

Bureau of Milwaukee Child Welfare 2009 Performance Report

Wisconsin Department of Children and Families
Office of Performance and Quality Assurance
Bureau of Performance Management
Performance Review and Evaluation Section

Please note this information is embargoed from public release or publication until 4:00 p.m. on March 22, 2010.

The Wisconsin Department of Children and Families (DCF) and the Bureau of Milwaukee Child Welfare (BMCW) work with families to ensure the safety, permanence, and well-being of children. To achieve this goal, DCF manages BMCW performance through a variety of data-based approaches. These approaches identify process and outcome measures related to safety, permanence and well-being and use data to understand whether progress is being made. The measures used to monitor and report BMCW performance are wide-ranging and include provisions and process indicators in the Jeanine B. Settlement Agreement.

As part of its commitment to performance management, DCF created the Performance Review and Evaluation Section (PRES) within the Bureau of Performance Management as part of the Office of Performance and Quality Assurance in the spring of 2009. This Section was created to ensure objectivity and neutrality allowing the BMCW to focus on improving services and outcomes for children and families. It produces regular and ad hoc performance reports for the Department, the Division of Safety and Permanence (DSP) and the BMCW's executive teams in order to inform management decisions. Since PRES is independent from DSP and the BMCW which represent program interests, it is best positioned to objectively analyze and report program performance without bias.

In addition to PRES, the Continuous Quality Improvement Section (CQI) provides qualitative information to improve child welfare case practice. This Section, also within the Bureau of Performance Management, is responsible for the Qualitative Service Reviews across the state and recently completed a third review of the BMCW operations in October 2009.

The qualitative and quantitative information collected and reported by both Sections is used to understand BMCW performance on seven key measures, which are the focus of KidStat, a Department-wide approach to performance management. KidStat is a local adaptation of "PerformanceStat" programs that are successfully used across the country. KidStat began in July 2009 and creates a monthly forum for DCF Executive Management to engage each Division in a monthly discussion focused on improving outcomes and areas of persistent challenge. The seven BMCW KidStat measures are included in this report.

Lastly, this 2009 BMCW Performance Report includes data that describe the families served by BMCW in 2009 and additional analysis on the remaining enforceable provisions, the no longer enforceable provisions and process indicators in the Jeanine B. Settlement Agreement.

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SECTION I. FAMILIES AND CHILDREN IN OUT-OF-HOME CARE

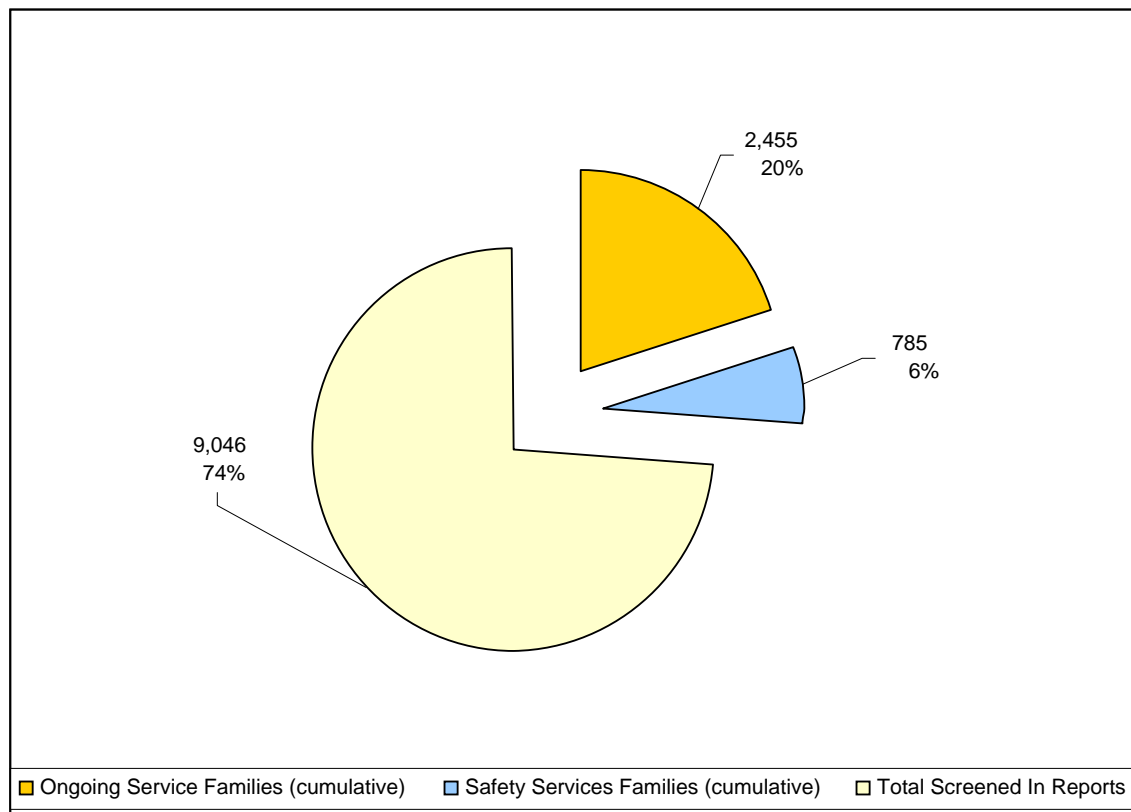
This section provides a snapshot of the families and children served by the BMCW in 2009 and historically. There is a headline that summarizes the content of the table below it along with brief analytical bullets for further consideration.

In 2009, the BMCW Access unit received 30,400 calls.
14,885 were information and referral requests.

As Table 1.0 displays

1. 15,515 calls were an allegation of child maltreatment or a child welfare request
2. Of these 9,046 (58 percent) were screened in for investigation or services:
 - a. 7,646 (85 percent) were protective service reports¹
 - b. 1,177 (13 percent) were service intake reports
 - c. 223 (2 percent) were reports for independent investigation
3. The Ongoing program provided services to 2,455 families.²
4. The Safety Services program provided services to 785 families.

Table 1.0: BMCW families in CY 2009



¹These data are preliminary and the 7,646 reports screened in for investigation do not equal 7,646 unique families since families may be involved in multiple, but different, investigations throughout any period.

