

# Wisconsin Child Abuse and Neglect Report



2005 Data

Office of Program Evaluation and Planning  
Division of Children and Family Services  
Wisconsin Department of Health and Family Services

# Wisconsin Child Abuse and Neglect Report

Annual Report for Calendar Year 2005  
to the Governor and Legislature  
s. 48.981(9), Stats.

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Please contact [John Tuohy](#), DCFS Planning Director, at  
(608) 267-3832 with any questions regarding this report.

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## Letter from the Administrator

Wisconsin's child welfare system operates under the core belief that all children deserve to grow up in a safe and healthy environment. Our first priority is to ensure that children can live safely in their own homes. When that isn't possible, children may be placed with a relative or in a foster home either temporarily or permanently so they can be safe and healthy.

Over the last several years, there has been unprecedented momentum in this state, and across the country to improve child welfare services and ensure that the safety of children is paramount.

A key component to improving outcomes for children and families is our ability to measure our success, and identify areas where we can improve further. As part of Governor Jim Doyle's KidsFirst Initiative to improve the child welfare system statewide, the Department of Health and Family Services implemented the first statewide continuous quality improvement program. The Department conducts reviews of county child welfare practice which provides valuable information on the strengths of child welfare services, and opportunities for enhancing child welfare case practice. To date, the Department has reviewed 18 counties, including Milwaukee. Our intent is to review all 72 counties on a rotating basis over several years.

Another important component in measuring our success is our ability to generate meaningful and accurate data through reports like this Wisconsin Child Abuse and Neglect Report. This year's report is significantly different than those in the past. We structured the order of this report in the same manner in which a case would flow through the Child Protective Services process – from the initial report of alleged abuse through the completion of a CPS investigation. In addition, information was added to allow for the reader to better understand the CPS process in its entirety.

As a result of all 72 counties now utilizing our electronic statewide automated child welfare information system, eWisACWIS, we were also able to add new information into the 2005 report. Compared with previous reports, the 2005 report presents additional details regarding children and families served by local CPS agencies. The new data consists of statewide and county screening practices; additional trend data; more detailed information on findings and substantiations within maltreatment types; information on reporters of alleged child abuse and neglect; and more data on maltreaters. In addition, we are able to give county breakdowns for each one of the statewide summary measures within the report. These county-by-county breakdowns are included in the appendices. As a result of changing from our old data system to eWisACWIS, data for 2005 and previous years may not be comparable or consistent. A more thorough explanation of the data presented in this report is in Appendix D.

Thank you for your interest in learning more about Wisconsin's child welfare system. We appreciate your continued support for our efforts as we strive to enhance our child welfare system so that children and families receive high quality and effective services that consistently meet their needs.

William R. Fiss  
Interim Administrator

## **Executive Summary**

In calendar year 2005, county Child Protective Services (CPS) agencies and the Bureau of Milwaukee Child Welfare received a total of 47,404 referrals from community reporters alleging maltreatment of children. Educational personnel, law enforcement, and social service workers accounted for the largest sources of referrals. Sixty percent of these referrals were screened-in by CPS agencies for further investigation resulting in 27,037 investigations/initial assessments of families. Through these investigations, CPS agencies assessed 40,917 maltreatment reports involving 34,148 children and 52,739 allegations of maltreatment. Some children were involved in more than one report and/or were affected by multiple allegations of maltreatment.

### **Allegations and Findings**

Neglect was the most common type of maltreatment allegation during calendar year 2005, followed by physical abuse, and sexual abuse. Of the total allegations, 8,148 or approximately 20% were substantiated as maltreatment. The maltreatment allegation types accounting for the most substantiated findings during calendar year 2005 were sexual abuse and neglect. In addition, CPS agencies determined that 2,590 maltreatment allegations were likely to occur.

### **Child Victims**

There were 8,831 child victims of maltreatment in 2005. A child is a victim if they had at least one substantiated or abuse likely to occur maltreatment finding at the conclusion of a CPS investigation/initial assessment. This represents 6.5 children per 1,000 children in Wisconsin. Females were more likely to be victims than males, primarily due to sexual abuse. In calendar year 2005, CPS agencies reported 10 children died from substantiated maltreatment.

### **Maltreaters**

The majority of substantiated maltreaters in calendar year 2005 were males, primarily for sexual abuse. Females accounted for the majority of substantiated maltreaters in neglect cases. Primary caregivers accounted for approximately 2/3 of the substantiated maltreatment. Maltreatment can be substantiated for a child without identifying a specific maltreater.

### **CPS Services**

Of the families involved in CPS investigations during calendar year 2005, 19% of families received services from the CPS agency and 22% were referred by the CPS agency to a community resource. In the 4,511 CPS investigations/initial assessments where the home was determined by the CPS agency to be unsafe, 1,780 children were placed in an out-of-home placement.

### **Data Source**

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

## Introduction

Child Protective Services (CPS) is a specialized field of the Child Welfare System. CPS intervention is warranted whenever there is a report that a child may be unsafe, abused or neglected, or at risk of abuse or neglect. The purpose of the CPS system is to identify and alter family conditions that make children unsafe or place them at risk for abuse or neglect. Services provided by CPS agencies include receiving referrals of alleged child abuse or neglect, investigating these referrals as needed, implementing plans to keep children safe, and coordinating services for children and families where abuse or neglect has occurred or where circumstances make it seem likely that abuse and/or neglect will occur.

In sum, Wisconsin's CPS programs strive to: (1) protect the health, safety, and welfare of children by encouraging the reporting of suspected child abuse and neglect; (2) assure that appropriate protective services are provided to unsafe children and their families to protect children from further harm; (3) provide support, counseling, and other services to children and their families to ameliorate the effects of child abuse and neglect; and (4) promote the well being of the child in his or her home setting, wherever possible, or in another safe and stable placement.

This Wisconsin Child Abuse and Neglect Report reflects data collected during calendar year 2005 regarding reports of child abuse and/or neglect in Wisconsin. This report has been compiled by the Department of Health and Family Services to assist state policymakers, service providers and the public in understanding and effectively responding to trends in child maltreatment.

## Structure of Child Protective Services in Wisconsin

CPS agencies are responsible for identifying and addressing conditions affecting child safety in the home for families who come to the attention of these agencies. In Wisconsin, this critical social responsibility is met through a state-supervised, county-administered system, with the exception of Milwaukee County where the state administers the CPS program. Alleged child maltreatment is reported to 71 county social or human services departments in the state and to the Bureau of Milwaukee Child Welfare (BMCW) in Milwaukee County or to local law enforcement agencies. Please refer to **Appendix M** for a complete list of contact information for these county departments.

## Child Abuse and Neglect Definitions

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

**Physical neglect** is defined in the statutes as "failure, refusal or inability on the part of a parent, guardian, legal custodian or other person exercising temporary or permanent control over a child, for reasons other than poverty, to provide necessary

care, food, clothing, medical or dental care or shelter so as to seriously endanger the physical health of the child.” [Ref. s. 48.981(1)(d), Stats.]

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

**Sexual abuse** is defined by cross-referencing several crimes in the Wisconsin Criminal Code section of the statutes (see **Appendix A**). In summary, sexual abuse includes the following:

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

Allegations associated with any other form of sexual abuse not specified above are identified as “other sexual abuse.”

