



Jeanine B. Settlement Agreement Report of the Bureau of Milwaukee Child Welfare 2014

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Introduction

Background to Jeanine B. Settlement Agreement

This report provides information on the progress of the Bureau of Milwaukee Child Welfare (BMCW) towards meeting the requirements of the Jeanine B. Settlement Agreement.

In 1993 the American Civil Liberties Union Children's Rights Project (now Children's Rights, Inc.) filed suit in the Federal District Court for the Eastern District of Wisconsin on behalf of an estimated class of 5,000 children who were receiving child welfare services in Milwaukee County. The Milwaukee County Executive, the Director of the Milwaukee County Human Services Division, the Governor and the Secretary of the Department of Health and Social Services¹ were named as defendants.

The complaint was a broad-based challenge to the administration of the Milwaukee County child welfare system, stating that it failed in its obligation to provide adequate child welfare services to children and families. The complaint alleged that the State failed to adequately supervise and fund the Milwaukee County system.

In response to the lawsuit and to improve the safety and well-being of children, the state of Wisconsin assumed direct responsibility for administering and funding Milwaukee County child welfare effective January 1, 1998. The lawsuit subsequently continued only against the state defendants. In 2002, the parties reached a settlement of the litigation. The Settlement Agreement requires BMCW to achieve specific outcomes regarding the permanency, safety and well-being of Milwaukee County children in out-of-home care. Only one of the numerous outcomes required in the Settlement Agreement has not yet been accomplished.

Format of Report

This is the annual report for 2014. It includes outcomes of BMCW's performance from January 1 through December 31, 2014.

This report is divided into three sections. The first section describes the performance towards meeting the **remaining enforceable provision**. The second section includes the status of **provisions that are no longer subject to enforcement**. The BMCW has been released from enforcement of these provisions after meeting the required benchmarks for two consecutive six-month periods, as stipulated in the Settlement Agreement. The third section includes the status of **non-enforceable process indicators and outcomes** inclusive of safety, well-being and permanency objectives included in the Settlement Agreement. This information was identified in previous reports as "monitoring items." Provisions that are no longer operative are excluded from this report. For example, Section I.B.5 of the Settlement Agreement is inoperative because the Subsidized Guardianship waiver was not obtained before January 1, 2003; thus the controlling requirement is I.B.4.

Data

Most of the data presented in this report were generated from the electronic Wisconsin Statewide Automated Child Welfare Information System (eWiSACWIS). To create a more streamlined document for the reader, the rounding of performance percentages (past and present) occurs in most instances.

¹ The Department was subsequently renamed the Department of Health and Family Services. Beginning in July 2008, responsibility for BMCW was transferred to the newly created Department of Children and Families.

Annual Performance of Remaining Enforceable Provision, CY 2003 – CY 2014

§I.D.9 At least the following percentages of children in BMCW custody within the period shall have had three or fewer placements during the previous 36 calendar months of their current episode in BMCW custody. The number of placements will exclude time-limited respite care placements and returns to the same caregiver after an intervening placement during the same out of home care episode. Those children in BMCW custody through the Wraparound Milwaukee program shall be excluded from this calculation. Initial assessment center placements also will be excluded from the calculation.

| Past Performance | | | | | | | | | | | Current Performance |
|--------------------------|--------------------------|---------------------------------|----------------|----------------|----------------|----------------|----------------|----------------|-----------------------------|----------------|---------------------|
| CY 2003 Standard ≥80% | CY 2004 Standard ≥82% | CY 2005 – 2014 Standard ≥90% | | | | | | | | | |
| CY 2003 Result | CY 2004 Result | CY 2005 Result | CY 2006 Result | CY 2007 Result | CY 2008 Result | CY 2009 Result | CY 2010 Result | CY 2011 Result | CY 2012 ² Result | CY 2013 Result | CY 2014 Result |
| 76% | 72% | 72% | 73% | 75% | 77% | 78% | 80% | 82% | 84% | 87% | 87% |

² Note: The formula for this performance standard was modified effective July 1, 2012 pursuant to agreement among the parties and Court approval. The original formula was in effect for the first six months of 2012. The modified formula was used to calculate data in the second six months, forward.

