews were conducted for the federal Improper Payment Review. The 2012 state QA review results were used to establish a performance standard for county agencies in 2013.
- Conducted on-site monitoring reviews of child support agencies, with agencies reviewed on a three year cycle. Reviews of forty-eight counties were conducted during the biennium.
- Participated in the annual child support self-assessment case review process conducted by the Bureau of Child Support.
- Updated the W-2 program comprehensive monitoring guide and conducted on-site reviews of thirty-one W-2 agencies in the balance of state during the period of October 2011 through July 2012.
- Assisted in the transition of the W-2 program to new vendors and service areas in January 2013, assisting twenty-seven balance-of-state agencies to phase out their programs and four balance-of-state agencies to expand their service areas.
- Completed the reviews of twenty-five civil rights discrimination complaints filed by customers against local agencies during the biennium.

Bureau of Budget and Policy (BPP)

The Bureau of Budget and Policy assures that the Department's policy priorities for children and families are carried out by preparing the Department's biennial budget proposal; supporting the development and monitoring of annual operating budgets; participating in the development of Department policy and program initiatives; analyzing management and financial issues; and preparing fiscal notes on proposed legislation. The bureau serves as the liaison to the State Budget Office and the Legislative Fiscal Bureau (LFB).

Accomplishments

- Developed and submitted the Department's 2013-15 Biennial Budget request.
- Provided information to the Department of Administration (DOA) and the Legislative Fiscal Bureau (LFB) to allow them to complete their analyses of the Department's and Governor's budget requests.
- Created a series of automated dashboard reports, working with the Bureau of Information Technology Services, for detailed monitoring of operating budgets by bureau, appropriation and expenditure line.
- Rebalanced positions and continued funding within the Department to address program needs and strategic goals.

- Reallocated funding for the Temporary Assistance for Needy Families (TANF) and Child Care programs to reflect caseload and funding changes over the biennium.
- Submitted monthly reports to the Legislature's Joint Committee on Finance (JFC) related to fraud and program integrity efforts for the Wisconsin Shares program.
- Worked with Department staff and other agencies to identify maintenance of effort (MOE) funding to support the receipt of over \$54 million in federal TANF Contingency funds over the 2011-13 biennium.
- Assisted with the development and submission of eighteen discretionary grant applications to various federal agencies in the biennium.
- The Department was awarded funding on twelve of those eighteen applications totaling almost \$48 million.
- One of these grants was the federal Race to the Top Early Learning Challenge (RTTT-ELC). In partnership with the Department of Public Instruction (DPI) and the Department of Health Services (DHS), DCF led the development of the application for the grant competition and secured \$34 Million in funds, one of fourteen states nationwide to receive this competitive funding. The goal of the RTTT-ELC grant is to improve school readiness and reduce achievement gaps between children with high needs and their peers. Funds are available over four years (through December 2016) and will be used to implement key initiatives that increase the quality of early learning programs and increase children's access to these programs, and to develop an early childhood longitudinal data system aligned with the state's K-16 longitudinal data system. DCF is managing the grant in partnership with DPI and DHS.

Bureau of Performance Management (BPM)

The Bureau of Performance Management provides objective analysis of policy and program effectiveness and efficiency across program areas in support of the Department's mission and goals for children and families.

Research Agenda

The research agenda serves as a focal point for tracking research initiatives conducted across the department. BPM staff provides expert advice and guidance to programs across the Department on evaluation and research efforts.

Accomplishments

- Worked with the program divisions to develop successful grant applications and federal demonstration funding for the following programs:
 - IV-E Waiver Demonstration Project.
 - Race to the Top Early Learning Challenge
 - Wisconsin Educational Collaboration for Youth in Foster Care Grant.
 - Child Support Parent Employment Demonstration (CSPED) Program.
- Applied for and was awarded the Child Support Parent Employment Demonstration (CSPED) Evaluation. DCF was awarded \$13.165 million over five years in federal grant and matching funds to evaluate CSPED in eight sites including Wisconsin. BPM is overseeing the national

evaluation, which is being conducted by the University of Wisconsin-Madison Institute for Research on Poverty (IRP) in partnership with Mathematica Policy Research (MPR).