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

In addition to cases where abuse and/or neglect has already occurred, threats of child abuse and neglect must also be reported to and investigated by the county agencies and the BMCW. “...the county department...shall determine, within 60 days after receipt of a report, whether abuse or neglect has occurred or is likely to occur.” [Ref. s. 48.981(3)(c)4, Stats.] Thus, case findings of **abuse or neglect likely to occur**, refer to situations where abuse and/or neglect has not yet occurred, but the conditions identified by the CPS agency during the investigation support a belief that abuse and/or neglect is likely to occur in the future.

The definitions of child neglect and emotional abuse involve failure on the part of parents or other persons responsible for a child to provide necessary care for a child. The definitions of physical abuse and sexual abuse include harm to a child by any person. Therefore, physical or sexual abuse of a child can include assaults by a parent, strangers, persons unrelated to a child’s family, or peers. In cases where

someone outside of the family harms the child, CPS interventions with the family do not provide all of the solutions. In many of these cases, in addition to the CPS investigation, law enforcement is involved and criminal prosecution of the person who harmed the child may occur. However, in most child abuse and neglect cases, the parties involved are family members and solutions involve CPS interventions with the family. In some of these cases, court intervention is required to assure safety for the child and to order services for the family.

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

### **Overview of the Child Protective Services Process**

CPS agencies follow numerous state and federal policies and best practice standards as they strive to keep children safe from harm. The CPS process can be divided into three parts: CPS access, CPS investigation/initial assessment, and CPS ongoing services. The section of this report entitled, the Child Protective Services Process (page 14), provides further detail about the first two parts of the CPS process. The section of this report entitled, Services to Families (page 41) addresses the third. **Appendix C** shows an overview of the CPS process in Wisconsin, with a flowchart illustrating the different paths a child maltreatment report may take.

During CPS access, the CPS agency receives information about suspected child abuse and/or neglect from community sources. Based on the information from the reporter, the CPS agency must determine if the information constitutes an allegation of child maltreatment or threatened harm as defined by Wisconsin statutes. If an allegation rises to the level indicated by statutory definitions of maltreatment, the referral is screened-in for further investigation, and if it does not, the referral may be screened-out. At this stage, screened-out referrals are no longer part of the CPS process. However, the CPS agency may still refer the family to community services or offer to provide voluntary CPS services.

All screened-in referrals move on to the next stage of the CPS process, CPS investigation/initial assessment. Depending on the severity of the abuse and level of imminent danger to the child, the CPS agency designates a time, ranging from an immediate response to within 5 days, by which an initial face-to-face contact with the child/family must occur.

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

In addition, the information gathered during the investigation/initial assessment is used to make a decision about child safety. If a child is unsafe, the CPS agency must develop a safety plan and open the case for ongoing services. Depending on the situation, the family involved may voluntarily participate in CPS services or be court-ordered to participate. If the safety decision is that the child or children present in the home are safe, the case may be closed. The CPS agency may still offer/refer the family to other community services or voluntary CPS services.

## Key Terms

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

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

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

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

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

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

**Investigation/Initial Assessment:** An information gathering process undertaken by the CPS agency to assure child safety and determine if child abuse and/or neglect occurred for one or more children in a family.

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

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

**Maltreater:** A person, who after the investigation/initial assessment of a screened-in referral, has had at least one allegation of child maltreatment found to be substantiated or likely to occur by the CPS agency. The same maltreater may be counted twice if they had at least one substantiated or likely to occur allegation in different screened-in referrals during the calendar year.

**Maltreatment Allegation:** An assertion of one type of child abuse or neglect involving one alleged maltreater. For the purposes of this report, maltreatment allegations are one of five types: neglect, physical abuse, sexual abuse, emotional abuse, or abuse likely to occur.

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

**Referral:** CPS agency receipt of information from a reporter concerned about potential child maltreatment. The referral may contain information about more than one child, more than one maltreater, and one or more maltreatment allegations for each child/maltreater.

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

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

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

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

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

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

**Victim:** A child, who after the investigation/initial assessment of a screened-in referral, had at least one of their maltreatment allegations found to be substantiated or likely to occur. The same child may be counted twice as a victim if they had at least one substantiated or likely to occur maltreatment allegation in different screened-in referrals during the calendar year.

## Child Protective Services Process

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

### Child Protective Services Access

The Child Protective Services (CPS) process begins when the CPS agency receives information regarding suspected child abuse and/or neglect from a reporter. This initial step is known as CPS Access. For the purposes of this report, the information received by the CPS agency pertaining to alleged child abuse and/or neglect is called a referral. The referral the CPS agency receives from a reporter may contain information about more than one child, more than one maltreater, and one or more maltreatment allegations for each child/maltreater.

Upon receiving a referral, the CPS agency must first determine if the information constitutes an allegation of child maltreatment or threatened harm as defined by Wisconsin statutes. Not all referrals received by agencies are appropriate for a CPS investigation. Although the reporters may have concerns for a child or family, the issues presented may not rise to the level indicated by statutory definitions of maltreatment. These referrals are generally not accepted by agencies and therefore, are not subject to an investigation. These referrals are referred to as 'screened-out'. Referrals may also be screened-out if there is insufficient information reported to determine if the information constitutes maltreatment or if multiple reporters call about the same child and maltreatment. Families with screened-out referrals may still be offered voluntary CPS services or referred to other appropriate community services.

If the referral is accepted, or 'screened-in', as an appropriate concern related to child maltreatment or the risk of child maltreatment, the CPS agency must complete an investigation/initial assessment. Depending on the severity of the abuse and level of imminent danger to the child, the CPS agency designates a time, ranging from an immediate response to within 5 days, by which initial face-to-face contact with the child/family must occur. The investigation/initial assessment must be completed within 60 days. In response to reports of alleged maltreatment by individuals outside the family, the CPS role is to support the parents and other appropriate adults in meeting the child's needs. Respect for the privacy, values and rights of each family member underlie all aspects of investigative procedures.

As shown in Table 1, during calendar year 2005, CPS agencies received a total of 47,404 referrals; 19,006 of these were screened-out and 28,398 were screened-in. All screened-in referrals were subsequently investigated by the CPS agency, and are the subject of the next section of this report, child protective services investigation/initial assessment. **Appendix E** shows a breakdown of referrals and screening decisions by county for calendar year 2005. Data about referrals and screening decisions was not available in previous years of the Wisconsin Child Abuse and Neglect Report.

**Table 1** Statewide Referrals and Screening Decisions, 2005

	Number of Referrals	Screened-out Referrals	Percent Screened-out	Screened-in Referrals	Percent Screened-in
<b>State Total</b>	47,404	19,006	40%	28,398	60%

A CPS report is created for each child who is identified in a screened-in referral as an alleged victim of child maltreatment or threatened maltreatment. Notice that the number of CPS reports (40,917) is greater than the number of screened-in referrals (28,398) because one referral may include information about multiple children, however, each child in the referral is counted as a unique CPS report. For example, a referral from a community reporter may allege maltreatment against three children in a family. For purposes of this report, the CPS agency received 1 referral (the phone contact by the reporter) but 3 CPS reports (three children each with one or more maltreatment allegations). Table 2 shows the number of CPS reports per 1,000 children in Wisconsin during calendar year 2005. Out of a population of 1,000 Wisconsin children, about 30 children were involved in a report of alleged maltreatment in 2005. **Appendix F** lists the total number of CPS reports and CPS reports per 1,000 children by county during 2005.