² The Ongoing and Safety Service family numbers are unduplicated service episodes, which mean if a family exited either program, then entered at a later date, the family would be counted twice because they represent separate service episodes.

The number of children in out-of-home care continues to steadily decline.

As Tables 1.1 and 1.2 display

1. Since December 31, 2003, the number of children in placement declined by 37 percent.
2. While the number of children entering care has been somewhat consistent year to year, the number of children exiting care has typically outpaced the number entering.

Table 1.1: Children in out-of-home care as of December 31 of each year

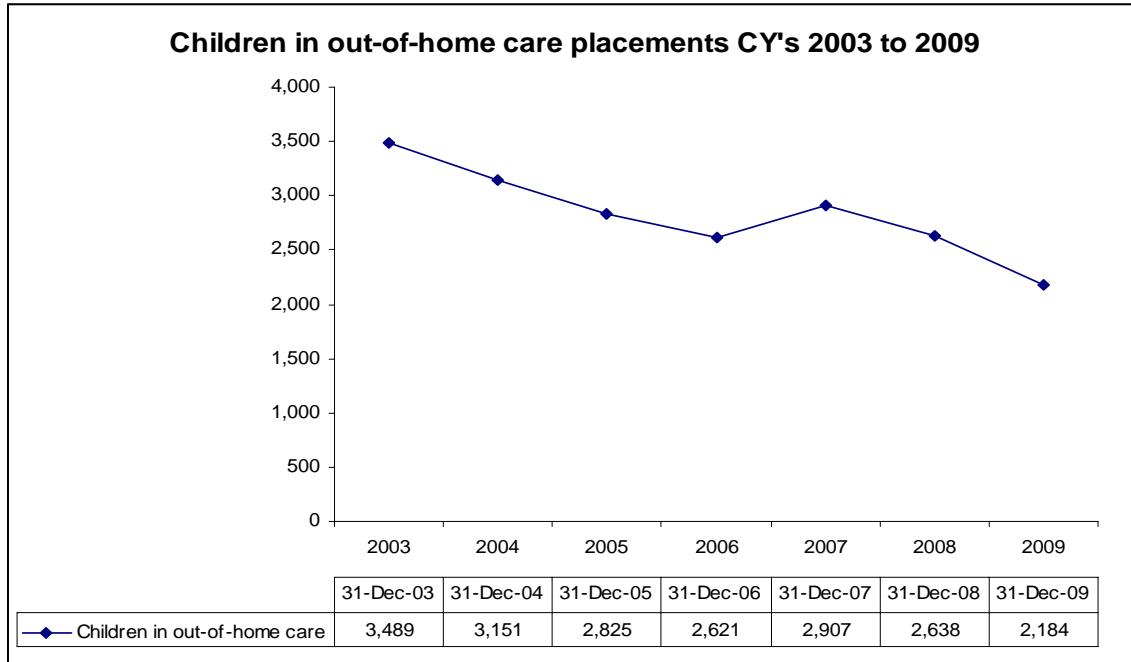
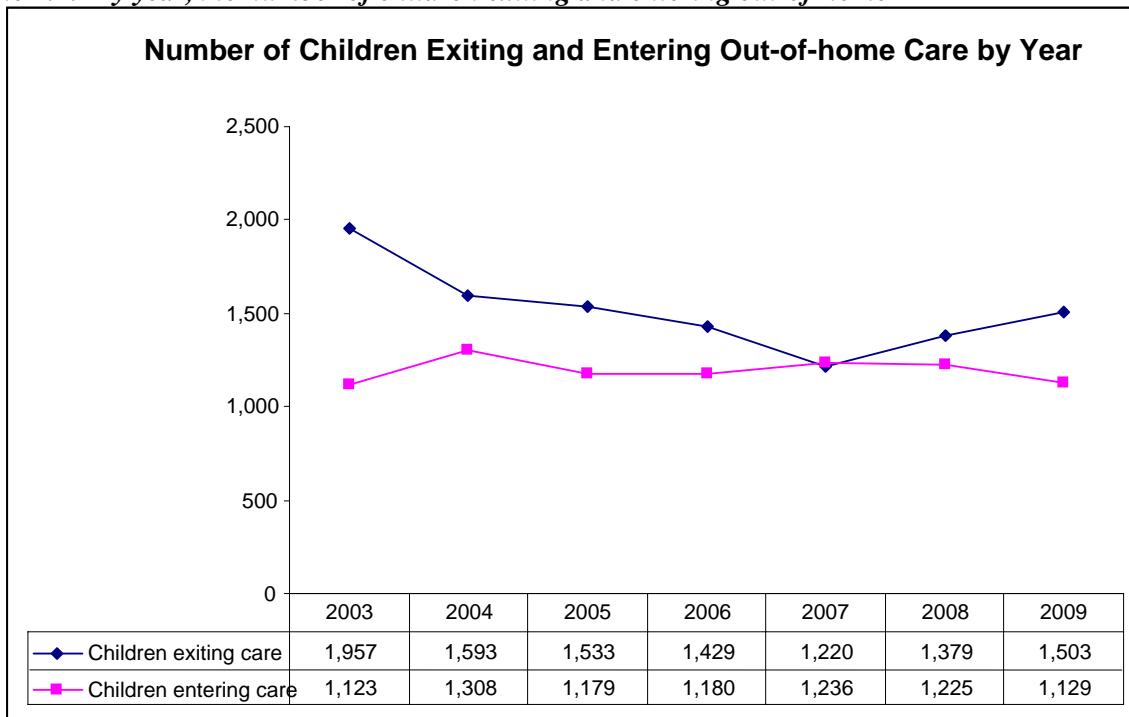


Table 1.2: By year, the number of children exiting and entering out-of-home



Ages of children entering care remain consistent across years.

As Table 1.3 displays

1. There has been no significant shift by age groups of the children entering out of home care over the past three years.
2. The majority of children entering care are consistently between one month and four years old.
3. The percentage of children entering care between the ages of 5 to 11 years old decreased slightly from 29 percent in 2008 to 26 percent in 2009.