- Coordinated a series of Learning Exchanges with the Institute for Research on Poverty and the Wisconsin Policy Research Institute including:
 - Interaction between Child Welfare and Child Support.
 - Science-Based Framework for Early Childhood Policy.
 - Impact of Anti-Poverty Programs in the United States.
 - Multiple Program Participation.
 - Economic Power of Early Childhood Education in Wisconsin.
- Supported program divisions by providing evaluation support for Transitional Jobs, Real Work Real Pay, Alternative Response, Home Visiting, Healthy Families, In-home Safety Services, Trauma Informed Care Initiative, Fostering Futures, W-2 Customer Satisfaction Survey, and intergenerational W-2 receipt.
- Began development of the Early Childhood Longitudinal Data System (EC LDS), a cross-departmental system, designed to share Early Childhood data between programs housed in the Department of Public Instruction (DPI), the Department of Children and Families (DCF) and the Department of Health Services (DHS).

KidStat

As the Department's performance management approach, KidStat discusses data-driven reports and information in meetings where Department leadership and program staff hold each other accountable. KidStat is not simply another layer of reporting, but it the Department's main results-driven management tool. The Secretary leads bi-monthly meetings with each of the Department's three program Divisions and focuses on each program's key desired outcomes. BPM organizes the data for each Division's performance measures and produces materials that facilitate data-driven discussions. After each meeting, BPM distributes an action plan. This approach facilitates relentless follow-up from one meeting to the next by outlining specific requests and next steps.

Accomplishments

- Child Care Fraud: Between July 1, 2011 and June 30, 2013, the Division of Early Care and Education (DECE) established \$5.4 million in provider overpayments and over \$5.0 million in client fraud claims.
- Timely Reunifications Tied to the Milwaukee Child Welfare Settlement Agreement: In June 2012, the Bureau of Milwaukee Child Welfare (BMCW) met the Settlement Agreement standard for ensuring that at least seventy-one percent of all reunifications occurred within twelve months of entry into out-of-home care. As a result, BMCW was released from this Settlement Agreement provision in July 2012. By comparison, reunification performance in the first six months of 2011 was sixty-six percent.
- Transitional Job Placement: A total of four-thousand and seventy-two workers went through the orientation phase from September 2010 through June 2013. A total of three-thousand and thirty-eight were placed in a subsidized job (81%). A total of two-thousand, one-hundred and five obtained unsubsidized employment (63% of those placed in a subsidized job).

- Paternity Establishment for Child Support: From 2011 through 2012, statewide, DCF ensured that two-thousand, four-hundred and ninety-four more children had paternity established than the year prior. Performance on this measure is consistently above the federal benchmark.
- Bureau of Finance Fiscal Integrity and Audit Section (FIAS): Between July 2011 and June 2013, the FIAS collected over \$866,552 on funds owed to the Department. DCF created FIAS to provide increased oversight to providers funded by DCF, ensuring all funds are well spent.

Continuous Quality Improvement Section (CQI)

This section assesses the performance of local child welfare systems using an information/data gathering approach called the Quality Service Review (QSR). CQI has developed four individual QSR protocols to cover the core aspects of child welfare. Case reviews are held on site and include intensive interviews with key stakeholders (courts, families, youth, caregivers, contract providers, informal supports and others). CQI also conducts focus groups with parents, older foster youth, substitute caregivers, staff on all levels and key external stakeholders. Both qualitative and quantitative data is collected and used to determine ratings reported to the county and to the Division of Safety and Permanence. The results are an integral component of Wisconsin's federal Program Improvement Plan for child welfare and are used by the local agency to create an action plan to address issues identified in the review.

Accomplishments

- Reviewed child welfare practice in seventeen counties.
- Reviewed sixty individual counties utilizing the QSR ongoing protocol as of June 30, 2013. Eighteen of the sixty counties had their second review, five of the sixty counties had their third review and the Bureau of Milwaukee Child Welfare (BMCW) has been reviewed on four occasions.
- Developed the Wisconsin Indian Child Welfare Act (WICWA) QSR protocol to evaluate county implementation of WICWA in 2012. In 2013, CQI staff launched the WICWA review, partnering with the Midwest Child Welfare Implementation Center and the Children's Court Improvement Project in four counties and the Bureau of Milwaukee Child Welfare.
- Published two annual reports summarizing the findings across all counties reviewed in that year, in addition to individual reports on each county.