Section I. Remaining Enforceable Provision

Placement Stability

I.D.9. At least the following percentages of children in BMCW custody within the period shall have had three or fewer placements during the previous 36 calendar months of their current episode in BMCW custody. The number of placements will exclude time-limited respite care placements and returns to the same caregiver after an intervening placement during the same out of home care episode. Those children in BMCW custody through the Wraparound Milwaukee program shall be excluded from this calculation. Initial assessment center placements also will be excluded from the calculation.

BMCW did not meet the performance standard for 2014.

| CY 2014 Performance Standard | First Six-Month (Jan-Jun) | Second Six-Month (Jul-Dec) | CY 2014 Annual Performance |
|---|--------------------------------------|---------------------------------------|---------------------------------------|
| >= 90% | 88% | 87% | 87% |

A. CY 2014 placement stability performance is 87 percent whereas the standard is 90 percent.

Although below the standard of 90 percent, performance during CY 2014 (87 percent) matched performance of the previous CY. The data in Table 1.1 show historical performance since 2003.

Table 1.1: Semi-annual and annual placement stability performance, CY 2003 – CY 2014

| | January - June | July - December | Annual Performance |
|----------------------------|-----------------------|------------------------|---------------------------|
| CY 2014 | 88% | 87% | 87% |
| CY 2013 | 87% | 88% | 87% |
| CY 2012³ | 82% | 86% | 84% |
| CY 2011 | 81% | 82% | 82% |
| CY 2010 | 79% | 81% | 80% |
| CY 2009 | 78% | 79% | 78% |
| CY 2008 | 76% | 78% | 77% |
| CY 2007 | 74% | 75% | 75% |
| CY 2006 | 73% | 73% | 73% |
| CY 2005 | 71% | 72% | 72% |
| CY 2004 | 71% | 73% | 72% |
| CY 2003 | 75% | 77% | 76% |

³ Note: The formula for this performance standard was modified effective July 1, 2012 pursuant to agreement among the parties and Court approval. The original formula was in effect for the first six months of 2012. The modified formula was used to calculate data in the second six months, forward.

B. 2014 performance for the partner agencies was 86 percent and 88 percent and BMCW Initial Assessment was 100 percent.

The data in Table 1.2 show the monthly and annual performance by each agency for 2014.

- CHWCS (Children’s Hospital Wisconsin Community Services) achieved an annual performance rate of 86 percent.
- SaintA achieved an annual performance rate of 88 percent.
- BMCW Initial Assessment achieved an annual performance rate of 100 percent.

Table 1.2: Placement stability performance by agency and by month for 2014

| | Jan | Feb | Mar | Apr | May | Jun | Jul | Aug | Sep | Oct | Nov | Dec | Annual Performance |
|--|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|--------------------|
| CHWCS | | | | | | | | | | | | | |
| Percentage of children with three or fewer placements | 87% | 87% | 87% | 87% | 86% | 86% | 86% | 86% | 86% | 86% | 86% | 85% | 86% |
| SaintA | | | | | | | | | | | | | |
| Percentage of children with three or fewer placements | 88% | 88% | 88% | 88% | 88% | 88% | 89% | 88% | 88% | 88% | 88% | 88% | 88% |
| Initial Assessment | | | | | | | | | | | | | |
| Percentage of children with three or fewer placements | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% |
| BMCW Totals | | | | | | | | | | | | | |
| Children with three or fewer placements | 1,765 | 1,752 | 1,784 | 1,799 | 1,795 | 1,786 | 1,788 | 1,837 | 1,809 | 1,815 | 1,807 | 1,774 | |
| Children in OHC | 2,010 | 1,997 | 2,035 | 2,052 | 2,052 | 2,054 | 2,042 | 2,102 | 2,078 | 2,085 | 2,073 | 2,037 | |
| Percentage of children with three or fewer placements (monthly) | 88% | 88% | 88% | 88% | 87% | 87% | 88% | 87% | 87% | 87% | 87% | 87% | |
| Percentage of children with three or fewer placements (cumulative) | 88% | 88% | 88% | 88% | 88% | 88% | 88% | 88% | 87% | 87% | 87% | 87% | 87% |
| Children with four or more placements | 245 | 245 | 251 | 253 | 257 | 268 | 254 | 265 | 269 | 270 | 266 | 263 | |