Table 1.3: Age of children at time of removal CY 2003 through CY 2009

Age at removal (years)	CY 2003	CY 2004	CY 2005	CY 2006	CY 2007	CY 2008	CY 2009
Birth to 4	44%	40%	41%	53%	47%	45%	46% (520)
5 to 11	32%	32%	29%	26%	30%	29%	26% (293)
12 to 15	17%	20%	20%	10%	15%	18%	19% (212)
16+	7%	8%	10%	11%	8%	8%	9% (104)
Total number of children removed	1,123	1,308	1,179	1,180	1,236	1,225	1,129

Fewer children are staying in out-of-home care longer than 24 months

As Table 1.4 displays

1. The number of children in care 24 or more months decreased to its lowest level at 875 children.
2. As the number of children in out-of-home care continues to decrease, the percentage of children in care longer than 24 months has steadily increased since 2007.

Table 1.4: Children in care 24 or more months

	Jan 03	Dec 03	Dec 04	Dec 05	Dec 06	Dec 07	Dec 08	Dec 09
Children LOS greater than 24 months	2,810	1,967	1,534	1,073	948	977	969	875
Number of children in out-of-home care	4,472	3,489	3,151	2,825	2,521	2,907	2,638	2,184
Percent of children in out-of-home care 24 months or more	62.8%	56.4%	48.7%	38.0%	37.6%	33.6%	36.7%	40.1%

SECTION II. KIDSTAT PERFORMANCE MEASURES

KidStat is a Department-wide performance management approach that uses data to improve performance across key outcomes. The design is based on “PerformanceStat” approaches adopted in other public service delivery settings across the country. KidStat furthers the Department’s mission of promoting the economic and social well-being of Wisconsin children and families. The Secretary’s Office leads the effort by engaging Division leadership in monthly discussions about policy and program achievements using available data. Through KidStat the Department measures, understands and improves performance in each Division over time. It also provides the public with greater access to Department performance as summary reports will soon be available on the Department’s website.

DCF Management identified seven key process and outcome measures for BMCW and began concentrating on them in July 2009 starting with April data (as displayed throughout the tables in this Report). Through KidStat, DCF Management focuses relentlessly on these seven critical measures. During the monthly KidStat meetings leadership across the Department, the Division and the BMCW hold each other accountable by following up until problems are resolved and results are improved. KidStat is not simply another layer of reporting but it is the way the Department manages its work so that the BMCW achieves results.

Early improvements and results can be detected in several of the seven measures as presented in this Report. These include:

1. an increase in the number of initial contacts that are made in a timely manner to its highest level since KidStat began (41 percent to 61 percent)
2. the reduction in the number of Protective Services reports screened in during an open assignment to Initial Assessment to its lowest level since KidStat began (18 percent)

The following pages show the data for the seven measures tracked in KidStat during the second half of 2009.



Initial Contact Timeliness

The objective of this measure is to increase the timeliness of making initial contact. This measure is important because BMCW is expected to assure the timely safety assessment of an alleged child victim.

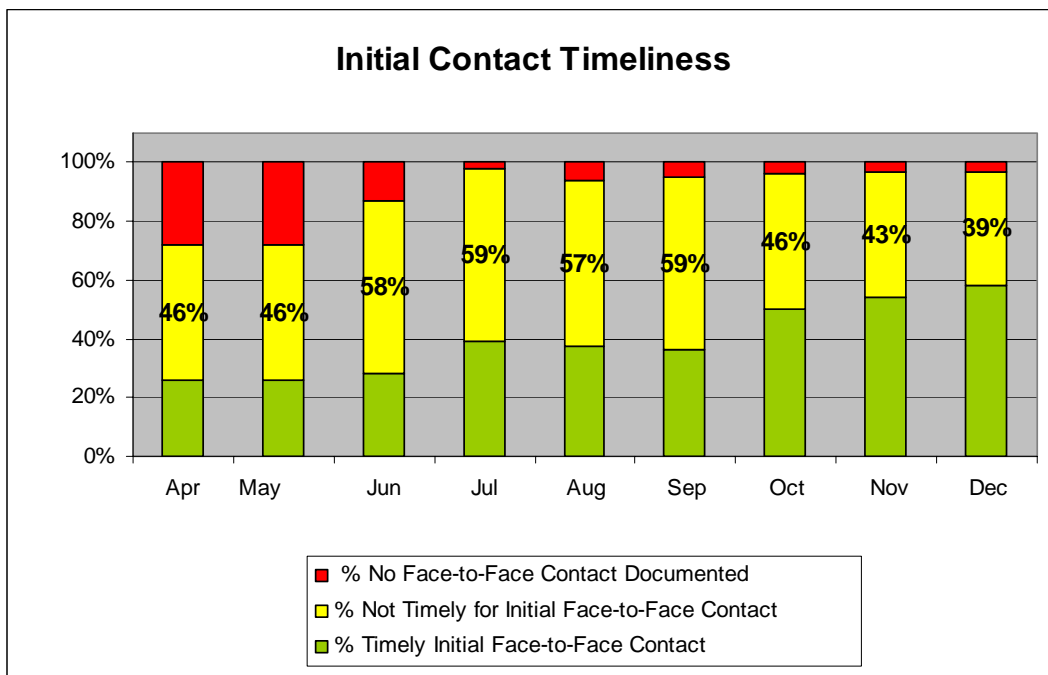
The BMCW is working to complete 100 percent of initial contacts in a timely manner (green bar). The definition of “timely” for this measure is “relative to response time.”

Performance has steadily improved during the fourth quarter of 2009 peaking at 59 percent in December. Further, since a technology solution was implemented in July, the percentage of undocumented contact has consistently remained within an expected range.

Strategies that the BMCW is implementing to support the continued increase in making initial contacts in a timely manner include:

1. posting scorecard data for each worker, team and region;
2. holding individual workers accountable via performance evaluations and consideration of disciplinary measures;
3. hiring additional Initial Assessment Social Work staff to reduce the number of cases assigned;
4. developing and implementing a case tracking tool for supervisors; and
5. assigning cases to staff using a different methodology.