**Table 2** CPS Reports Per 1,000 Children, 2005

	Child Population (Ages 0-17)*	Screened-in Referrals	Number of CPS Reports	CPS Reports per 1,000 Children
<b>State Total</b>	1,360,112	28,398	40,917	30.1

\*Source: Wisconsin Department of Administration Population Estimate for 1/1/2005.

Figure 1 displays the total number of CPS reports received by CPS agencies from 1995 through 2005. The number of CPS reports declined through calendar year 2000, and since then has fluctuated between 40,000 and 43,000 reports. Two policy changes are believed to have contributed to the decline in CPS reports in Wisconsin from 1996 to 2000. First, a 1996 federal amendment to the Child Abuse Prevention and Treatment Act required all states to implement formal appeal processes for maltreaters substantiated of child abuse and/or neglect. Second, in 1998, the Wisconsin Department of Health and Family Services implemented the Wisconsin Caregiver Law. The Wisconsin Caregiver Law requires background and criminal history checks of certain personnel who are responsible for the care, safety and security of children and vulnerable adults. Under this law, a substantiation of child abuse and/or neglect can bar or create barriers to employment for individuals who wish to work with children and/or vulnerable adults. It is likely that these two policy changes resulted in increased scrutiny in the application of a substantiated finding,

leading to a decline in the number of CPS reports and the number of substantiated maltreatment allegations, particularly in cases of alleged neglect and more moderate cases of alleged physical abuse.

**Figure 1** Total Number of CPS Reports Statewide, 1995-2005

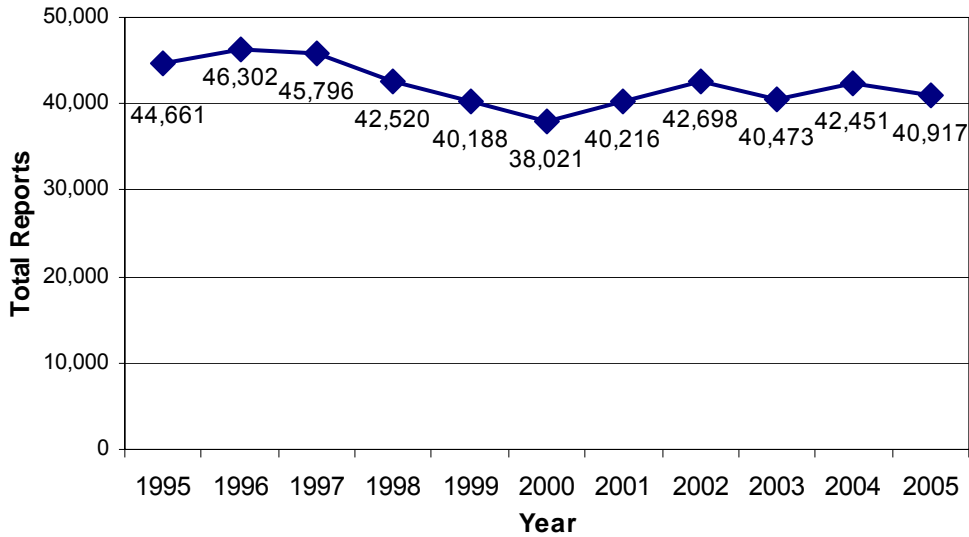
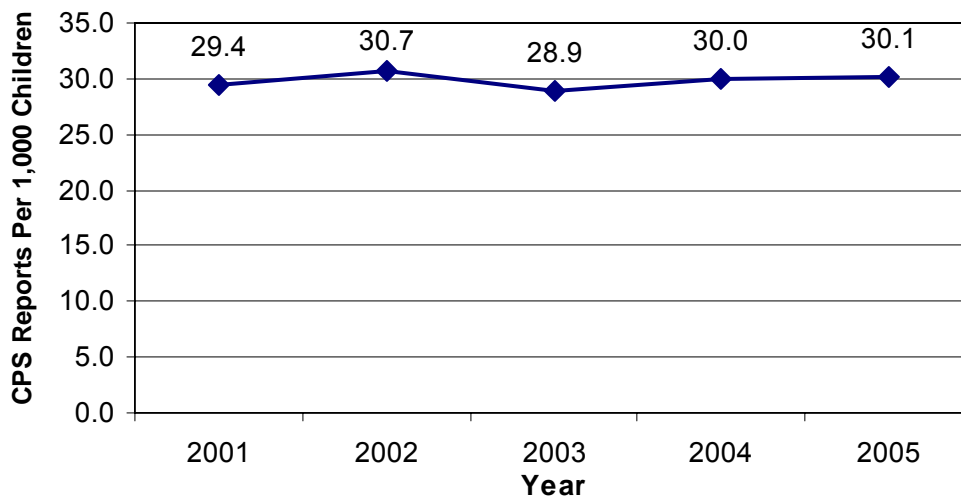


Figure 2 displays the rate of CPS reports per 1,000 children in Wisconsin from 2001 through 2005. The CPS reporting rate has remained fairly constant over the last five years at about 30 out of 1,000 children in Wisconsin involved in a CPS report of alleged maltreatment in a given year. The rate of CPS reports per 1,000 children could fluctuate based on the number of CPS reports in a given year and/or changes in the size of Wisconsin's child population.

**Figure 2** CPS Reports Per 1,000 Children, 2001-2005



## **Child Protective Services Investigation/Initial Assessment**

The primary purpose of the CPS investigation/initial assessment is to assure the child's safety and determine whether the child and family are in need of any services to help keep the child safe. The CPS investigation/initial assessment process does not result in establishing legal culpability – instead the case is referred to law enforcement and possibly the courts for that purpose. The investigation/initial assessment must be conducted in accordance with the Child Protective Service Investigation Standards established by the Wisconsin Department of Health and Family Services in September 1994. These standards recognize that the CPS role must differ in cases of familial and non-familial maltreatment.

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

Upon completion of an investigation/initial assessment, the agency must determine whether abuse or neglect has occurred or is likely to occur. Investigation/initial assessment findings for allegations where maltreatment has occurred are either "substantiated" or "unsubstantiated." Case findings for allegations where abuse or neglect is likely to occur are either "likely to occur" or "not found likely to occur." For both types of cases, a third finding may be used: "not able to locate sources of information and/or subjects of the report – unsubstantiated." This finding is to be used only when the agency is unable to locate critical family members or others involved in the report, making it impossible to gather the information needed to make a determination.

Beginning in 1996, "substantiated" cases refer only to cases in which CPS staff determines, based upon a preponderance of the evidence, that child abuse or neglect has occurred. A preponderance of evidence is a lower standard of evidence than that needed for proof in juvenile or criminal court procedures. Therefore, while there may be sufficient information to substantiate an alleged child abuse and/or neglect case, there may not be sufficient evidence for a children's court finding of Child in Need of Protection or Services (CHIPS) or for criminal court prosecution. The agency may determine that maltreatment has occurred or is likely to occur without identifying a particular person that has maltreated or will maltreat a child. Therefore, the agency has the authority to respond to children in need of protection or services even when a specific maltreater cannot be positively identified.

During the investigation/initial assessment, the CPS agency must also assess whether the child or children in the home remain in danger of child abuse and/or

neglect. If the child or children are unsafe, regardless of the substantiation decision, the CPS agency creates a safety plan to control identified threats to child safety. The safety decision and services offered to the family as a result of the investigation/initial assessment are the focus of the section of this report entitled 'Services to Families' (page 41).