Performance Research and Evaluation Section (PRES)

This section conducts data analysis and performance reporting for the Bureau of Milwaukee Child Welfare. In 2002, the state entered into a Settlement Agreement in response to a federal lawsuit filed by Children's Rights Inc. (formerly known as American Civil Liberties Union Children's Rights Project) regarding the child welfare services in Milwaukee County. In order to be released from the Settlement Agreement, BMCW must achieve specific outcomes regarding the permanency, safety and well-being of Milwaukee County children in out- of- home care. PRES prepares all of the reports tied to the Settlement Agreement, works with BMCW and its contractors to collect and validate all of the data contained within these reports, and compiles the data generated by the BMCW complaint resolution process. In addition, PRES conducts record and onsite reviews of any child fatalities, egregious incidents and serious injuries that result from maltreatment when the child is being or has been served by BMCW.

Accomplishments

- Completed all required Settlement Agreement reports accurately and in a timely manner. Between July 2011 and June 2013, PRES completed four semi-annual comprehensive Settlement Agreement reports, presented at the public partnership council meetings. The partnership council is responsible for monitoring the progress of all of the Settlement Agreement measures. In addition, PRES completed twenty-four monthly reports and eight quarterly Corrective Action Plans (CAP). The CAP is a monitoring report associated with the Settlement Agreement and shows the success of the intervention strategies identified to improve performance and overall services for children and families in Milwaukee County.
- Conducted twenty-seven reviews of critical incidents in Milwaukee County. The purpose of the case review process is to evaluate the case practices of BMCW on cases where maltreatment is suspected as having a role in an egregious incident.
- Completed seven quarterly Customer Satisfaction and Complaint Resolution reports. The Bureau of Milwaukee Child Welfare implemented a complaint resolution process in an effort to resolve client complaints effectively and efficiently. PRES monitors data to identify patterns or trends among the complaints, and conducts customer satisfaction phone surveys with the complainants.
- Developed a modified placement stability measure for the federal lawsuit Settlement Agreement at the request of Division of Safety and Permanence administrators. The new measure is intended to better reflect the current work BMCW is doing to minimize the number of times children in foster care move between placements.

DIVISION OF SAFETY AND PERMANENCE

The Division of Safety and Permanence (DSP) has the program responsibility to keep children safe from abuse and neglect, provide child protective services to children who have been maltreated, achieve permanency for children who are removed from home, and improve the well-being of children involved with the child welfare service system. DSP also operates domestic violence services; the kinship care benefit program; adoption services including finalization of special needs adoptions, adoption assistance benefits, and adoption search; and licensing of child welfare service providers.

Bureau of Milwaukee Child Welfare

DSP directly operates child welfare services in Milwaukee County through the Bureau of Milwaukee Child Welfare (BMCW). BMCW works with families to ensure the safety and well-being of children. With its many community partners, BMCW provides services to families in crisis that help keep children safely in the home. When necessary, BMCW looks to foster and adoptive families to provide appropriate temporary and permanent homes for children who cannot live with their parents.

Accomplishments

- In January 2012, DCF/BMCW implemented the BMCW Redesign, which restructured contracting for the child welfare service delivery system in Milwaukee. The purposes of the redesign are to reduce fragmentation and increase accountability, transparency and quality of services. One of the key features of the redesign is the implementation of performance-based contracts for the case management agencies.
- The Department partnered with the Milwaukee County "Pathways to Responsible Fatherhood" project to secure a \$5 million grant to help fathers who have families in the child welfare system to become engaged in the lives of their children. Children's social and economic well-being and healthy development is enhanced when both parents are involved in their lives.
- In 1993 the American Civil Liberties Union Children's Rights Project (now Children's Rights, Inc.) filed a lawsuit regarding the child welfare services in Milwaukee County. In 2002, Children's Rights and the state entered into a settlement agreement. The Settlement Agreement requires BMCW to achieve specific outcomes regarding the permanency, safety, and well-being of children in out-of-home care. In 2012, DCF/BMCW met and was released from the lawsuit settlement requirement related to timely reunification. BMCW continues to make progress towards meeting the last remaining lawsuit settlement standard.
- In 2012, BMCW implemented agreements with the Milwaukee Head Start programs to facilitate and support the enrollment of children in the child welfare system into Head Start programs so that they receive the benefit of early childhood learning and enrichment offered by Head Start.

Bureau of Permanence and Out of Home Care

The Bureau is responsible for administering the state adoption program; providing policy guidance to counties on foster care, kinship care, other out of home care and independent living services; and licensing child welfare facilities. It also administers the Interstate Compact on the Placement of Children (ICPC). The purpose of these programs is to promote the health, safety and welfare of children in community care arrangements and to assist children and youth to attain permanency.