Chart 2.1 Timeliness of Initial Contact Relative to Response Time



Initial Assessment Timeliness

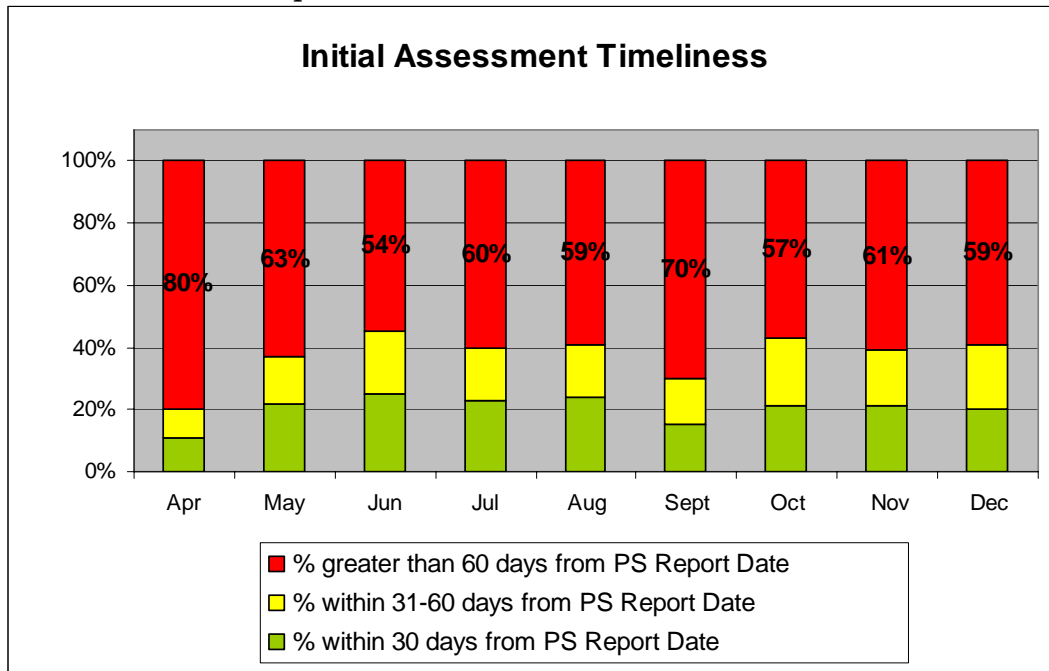
The objective of this measure is to increase the number of initial assessments or investigations that are completed in a timely manner. This measure is important because the BMCW is expected to conduct a comprehensive assessment to assess, analyze and, when necessary, control for threats to child safety, determine whether maltreatment occurred, determine the need for CPS ongoing services, and assist families in identifying community resources.

The BMCW is working to complete 100 percent of all initial investigations within 60 days (green and yellow bars), which is the definition of “timely” for this measure. Performance peaked at 45 percent completion within 60 days in June and has hovered around 40 percent through the last quarter of 2009.

Strategies that the BMCW is implementing to improve the proportion of assessments completed within 60 days include:

1. posting weekly scorecard data for each worker, team and region;
2. requiring each supervisor to submit monthly plans for each worker’s backlog;
3. holding individual workers accountable via performance evaluations and consideration of disciplinary measures; and
4. hiring additional initial assessment social workers.

Chart 2.0: Time to Complete Initial Assessments



Re-Reports

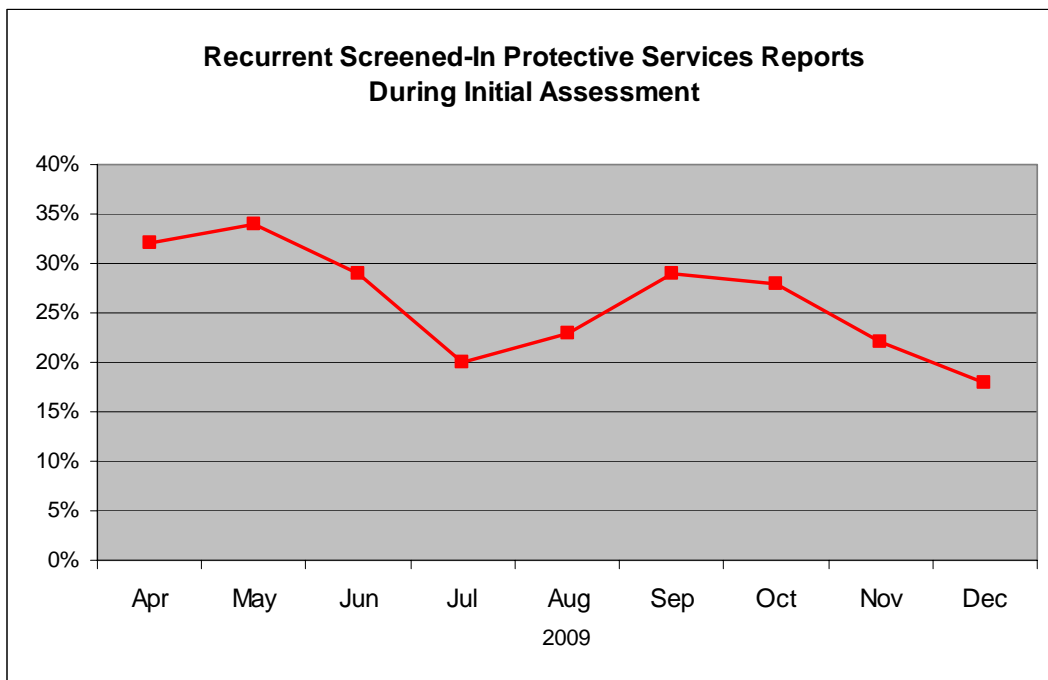
The objective of this measure is to reduce the number of Protective Services reports screened in during an open assignment to Initial Assessment. This measure is important because reports of new maltreatment allegations made on cases with open initial assessments threaten child safety.

The BMCW Initial Assessment Workers engage the family and initiate plans to protect and ensure the safety of children. Re-reports (new maltreatment allegations) may be an indicator that the current safety assessment and interventions may not have been successful in preventing subsequent maltreatment. Performance has consistently improved since September as the number of re-reports reached its lowest level in December (18 percent).

Strategies that the BMCW is implementing to support the continued decrease in the number of re-reports include:

1. strengthening the emphasis on information collection and safety planning;
2. requiring timely case closure; and
3. improving quality of assessments via training and consultation.