Table 3 shows the statewide CPS investigation/initial assessment workload for calendar year 2005. The number of investigation/initial assessments (27,037) is less than the number of children (34,158) because one investigation/initial assessment is completed per family. **Appendix G** shows the number of investigations/initial assessments completed by each county during 2005. Notice that the number of children (34,158) involved in an investigation/initial assessment is less than the number of CPS reports (40,917) found in Table 2. This is due to the same child being involved in more than one CPS report during the calendar year (for example, one CPS report in January and another in August).

**Table 3** CPS Investigation/Initial Assessment Workload, 2005

Number of Investigations/Initial Assessments	27,037
Related to →	52,739 Maltreatment Allegations
Involving →	34,158 Children

Table 4 shows the statewide substantiation rate for calendar year 2005. The substantiation rate is the proportion of maltreatment allegations that were found to be substantiated after the conclusion of the investigation/initial assessment. The substantiation rate is calculated by dividing all substantiated maltreatment allegations for calendar year 2005 by the total number of CPS reports. **Appendix G** shows the substantiation rate by county for 2005.

**Table 4** Statewide Substantiation Rate, 2005

	Number of CPS Reports	Maltreatment Substantiation Count	Maltreatment Substantiation Rate
<b>State Total</b>	40,917	8,148	20%

Table 5 shows the child victimization rate for calendar year 2005. The child victimization rate is the number of children who were victims of substantiated and/or abuse likely to occur maltreatment out of a population of 1,000 children. The child victimization rate is calculated by dividing the total number of children who were victims of substantiated and/or abuse likely to occur maltreatment by Wisconsin's

total child population. **Appendix H** shows the child victimization rate for 2005 by county.

**Table 5** Statewide Child Victimization Rate, 2005

	Child Population (Ages 0-17)*	Number of Child Victims	Child Victims per 1,000 Population
<b>State Total</b>	1,360,112	8,831	6.5

\*Source: Wisconsin Department of Administration Population Estimate for 1/1/2005.

Figure 3 depicts the trend in substantiation rates in Wisconsin from calendar year 1995 through calendar year 2005. Please refer to page 15 for an explanation of policy changes (i.e. 1996 Child Abuse and Prevention Treatment Act and 1998 Wisconsin Caregiver Law) which may have contributed to the decrease in the statewide substantiation rate from 1995 through 2000.

**Figure 3** Statewide Substantiation Rates, 1995-2005

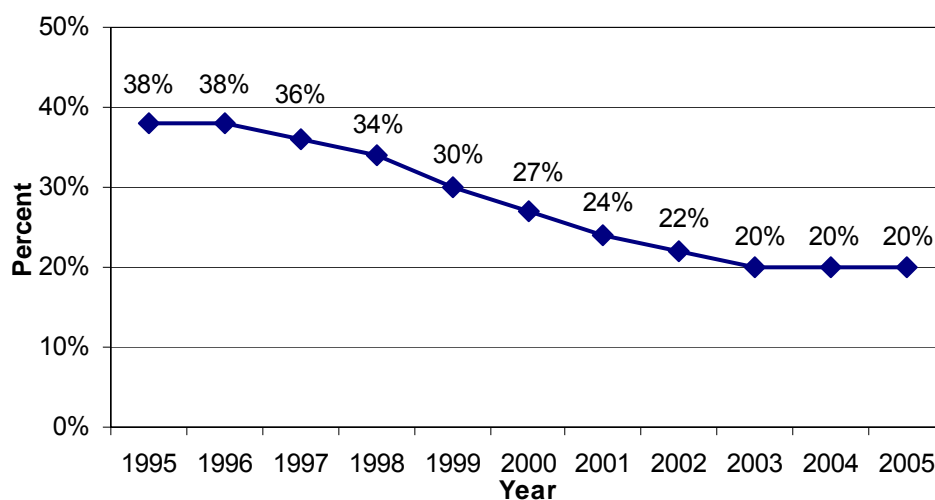
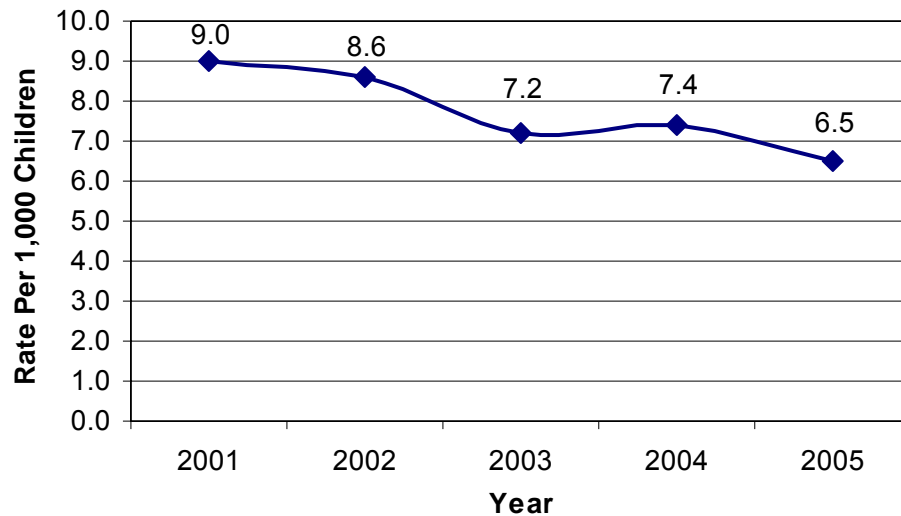


Figure 4 displays the child victimization rate in Wisconsin over a five-year period. Beginning in 2005, the victimization rate was calculated differently in order to better represent children's experiences related to victimization. For this calendar year 2005 edition of the Wisconsin Child Abuse and Neglect Report, a child is counted as a victim once for every CPS investigation/initial assessment he/she was in where he/she had at least one substantiated or abuse likely to occur allegation. The previous method used to calculate this rate in the calendar years 2001-2004 editions of the Wisconsin Child Abuse and Neglect Report used total substantiated allegations rather than child victims. This approach elevated the victimization rate as the same child may have had multiple substantiated allegations.

**Figure 4** Statewide Victimization Rates Per 1,000 Children, 2001-2005

**NOTE:** The 2001-2004 victimization rates were adjusted to include likely to occur allegations.

The preceding tables and figures examined maltreatment in general, providing a picture of how often one or more maltreatment allegations in a CPS report is substantiated after the investigation/initial assessment. Table 6 looks at maltreatment allegations by maltreatment type (physical abuse, sexual abuse, neglect, emotional abuse, and abuse likely to occur) and the maltreatment finding for calendar year 2005. For specific allegations of abuse and/or neglect, the maltreatment finding may be substantiated, unsubstantiated, or not able to locate sources of information and/or subjects of the report – unsubstantiated. For maltreatment allegations that abuse and/or neglect is likely to occur, the finding may be abuse is likely to occur, abuse is not likely to occur, or not able to locate sources of information and/or subjects of the report – unsubstantiated. **Appendix I** shows the county-by-county breakdown of these figures.