Section II. Provisions No Longer Subject to Enforcement

| Provisions No Longer Subject to Enforcement | CY 2003 | CY 2004 | CY 2005 | CY 2006 | CY 2007 | CY 2008 | CY 2009 | CY 2010 | CY 2011 | CY 2012 | CY 2013 | CY 2014 |
|--|------------|------------|------------|------------|------------|--------------|------------|------------|------------|-------------------------|------------|------------|
| §I.B.2 Children reaching 15 of the last 22 months in out-of-home care ... Termination of Parental Rights (TPR) petition filed ..., or an allowable Adoption and Safe Families Act (ASFA) exception documented in their case, by the end of their fifteenth month in care. <i>* final performance standard >= 90%</i> | 77% | 88% | 29% | 79% | 85% | 90% | 88% | 90% | 82% | 87% | 89% | 91% |
| §I.B.3 ... children in BMCW custody for more than 15 of the last 22 months in out-of-home care without a TPR previously filed or an available exception previously documented shall have had a TPR petition filed ..., an exception documented ... <i>* final performance standard >= 90%</i> | 88% | 93% | 93% | 89% | 90% | 95% | 95% | 90% | 91% | 100% | 100% | 100% |
| §I.B.4 ... percentage of children in BMCW out-of-home care ... for more than 24 months ... calculated against a baseline of 5,533 children in BMCW out-of-home care. <i>* final performance standard <=25%</i> | 44% | 30% | 23% | 18% | 18% | 18% | 16% | 14% | 11% | 12% | 11% | 11% |
| §I.B.6 ... percentage of children who are reunified with parents or caretakers at the time of discharge... shall be reunified within 12 months of entry into out-of-home care. <i>* final performance standard >= 71%</i> | 45% | 63% | 72% | 71% | 69% | 64% | 57% | 61% | 68% | 65% ⁴ | 70% | 62% |
| §I.B.7 ... adoption is finalized ... within 24 months of entry into care. <i>* final performance standard >= 30%</i> | 14% | 16% | 22% | 32% | 34% | 38% | 33% | 37% | 32% | 34% | 35% | 34% |
| §I.C.1 ... children in BMCW custody shall be free of substantiated abuse or neglect allegations within the period by a foster parent or staff of a facility required to be licensed. <i>* final performance standard <=0.60%</i> | 0.57% | 0.79% | 0.81% | 0.15% | 0.93% | 0.39% | 0.40% | 0.24% | 0.22% | 0.23% | 0.15% | 0.24% |
| §I.C.2 ... reports within the period alleging abuse or neglect of a child in BMCW custody shall be referred to the independent investigation agency... within three business days. <i>* final performance standard >= 90%</i> | 99% | 99% | 99% | 97% | 98% | 95% | 99% | 98% | 97% | 99% | 98% | 98% |

KEY: Bold values in cells indicate that the performance met the standard for that period allowing for release from the provision.