Chart 2.2: Percentage of New Protective Service Reports on Cases Open in Initial Assessment



Out-of-Home Care Maltreatment

The objective of this measure is to reduce the number of children who are victims of abuse while in BMCW out-of-home care. This measure is important because it reports the BMCW's ability to protect the safety and well-being of children while in out-of-home care, which is a fundamental measure of effectiveness for any child welfare system.

The BMCW is working to prevent any child from being a victim of abuse while in out-of-home care. Annual performance has improved with 2009 year-to-date performance the lowest since CY 2003.

Strategies that the BMCW is implementing to reduce the number of children who are victims of abuse while in out-of-home care include:

1. requiring ongoing case managers to participate in advanced safety training;
2. requiring twice monthly visits to children three years old and under and medically fragile children;
3. adding one full-time equivalent staff person to consult with Treatment Foster Homes and group homes to identify potential areas of concern and follow-up on substantiated maltreatment; and
4. adding nurses to ongoing case management services for children three years old and under and medically fragile children.

Table 2.3: Maltreatment in out-of-home care

Including COK Provider as Maltreator	NOT including COK Providers as Maltreators			
	CY 2009	Settlement Standard	CY 2008	CY 2007
0.53%	0.40%	< = .60%	0.39%	0.93%

All Victims of Maltreatment While in Out-Of-Home Care 2009	
January to March	8 Children
April to June	4 Children
July to September	1 Children
October to December	7 Children
CY 2009 Total	20 children

Subsequent Referrals

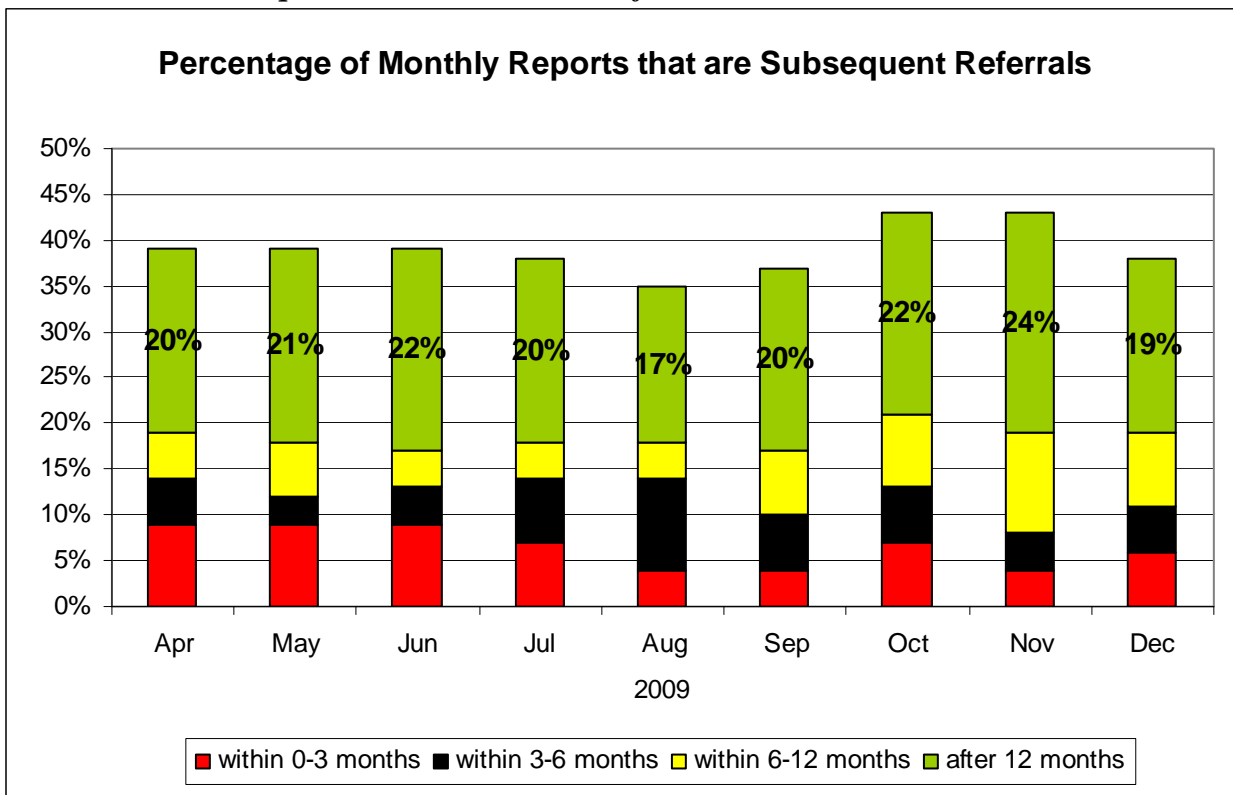
This measure monitors subsequent referrals alleging threats to child safety after completion of the assessment process to determine whether maltreatment occurred. The objective of this measure is to reduce the number of subsequent referrals, particularly referrals occurring within 0-3 and 3-6 months (red and black bars).

The BMCW is working to ensure that initial assessments are done effectively so that children are not left in unsafe circumstances, and the number of subsequent referrals is a measure of that. Performance varied month to month throughout 2009. The month with the fewest number of subsequent referrals within six months was in September (8 percent).

Strategies that BMCW is implementing to decrease the overall number of subsequent referrals and especially those within six months after an assessment include:

1. consulting with ACTION for Child Protection and National Resource Center to assist in training for Access and Initial Assessment supervisors;
2. improving consistency in screening decisions via consultation and training; and
3. improving assessment quality via consultation and training.