**Table 6** Total Maltreatment Allegations by Maltreatment Type and Maltreatment Finding, 2005

Maltreatment Type	Maltreatment Finding			Total
	S	U	N	
Physical Abuse	1,271	11,058	277	12,606
Sexual Abuse	3,576	7,108	674	11,358
Neglect	3,255	17,489	783	21,527
Emotional Abuse	46	568	22	636
	L	NF	N	Total
Abuse Likely to Occur	2,590	3,737	285	6,612

S=Substantiated U=Unsubstantiated

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

L=Likely to Occur NF=Not Found Likely to Occur

Figure 5 shows the maltreatment findings from all investigations/initial assessments by maltreatment type for calendar year 2005. The figure displays the maltreatment types with the most to least allegations from left to right. Thus, (1) neglect is the most alleged type of maltreatment, followed by (2) physical abuse, (3) sexual abuse, (4) abuse likely to occur, and finally (5) emotional abuse. The figure also shows the maltreatment type with the most substantiations: (1) sexual abuse, followed by (2) neglect, (3) abuse likely to occur, (4) physical abuse, and finally (5) emotional abuse.

**Figure 5** Maltreatment Findings by Maltreatment Type, 2005

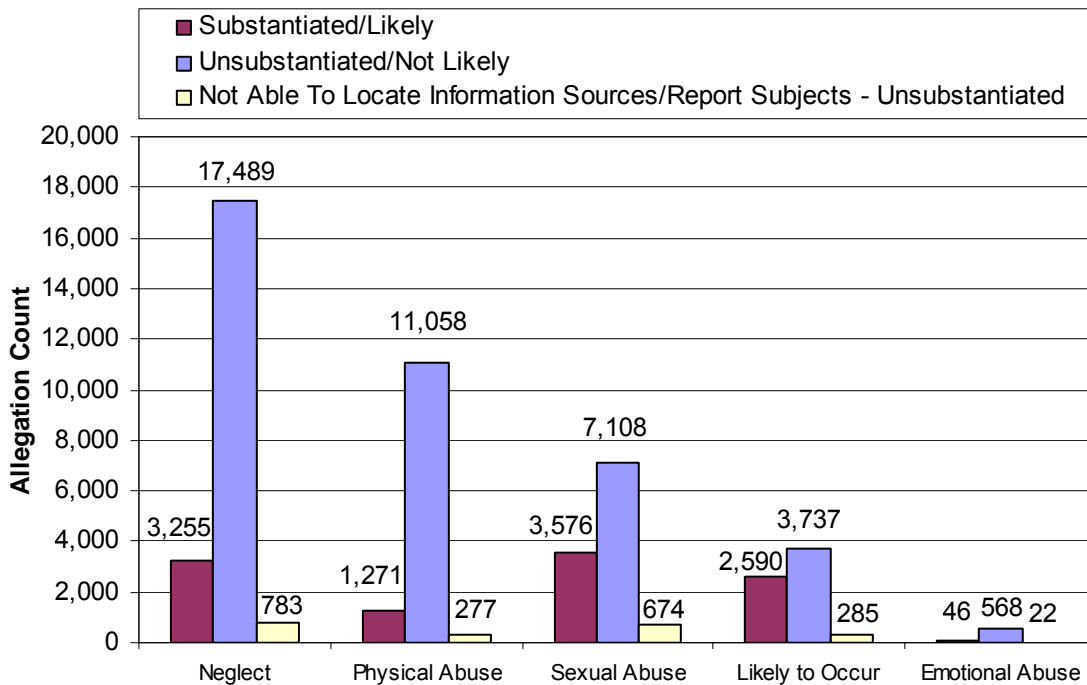


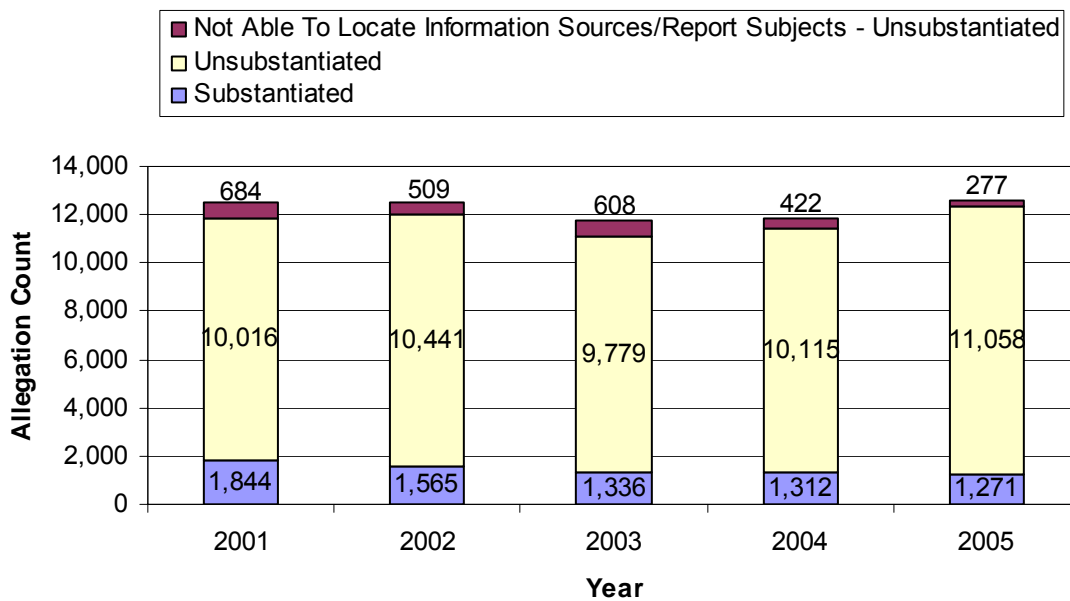
Table 7 answers the question - given all the allegations of one type of maltreatment, how many of those allegations were substantiated or found likely to occur after the investigation/initial assessment. Refer to Table 6 for the allegation counts used to calculate the maltreatment type substantiation rates. For example, the physical abuse maltreatment substantiation rate was calculated by dividing the total number of substantiated physical abuse allegations (1,271) by the total number of physical abuse allegations (12,606). **Appendix J** shows the substantiation rate within maltreatment type by county for 2005.

**Table 7** Statewide Maltreatment Allegation Substantiation Rate By Maltreatment Type, 2005

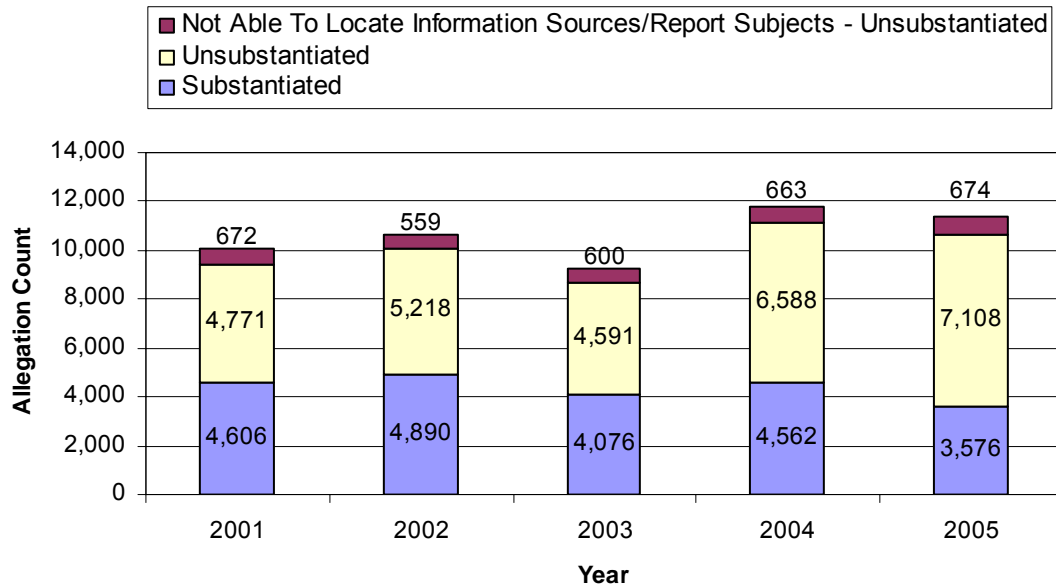
	Physical Abuse Substantiation Rate	Sexual Abuse Substantiation Rate	Neglect Substantiation Rate	Emotional Abuse Substantiation Rate	Abuse Likely to Occur Rate
<b>State Total</b>	10%	31%	15%	7%	39%