Accomplishments

- In June 2013, DCF completed statewide implementation of the Permanency Roundtable model, which is a national child welfare best practice case consultation approach to expedite permanency for complex out-of-home cases through creative problem-solving, application of best practice and elimination of systemic barriers. Wisconsin is one of only two states that have implemented permanency roundtables statewide.
- Effective July 2011 the Department implemented a new rate regulation structure for child welfare providers other than family foster homes designed to achieve consistency, transparency, and cost-effective use of public funding. Under the new structure, the Department sets a maximum allowable rate for group home, residential care centers and the administrative cost for child welfare agencies.
- The Department implemented Subsidized Guardianship on a statewide basis effective August 2011. Subsidized guardianship is a permanent placement option for children in out-of-home care that enables children to live on a permanent basis with a caring and capable relative. Because the relative serves as the child's legal guardian without terminating the parental rights of the child, subsidized guardianship helps preserve a child's connections to his family, culture, and community.
- In 2012, DCF supported passage of and implemented legislation that establishes a number of child welfare best practices, including trial reunification and concurrent planning, that support timely and successful transitions of children from out-of-home care to permanent settings with their birth parents, relatives, or adoptive parents.

Bureau of Safety and Well-Being

The Bureau of Safety and Well Being develops and issues child protective services (CPS) policy standards and practice guidance for CPS agencies in seventy-one counties. The bureau also manages child welfare and child abuse/neglect prevention services; monitors federal and state legislation related to child welfare; supports cross-system services that benefit children and youth in the child welfare system; manages family violence prevention and intervention programs and oversees child welfare staff and provider professional development activities.

Accomplishments

- In January 2013, DCF updated the Services Standards used by child welfare workers statewide to incorporate best practice and promote consistent, quality services statewide.

- Through a number of mechanisms, DCF has strengthened the use of trauma-informed approaches in the child welfare and other systems serving children and families to help children heal effectively from abuse, neglect, separation, and other traumas they experience. DCF is actively participating in and supporting the Fostering Futures initiative, which is a public-private collaborative initiated by First Lady Tonette Walker to promote the integration of trauma-informed practices in all systems affecting children and families to improve the health and socio-economic outcomes for families and children in Wisconsin. In addition, in 2012-13, the Department initiated a Trauma Project in eight pilot areas to provide training to health service providers, child welfare workers, foster and birth parents, and other community members on trauma-informed approaches.

Other DSP Programs, Initiatives and Activities:

Program Operations Section

In September 2012, DCF secured federal approval for a five year Title IV-E child welfare waiver demonstration project that will enable the state to retain and reinvest savings in federal IV-E funds. The waiver program is intended to prevent the recurrence of maltreatment and re-entry into out-of-home care for children and improve the safety, stability, and well-being of children and families after reunification. Under the new waiver, the Department has established a twelve month post-reunification program, the Post-Reunification Support (P.S.) Program, to provide ongoing case management and formal and informal services to children and families after a child transitions from out-of-home care back to his or her family. The P.S. Program will be implemented in selected counties beginning in January 2014.

Office of Youth Services

In January 2013, the Department created a new Office of Youth Services to bring a stronger and more coordinated and comprehensive focus on the needs of vulnerable youth. The new office serves young people in or at risk of being in the child welfare system, youth who age out of foster care, and vulnerable young adults up to 21. The mission of the office is to help these youth and young adults acquire the education, job experience and skills, healthy life style skills, and permanent connections to supportive adults that will prepare and help them transition successfully to healthy, self-sufficient, and productive adult lives.

Accomplishments

- Through a federal grant award in September 2012, DCF initiated a partnership between the child welfare and K-12 educational systems to improve the educational success of children in the child welfare system through, among other mechanisms, linking data between the two systems to deepen understanding of the educational outcomes and needs of children in the child welfare system.

Indian Child Welfare

Through a federal grant “Best Outcomes for Indian Children”, DCF collaborated with Tribal Nations in Wisconsin to implement the Wisconsin Indian Child Welfare Act (WICWA). Under WICWA, tribal children involved in the child welfare system must be provided services and out-of-home care

placements that reflect their tribal cultural values and that keep them connected to their tribal community and culture.

Accomplishments

- Development and implementation of curricula to train county child welfare workers, the legal community, and other stakeholders on WICWA requirements and technical assistance to counties in the implementation of WICWA.