Chart 2.4: Subsequent Protective Service Referrals



Post-Safety Services Maltreatment

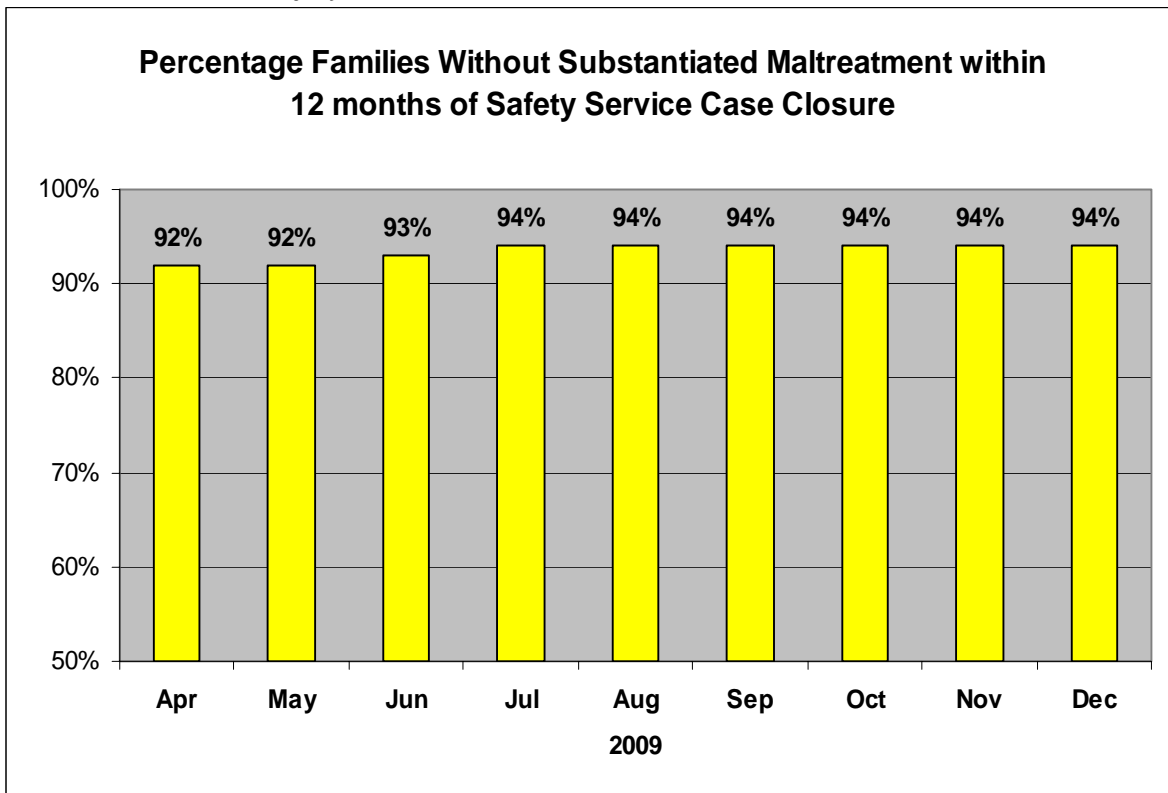
The objective of this measure is to increase the number of children who are not the victim of substantiated maltreatment within 12 months of Safety Services case closure. This measure is important because the BMCW is expected to minimize the likelihood that children will be maltreated after Safety Services case closure.

The BMCW is working to prevent any child from ever being a victim of abuse after Safety services case closure. However, the target for this measure is that 91 percent or more of children will not experience maltreatment by a primary caretaker within 12 months of case closure. Performance has held steady at 94 percent for past six months.

Strategies that the BMCW is implementing to increase in the number of children who do not experience maltreatment within 12 months of Safety Services case closure include:

1. holding agencies contractually accountable to this measure and as a result, the agencies are developing strategies to ensure successful case closure;
2. lengthening the amount of time a case may be kept open in Safety Services; and
3. piloting an informal disposition process for certain types of cases open in Safety Services.

Chart 2.5: Post-Safety Services Maltreatment



Timely Health Screens

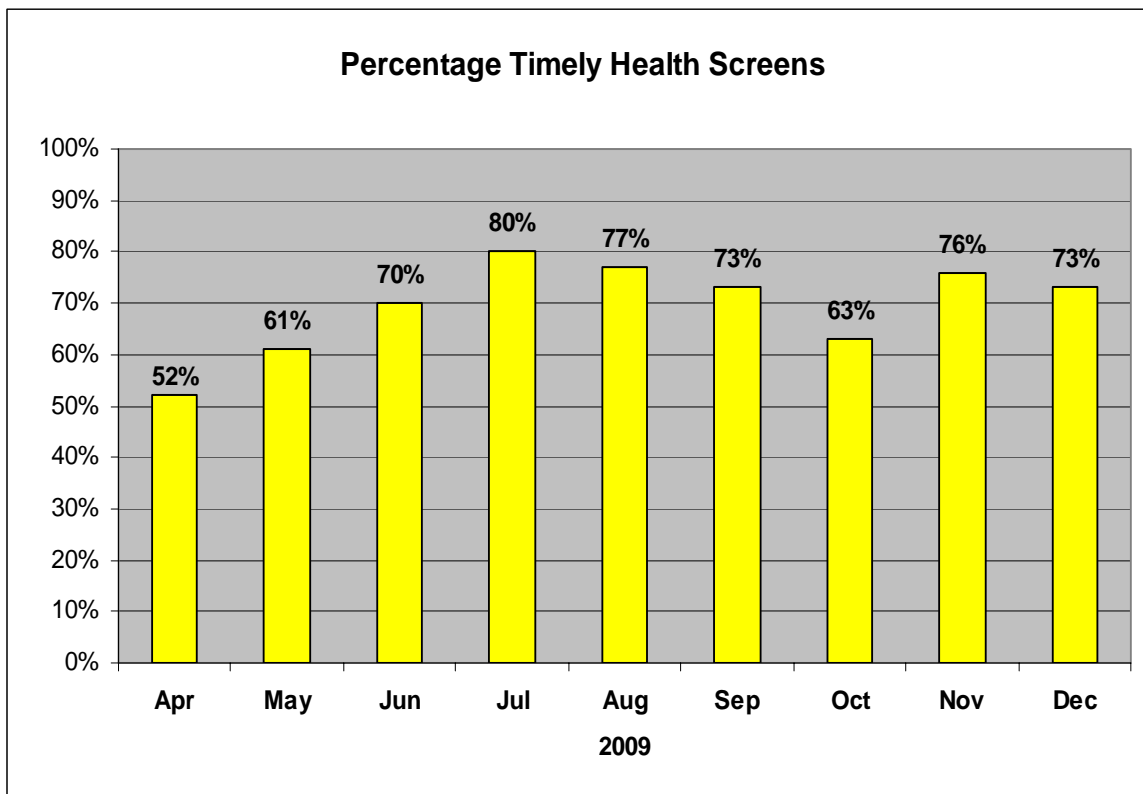
The objective of this measure is to increase the number of health screens that are completed within five business days. This measure is important because the BMCW is expected to ensure all children entering out-of-home care have a health screen completed in order to determine their health needs.