The following figures depict graphically the maltreatment findings for each maltreatment type for 2001 through 2005. There is an increase in the number of allegations in calendar year 2005, particularly for the maltreatment categories of neglect and abuse likely to occur. In addition, there was a decrease in the number of sexual abuse allegations and substantiations in 2005. While the number of total allegations has increased for some maltreatment types in calendar year 2005, the counts of substantiated allegations for all maltreatment types in 2005 are within the same range as the previous four years. Please refer to **Appendix D** for data collection considerations thought to have contributed to these trends.

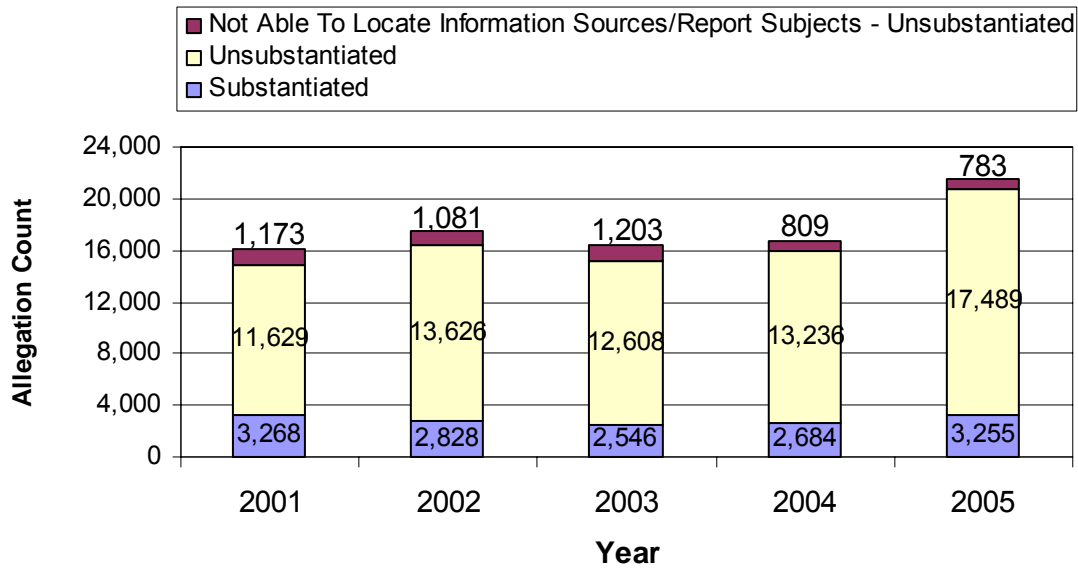
**Figure 6** Physical Abuse Allegation Findings, 2001-2005



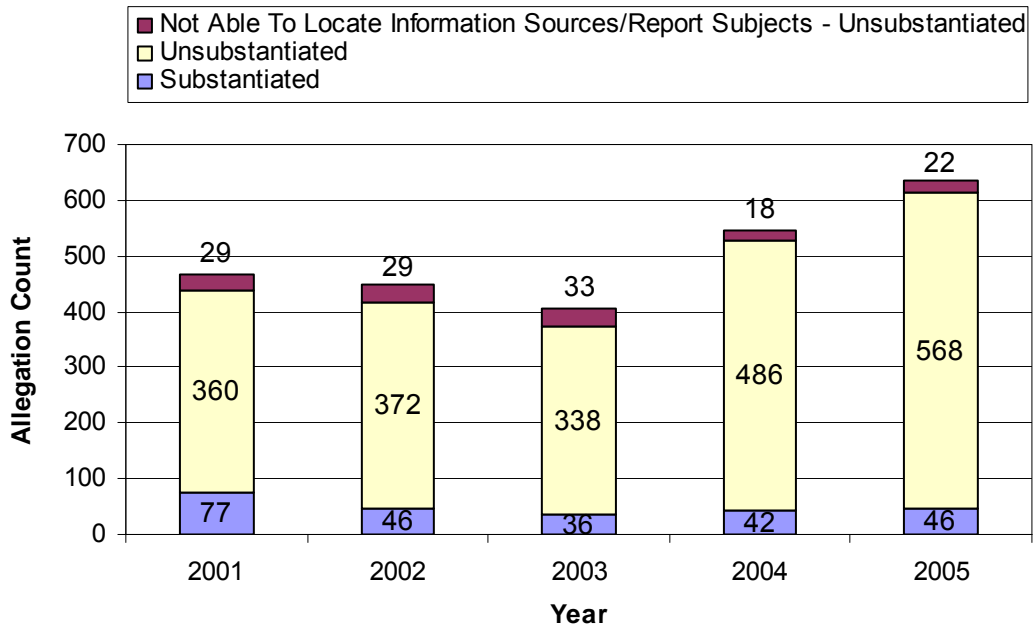
**Figure 7** Sexual Abuse Allegation Findings, 2001-2005



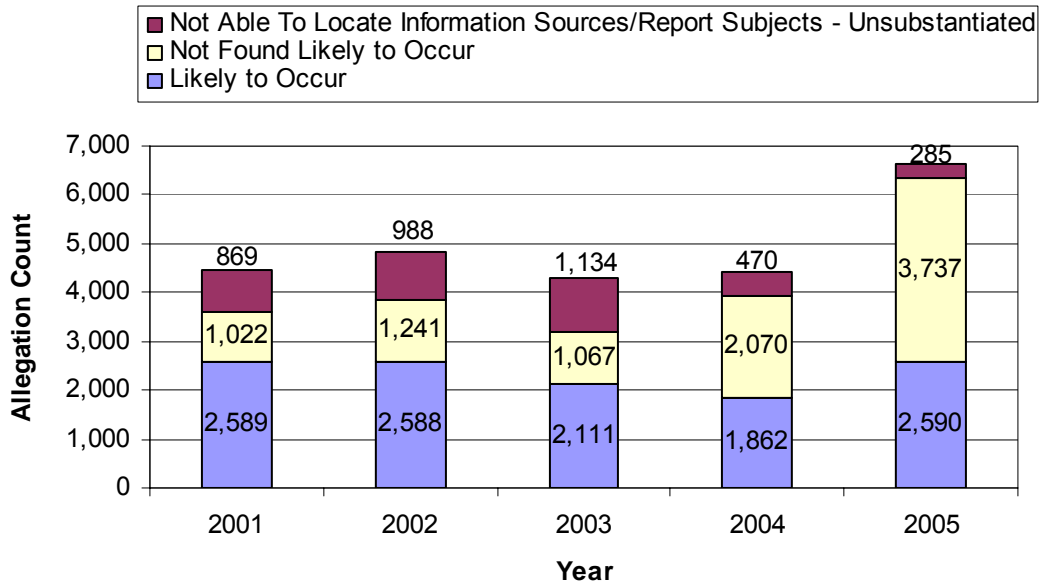
**Figure 8** Neglect Allegation Findings, 2001-2005



**Figure 9** Emotional Abuse Allegation Findings, 2001-2005



**Figure 10** Abuse Likely to Occur Allegation Findings, 2001-2005



## Reporters

Reporters are persons who contact CPS agencies with information regarding alleged maltreatment of a child. This section reflects data on the reporters who made the referrals received by CPS agencies (both screened-in and screened-out referrals) during calendar year 2005.