⁴ BMCW met the performance standard for two consecutive six-month periods (July – December 2011 and January – June 2012), as required for release from provision. Data point reflects 2012 annualized performance.

| Provisions No Longer Subject to Enforcement (<i>cont.</i>) | CY 2003 | CY 2004 | CY 2005 | CY 2006 | CY 2007 | CY 2008 | CY 2009 | CY 2010 | CY 2011 | CY 2012 | CY 2013 | CY 2014 |
|---|---------|---------|---------|------------|---------|---------|---------|------------|---------|---------|---------|---------|
| §I.C.3 ... reports referred for independent investigation ... shall be assigned to an independent investigator within three business days of the independent investigation agency's receipt of the referral from BMCW. <i>* final performance standard >= 90%</i> | 99% | 99% | 99% | 96% | 98% | 100% | 100% | 100% | 100% | 100% | 100% | 100% |
| §I.C.4 Determination of the independent investigation within 60 days of receipt of the referral. <i>* final performance standard >= 90%</i> | 98% | 98% | 99% | 98% | 96% | 100% | 100% | 100% | 99% | 98% | 100% | 97% |
| §I.D.1-2 BMCW shall ensure that Ongoing Case Managers have ... caseloads not to exceed an average... of 11 families per case carrying manager per site ... (Average) | 10 | 10 | 10 | 10 | 12 | 11 | 11 | 10 | 9 | 8 | 9 | 9 |
| §I.D.3 By January 1, 2003... meets <i>90% compliance with monthly face-to-face contact.</i> | 90% | 97% | 97% | 97% | 96% | 92% | 94% | 96% | 97% | 98% | 99% | 98% |
| §I.D.7 ... By December 31, 2003, BMCW developed special diagnostic/assessment centers for children ... Placement in such centers follows applicable state law. | NA | 81% | 82% | 79% | 76% | 76% | 78% | 97% | 100% | 100% | 100% | 98% |

KEY: Bold values in cells indicate that the performance met the standard for that period allowing for release from the provision.

Numbers Behind the Provisions No Longer Subject to Enforcement (January through December 2014)

| |
|--|
| §I.B.2 Of the 664 children reaching 15 of the last 22 months in out-of-home care, 602 (91 percent) children had a Termination of Parental Rights (TPR) petition filed or an allowable ASFA exception documented. |
| §I.B.3 Of the 8 children in BMCW custody for more than 15 of the last 22 months in out-of-home care without a TPR petition previously filed or an allowable exception indicated, 8 children (100 percent) belatedly had a TPR petition filed or an allowable exception documented. |
| §I.B.4 On average each month, 623 (11 percent) children in BMCW out-of-home care were in care for 24 or more months (measured against the baseline of 5,533 children). |
| §I.B.6 Of the 590 children reunified with parents or caretakers, 366 (62 percent) were reunified within 12 months of entry into out-of-home care. |
| §I.B.7 Of the 227 children with a finalized adoption, 78 (34 percent) of the finalizations occurred within 24 months of the child’s entry into care. |
| §I.C.1 Of the 3,362 children in an out-of-home care placement, 8 children (0.24 percent) were the victims of Child Abuse or Neglect by a foster parent – four children in regular licensed foster placements, one child in an unlicensed relative foster placement and three children in a treatment foster placement. |
| §I.C.2 Of the 199 reports referred to the independent investigation agency, 195 (98 percent) were referred within three business days. |
| §I.C.3 Of the 199 reports referred for independent investigation, 199 (100 percent) were assigned to an independent investigator within three business days of the referral from BMCW. |
| §I.C.4 Of the 218 investigations completed by the independent investigative agency, 212 (97 percent) of the determinations were completed within 60 days of receipt of the referral. |
| §I.D.3 Of the 26,880 (cumulative total) expected monthly face-to-face contacts, 26,424 (98 percent) were achieved. |
| §I.D.7 ... The Centers were developed prior to December 31, 2003. 444 of the 452 (98 percent) placement episodes were within the established timelines. |

§I.D.1-2 BMCW shall ensure that Ongoing Case Managers have ... caseloads not to exceed 11 families per case carrying manager per site.... Compliance with this provision at any given point in time is measured by averaging the current monthly caseload average with the corresponding averages for the preceding two months. Performance was between 8.4 cases and 10.0 cases per Ongoing Case Manager.