The BMCW is working to ensure that 100 percent of all children have completed a health screen within five business days of removal from their home. Performance peaked in July at 80 percent and dipped to 63 percent in October.

Strategies that the BMCW is implementing to increase in the number of children with a completed health screen include:

1. posting scorecard data per worker, team and region on a weekly basis;
2. BMCW staff following up with responsible workers regarding all missed appointments; and
3. working with the Child Protection Center to manage timeliness of appointments.

Chart 2.6: Timely Health Screens



SECTION III. QUALITATIVE SERVICE REVIEW

In October 2009, the Continuous Quality Improvement Section conducted the third Qualitative Service Review (QSR) of BMCW operations. The QSR protocol gathers qualitative information used to evaluate the case practice model of the BMCW. It generates useful information for staff and stakeholders in Milwaukee County regarding the outcomes for children and families served, the strengths of local practice, and the opportunities for improving system performance. It also provides an opportunity to gather additional information the Department will use in reporting to the federal Administration of Children and Families as it conducts its second Children and Family Services Review in April, 2010.

This review generated five recommendations based primarily on the QSR scores of cases reviewed and informed by the stakeholder interviews. The BMCW is currently implementing strategies to address these. Please refer to the Executive Summary or full report for more detail. It is available at <http://dcf.wisconsin.gov/cqireview/cqiReports/Milwaukee09.pdf>

SECTION IV. ANALYSIS OF REMAINING ENFORCEABLE PROVISIONS

This section presents additional performance data and analysis on two of the three remaining enforceable provisions.

Reunification within 12 months of placement in out-of-home care.

§I.B.6. At least the following percentages of children who are reunified with parents or caretakers at the time of discharge from BMCW out-of-home care within the period shall be reunified within 12 months of entry into out-of-home care.

CY 2009 Performance Standard	July – December 2009 Second Six-month Period	CY 2009 Result
>= 71%	58%	57%

Number of children achieving permanence through reunification totaled 887.

The data in Table 4.0 demonstrate the steady increase in the number of children reunified.

1. More children have reunified each year since CY 2007.
2. In CY 2009, 887 children were reunified with their parent(s) or primary caretaker. This is a 5 percent increase in the total number of children who achieved permanency through reunification compared to CY 2008.

Table 4.0: Annual number of reunifications

	CY 2007	CY 2008	CY 2009
Reunifications	671	845	887
Number within 12 months	462	538	503
Number between 12 and 24	127	161	236
Number over 24 months	82	146	148

Reunification remains the most common permanence outcome.

Table 4.1 displays permanence outcomes and exits from care as a percentage of all exits over the past three years.

1. Reunification continues to be the most common permanency outcome for children, accounting for 60 percent of all permanencies in 2009, which mirrors the 11 year average of nearly 55 percent.
2. Adoption remains the second most common permanency outcome at 20 percent in CY 2009.

Table 4.1: Number of children exiting care

	CY 2007	CY 2008	CY 2009	11 Yr Avg
Reunification	671	845	887	54.4%
Adoption	291	258	304	24.2%
Transfer of Guardianship	105	104	146	14.4%
Age of Majority	153	172	166	11.0%

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 after January 1, 1999, during their current episode in BMCW custody. The number of placements will exclude time-limited respite care placements and returns to the same caretaker after an intervening placement during the same out-of-home episode. Those children in BMCW custody through the Wraparound Milwaukee program shall be excluded from this calculation.

CY 2009 Performance Standard	July – December 2009 Second Six-month Period	CY 2009 Result
>= 90%	79%	78%

The number of placements children experience while in care in 2009 is consistent compared to previous years.

The data in Table 4.2 demonstrate the percentages of children by the number of placements they experience while in out-of-home care. This is point-in-time data as of December 31, each year.

1. The data each year reflect similar proportions of children by number of placements in care indicating balance instead of improvement over the three year period.
2. Approximately one-third of children in care experience one placement.
3. The majority of children (75 percent) in care experience three or fewer placements.
4. Over the past three years, 60 percent of the children had one or two placements.
5. Children with eight or more placements account for 8 percent of the children in care.

Table 4.2: Percentage of children in care by number of placements

Number of Placements	Dec 2007 (%)	Dec 2008 (%)	Dec 2009 (%)
1	33%	34%	35%
2	28%	27%	25%
3	13%	14%	15%
4	7%	7%	7%
5	5%	5%	4%
6	4%	2%	4%
7	2%	2%	2%

8+	8%	8%	8%
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The data show, as a group, children in care have followed a consistent placement pattern year to year. However, it is important to account for the time a child has been in care when making a comparison to the number of placements experienced while the child is in care.

The amount of time children are spending in their current placement in 2009 is consistent compared to previous years.

The data in Table 4.3 show the differences in number and percentage of the time children (in care 12 or more months) resided in their current placement. The assumption is that children residing in their current placement for 13 or more months were considered stable in their placement.

1. On December 31 of 2007, 2008 and 2009, between 45-47 percent of the children in care 12 or more months resided in their current placement for 13 or more months.

Table 4.3: Length-of-time children have resided in their current placement

	Length Of Time in Current Placement (LOP)				Length Of Stay (LOS)	
	13 to 18 months	19 to 24 months	25+ months	Total	LOS 12 + months (N)	% of all LOS 12+ months
CY 2009	264	141	229	634	1,395	45%
CY 2008	294	187	250	731	1,609	45%
CY 2007	287	149	291	727	1,543	47%

SECTION V. ADDITIONAL PERFORMANCE DATA

This section presents additional performance data and analysis that has historically been included in the Settlement Agreement Report regarding provisions that are no longer enforceable and other process indicators (Sections II and III of the 2009 Settlement Agreement Report).