### Reporter's Relationship to Alleged Child Victim

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

Table 8 displays the count of all screened-in and screened-out referrals by the type of reporter during calendar year 2005. The table lists the reporter types in descending order from the most frequent reporters to the least frequent reporters.

**Table 8** Referrals (Screened-in and Screened-out) by Reporter's Relationship to Alleged Child Victim, 2005

Reporter	Count of Referrals	Percent of Total Referrals
Educational Personnel	7,915	17%
Legal/Law Enforcement	7,716	16%
Social Service Personnel	7,122	15%
Anonymous/Not Documented	5,361	11%
Parent	4,506	10%
Relative	3,228	7%
Mental Health Worker	2,844	6%
Other	2,844	6%
Medical Personnel	2,436	5%
Neighbor/Friend	2,098	4%
Child Care Provider	668	1%
Other Caregiver	384	1%
Alleged Victim	257	1%
Alleged Maltreater	25	<1%
<b>Total</b>	<b>47,404</b>	<b>100%</b>

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

Table 9 shows the types of maltreatment allegations that were screened-in for investigation by reporter type. The number of allegations (52,739) exceeds the total number of screened-in referrals (28,398) because reporters may have made more than one allegation of maltreatment per child in the screened-in referral. The reporters are listed in descending order, from the reporters who made the most maltreatment allegations to those who made the least maltreatment allegations.

**Table 9** Total Maltreatment Allegations (Screened-in Referrals Only) by Reporter's Relationship to Alleged Child Victim, 2005

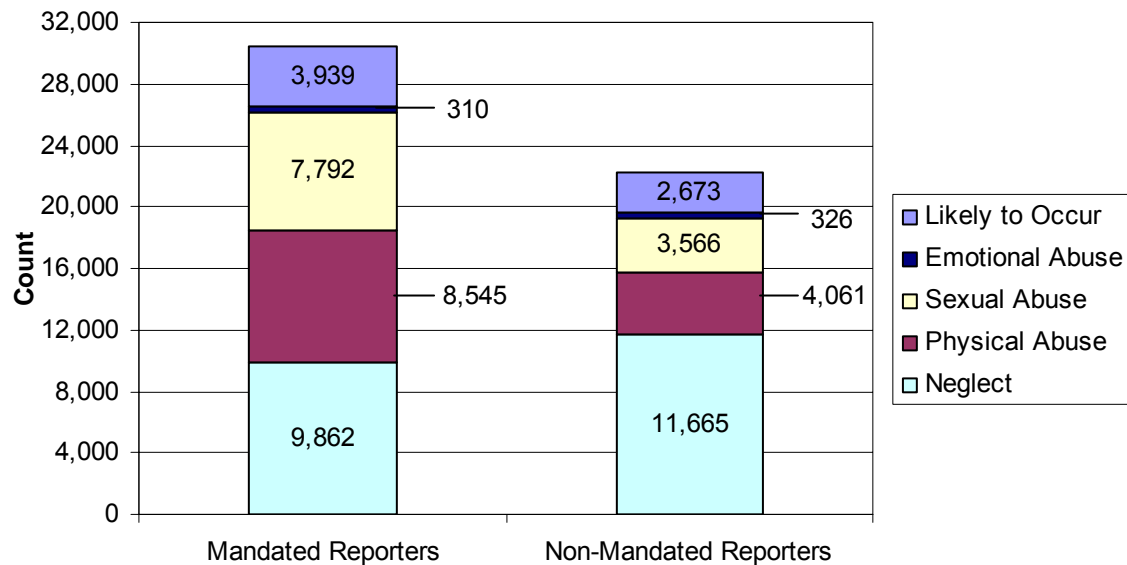
		<b>Maltreatment Allegation Type</b>						
<b>Mandated ?</b>	<b>Reporter</b>	<b>Neglect</b>	<b>Physical</b>	<b>Sexual</b>	<b>Emotional</b>	<b>Likely to Occur</b>	<b>Total</b>	
Yes	Legal/Law Enforcement	3,737	1,723	2,604	61	1,072	9,197	
Yes	Social Service Worker	2,774	1,952	1,986	58	1,372	8,142	
Yes	Educational Personnel	1,890	3,315	1,447	129	774	7,555	
No	Anonymous/ Not Documented	3,673	1,428	1,375	72	670	7,218	
No	Relative	2,548	659	344	69	624	4,244	
No	Parent	1,334	906	852	96	477	3,665	
No	Neighbor/Friend	2,105	369	278	36	415	3,203	
No	Other	1,703	536	500	44	407	3,190	
Yes	Medical Personnel	913	668	655	20	319	2,575	
Yes	Mental Health Personnel	395	609	1,029	41	328	2,402	
Yes	Child Care Provider	153	278	71	1	74	577	
No	Other Caregiver	189	95	156	1	46	487	
No	Alleged Victim	101	64	55	8	29	257	
No	Alleged Maltreater	12	4	6	0	5	27	
<b>Total</b>		<b>21,527</b>	<b>12,606</b>	<b>11,358</b>	<b>636</b>	<b>6,612</b>	<b>52,739</b>	

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

Figure 11 shows total maltreatment allegations (screened-in referrals only) made by mandated versus non-mandated reporters by the maltreatment type alleged. As shown in Table 9, the category mandated reporters includes legal/law enforcement personnel, social service workers, educational personnel, medical personnel, mental health workers, and child care providers (a full list of mandated reporters by professions is found in s. 48.981(2), Stats., or visit <http://dhfs.wisconsin.gov/Children/CPS/progserv/manrpts.HTM>). All other reporter categories are considered non-mandated.

Mandated reporters made more total allegations than non-mandated reporters and accounted for the majority of physical and sexual abuse allegations. Non-mandated reporters made the majority of neglect allegations.