| | Jan | Feb | Mar | Apr | May | Jun | Jul | Aug | Sep | Oct | Nov | Dec |
|--|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| Open Cases | 1,547 | 1,568 | 1,595 | 1,615 | 1,612 | 1,623 | 1,648 | 1,687 | 1,689 | 1,697 | 1,686 | 1,677 |
| Active Ongoing Case Managers at End of Month | 169 | 174 | 162 | 156 | 163 | 168 | 169 | 174 | 185 | 197 | 203 | 200 |
| Monthly Average | 9.2 | 9.0 | 9.8 | 10.4 | 9.9 | 9.7 | 9.8 | 9.7 | 9.1 | 8.6 | 8.3 | 8.4 |
| Performance | 8.8 | 9.0 | 9.3 | 9.7 | 10.0 | 10.0 | 9.8 | 9.7 | 9.5 | 9.1 | 8.7 | 8.4 |

Section III. Process Indicators and Outcomes

| Process Indicators (Previously - Monitor Only) | CY 2003 | CY 2004 | CY 2005 | CY 2006 | CY 2007 | CY 2008 | CY 2009 | CY 2010 | CY 2011 | CY 2012 | CY 2013 | CY 2014 |
|---|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|
| Family assessments completed within 90 days | 96% | 97% | 95% | 95% | 88% | 66% | 96% | 90% | 95% | 91% | 98% | 85% |
| Initial health screens – within five business days | 58% | 76% | 67% | 75% | 61% | 62% | 69% | 89% | 86% | 88% | 75% | 71% |
| Placement packets to foster parents | 91% | 85% | 97% | 73% | 86% | 88% | 92% | 97% | 73% | 77% | 92% | 92% |
| Annual medical exam | 75% | 74% | 73% | 85% | 78% | 80% | 91% | 91% | 95% | 94% | 94% | 91% |
| Annual dental exam | 57% | 65% | 64% | 78% | 67% | 68% | 87% | 87% | 92% | 86% | 84% | 76% |
| Initial Permanency Plans within 60 days | 97% | 97% | 98% | 95% | 90% | 82% | 82% | 85% | 87% | 80% | 84% | 70% |
| Annual and administrative Permanency Plan reviews | 77% | 77% | 92% | 91% | 92% | 85% | 85% | 95% | 93% | 93% | 94% | 93% |
| Re-entry within 12 months of a prior out-of-home care episode | 9% | 7% | 7% | 10% | 11% | 8% | 8% | 10% | 8% | 9% | 6% | 6% |
| Ongoing Case Manager turnover | 30% | 39% | 33% | 26% | 34% | 35% | 30% | 25% | 34% | 25% | 39% | 34% |
| Children per caseload (twelve month average) | 19.5 | 18.5 | 17.0 | 18.4 | 21.9 | 20.9 | 20.2 | 17.1 | 15.7 | 14.2 | 13.6 | 15.5 |

KEY: Cells where the font is in **BOLD** indicate that performance has improved compared to the previous review period.

| Numbers Behind the Process Indicators (January through December 2014) |
|--|
| Of the 691 required family assessments, 588 (85 percent) were completed within 90 days. |
| Of the 1,032 expected initial health screens, 730 (71 percent) were completed within five business days. |
| Of the 100 children in the sample who changed placements or experienced their first placement, 92 providers (92 percent) received and signed for a copy of the Information for Foster Parent's Face Sheet and Checklist. |
| On average each month, 2,092 of 2,303 children (91 percent) were current with their annual medical exams. |
| On average each month, 1,356 of 1,774 children (76 percent) were current with their annual dental exams. |
| Of the 1,118 Initial Permanency Plans, 778 (70 percent) were completed within 60 days. |
| Of the 3,547 annual and administrative permanency plan reviews, 3,303 (93 percent) were conducted timely. |
| Of the 1,210 children who entered out-of-home care, 70 children (6 percent) entered care within 12 months of a prior out-of-home care episode. |
| At the start of 2014, there were 194 Ongoing Case Managers. During the year, 114 Ongoing Case Managers separated from their position and 145 were hired. Staff turnover data for the first six-months of 2014 was updated based on further validation. |
| On average each month, 177 Ongoing Case Managers worked with an average of 2,745 children. |