Fewer children are entering out-of-home care within 12 months of a prior episode.

As Table 5.0 displays

1. Over the past seven years, an average of 99 children entered out-of-home care within 12 months of a prior out-of-home care episode.
2. In 2009, 90 children entered out-of-home care within 12 months of a previous episode in care. This is the second consecutive year with a decrease.

Table 5.0: Children entering care within 12 months of a prior out-of-home care episode

	CY 2003	CY 2004	CY 2005	CY 2006	CY 2007	CY 2008	CY 2009
Children entering OHC	1,109	1,308	1,179	1,180	1,236	1,225	1,129
Re-entry within 12 months	79	86	83	118	137	101	90
Re-entry after 12 months	32	68	70	77	100	89	70
Annual Performance %	7.1%	6.6%	7.0%	10.0%	11.1%	8.2%	8.0%

The turnover for Ongoing Case Managers in CY 2009 is 30 percent.

As Table 5.1 displays

1. The turnover calculation uses the method described in the Settlement Agreement.³
2. Across the regions, turnover ranged from a low of 26% in Region 1 to a high of 35% in Region 2.

Table 5.1: OCM Turnover by Region, CY 2009

	OCM Start of Year	OCM Hires During Year	OCM Separations During Year	Annual Turnover Percentage
Region 1 (CFCP)	69	34	27	26%
Region 2 (CFCP)	62	32	33	35%
Region 3 (IFS)	65	22	26	30%
BMCW	196	88	86	30%

The turnover for Ongoing Case Managers in CY 2009 is the lowest since 2006.

As Table 5.2 displays

1. The 86 OCMs who separated from their position in CY 2009 is the second lowest annual total since reporting began for the Settlement Agreement.
2. The 88 OCMs who were hired in CY 2009 is also the second lowest annual total since reporting began for the Settlement Agreement.

³ First, identify the number of Ongoing Case Managers who separated employment for any reason. Second, divide the number of separations by the sum of the number of Ongoing Case Managers at the beginning of the period plus the Ongoing Case Managers hired during the period. (30% turnover rate = 86 workers exited / (196 OCMs + 88 hires).

Table 5.2: OCM Turnover by year

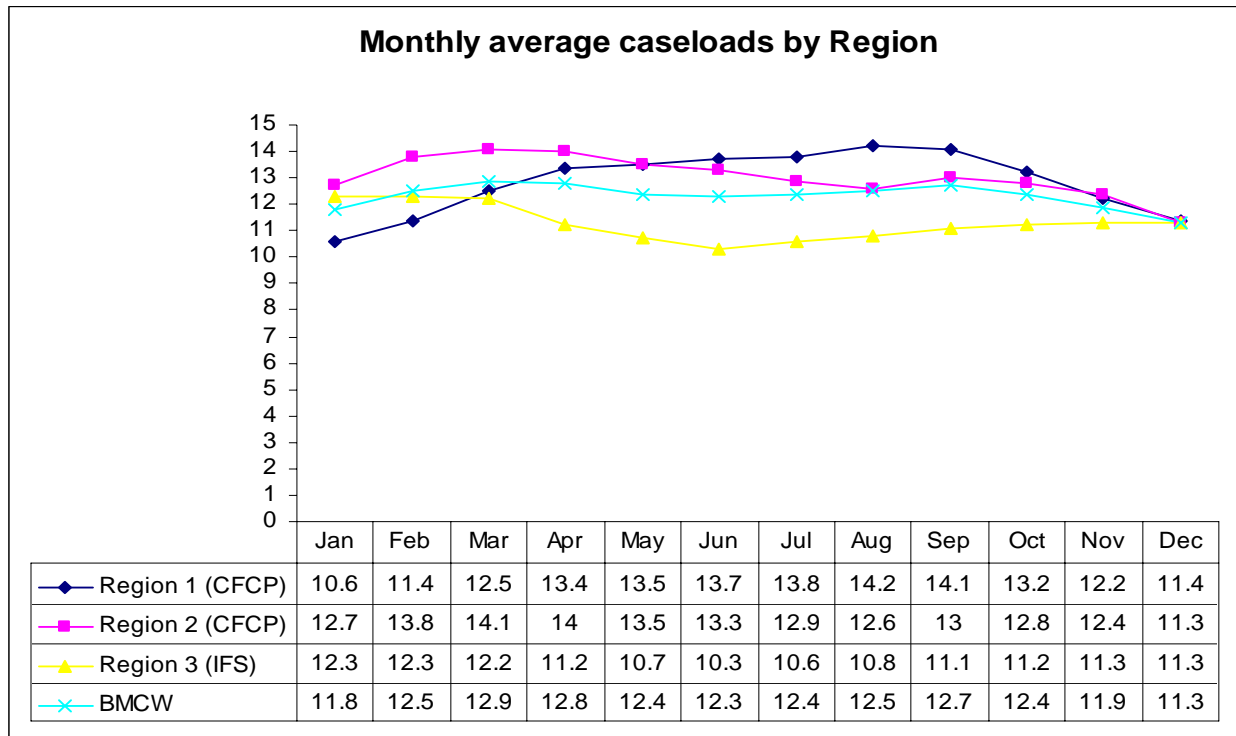
	CY 2003	CY 2004	CY 2005	CY 2006	CY 2007	CY 2008	CY 2009
Number of OCM's at beginning of period	218	233	206	217	180	179	196
Number of OCM separations	98	129	113	63	90	105	86
Number of OCM's hired	108	101	132	30	83	123	88
Turnover rate for period per definition used in Settlement	30%	39%	33%	26%	34%	35%	30%

The average caseload for Ongoing Case Managers in 2009 was 11.3 families.

As Chart 5.3 displays

1. The caseload calculation using the Settlement Agreement formula.⁴
2. Region 1 peaked in August with 14.2 family cases per Ongoing Case Manager.
3. The average peaked across all three regions in March with 12.9 family cases per Ongoing Case Manager.

Chart 5.3: Average caseload per Ongoing Case Manager during CY 2009 by month and Region



⁴ Formula includes only Ongoing Case Managers with an active caseload, while excluding mentors and supervisors who may temporarily be carrying a case, yet keeping their caseloads in the total, measured as an average of the current and two previous months.