**Figure 11** Total Maltreatment Allegations by Maltreatment Type (Screened-in Referrals Only), Mandated versus Non-Mandated Reporters

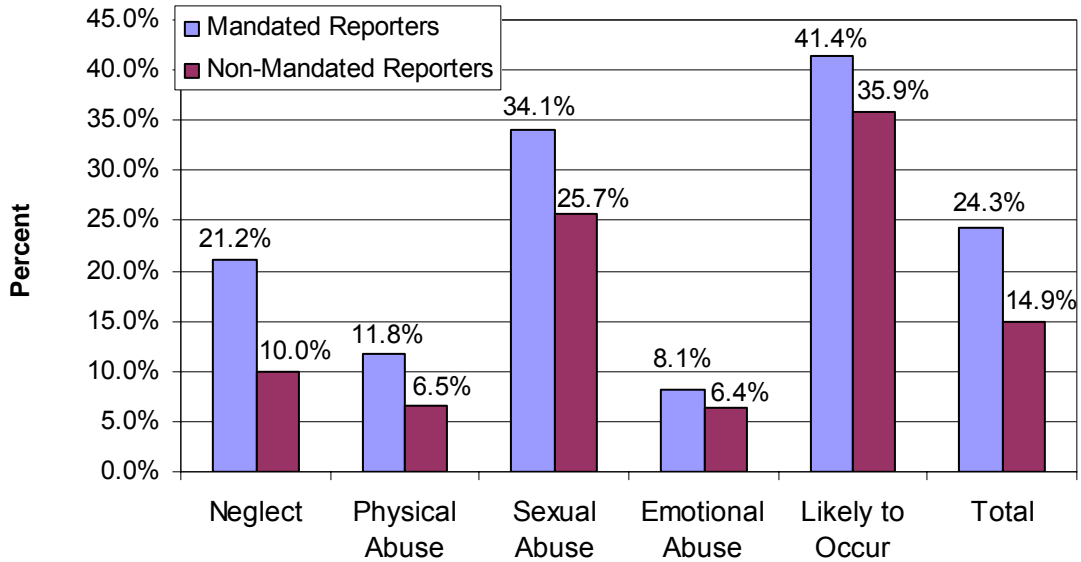


### Reporter's Maltreatment Allegations and Subsequent Findings

This section examines the question: of all the maltreatment allegations which reporters made during calendar 2005 (screened-in referrals only), how many of the allegations were found to be substantiated or likely to occur by the CPS agency after they completed the investigation/initial assessment? **Appendix K** shows the percentage of total allegations found substantiated or likely to occur after the CPS investigation/initial assessment by the reporter's relationship to the alleged child victim.

Figure 12, shown below, compares the categories of mandated versus non-mandated reporters, showing the proportion of their total maltreatment allegations which were later found substantiated or likely to occur after CPS investigation/initial assessment. Across all categories of maltreatment, a higher percentage of the mandated reporter's total maltreatment allegations were found to be substantiated or likely to occur after CPS investigation/initial assessment than non-mandated reporter's maltreatment allegations. Mandated reporters are more educated on child abuse and neglect reporting protocol so they are less likely to report situations that do not meet the definition of child abuse and/or neglect than non-mandated reporters.

**Figure 12** Percentage of Reporter's Total Maltreatment Allegations Found Substantiated or Likely to Occur After CPS Investigation/Initial Assessment, Mandated versus Non-Mandated Reporters



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

## Victims

A child is considered a maltreatment victim when the CPS agency identifies that at least one maltreatment allegation in a CPS report was found to be substantiated or likely to occur upon completion of the CPS investigation/initial assessment.

Beginning in calendar year 2005, a new method was used to count the number of child victims. In previous years of the Wisconsin Child Abuse and Neglect Report, all demographic information about children who were victims of maltreatment was shown by substantiated or likely to occur maltreatment allegation. Thus, if the same child was a victim of neglect and physical abuse in the same CPS report, their demographic information was counted twice, once for each type of maltreatment. This approach overstated the number of child victims of abuse and/or neglect.

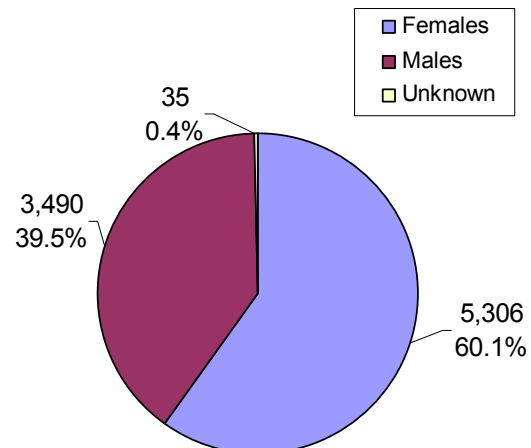
In the new method, a child is counted as a victim if he/she is involved in a CPS investigation/initial assessment wherein he/she had at least one substantiated or likely to occur maltreatment allegation. Therefore, if a child is a victim of substantiated neglect and physical abuse in the same CPS investigation/initial assessment, they are counted as a victim once. However, if the same child was involved in two or more CPS investigations/initial assessments (for example, one in January and one in October), in which he/she had at least one substantiated or likely to occur maltreatment allegation, they are counted more than once. Based on this method, there were 8,831 victims of substantiated or likely to occur child abuse and/or neglect in 2005.

## Characteristics of Maltreated Children

### Gender

Figure 13 displays calendar year 2005 victims by frequency and proportion according to their gender. In 2005, more females were the victims of child abuse and/or neglect than were males. Table 10 displays the child victimization rate by gender for calendar year 2005. The victimization rate by gender is calculated by dividing the number of female victims in 2005 by the Wisconsin female child population (ages 0-17), and by dividing the count of male victims in 2005 by the Wisconsin child male population (ages 0-17).

**Figure 13** Gender of Victims, 2005



In 2005, females comprised a disproportionate share of the victims given their number in the Wisconsin child population.

**Table 10** Child Victimization Rate by Gender, 2005

Gender	Child Population (Ages 0-17)*	Count of Victims	Child Victims Per 1,000 Population
Females	661,176	5,306	8.0
Males	692,880	3,490	5.0

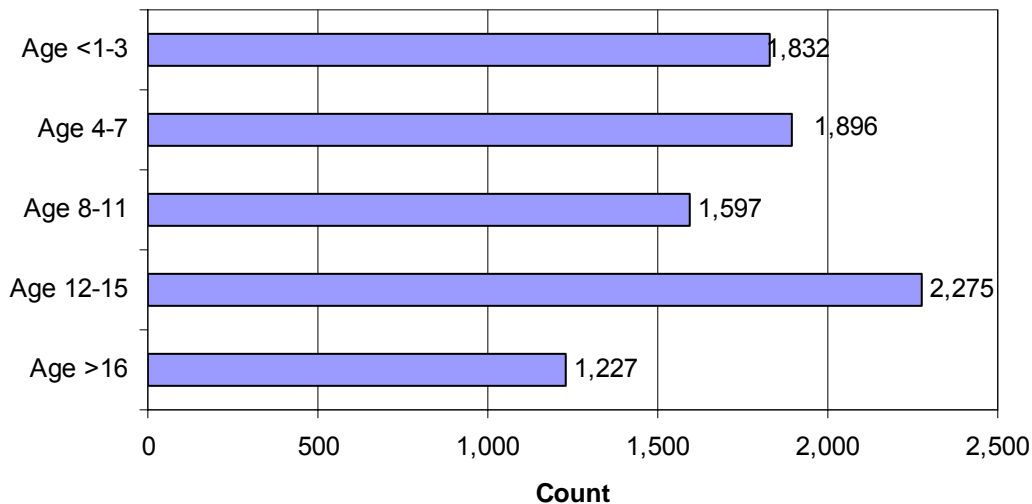
\***Source:** Wisconsin Department of Administration Population Estimate for 1/1/2005.

**NOTE:** 35 victims are missing from the gender counts because their gender was not reported.

### Age

Figure 14 displays the count of victims by age group for calendar year 2005. In 2005, the 12-15 age group accounted for the largest number of victims.

**Figure 14** Victims by Age Group, 2005

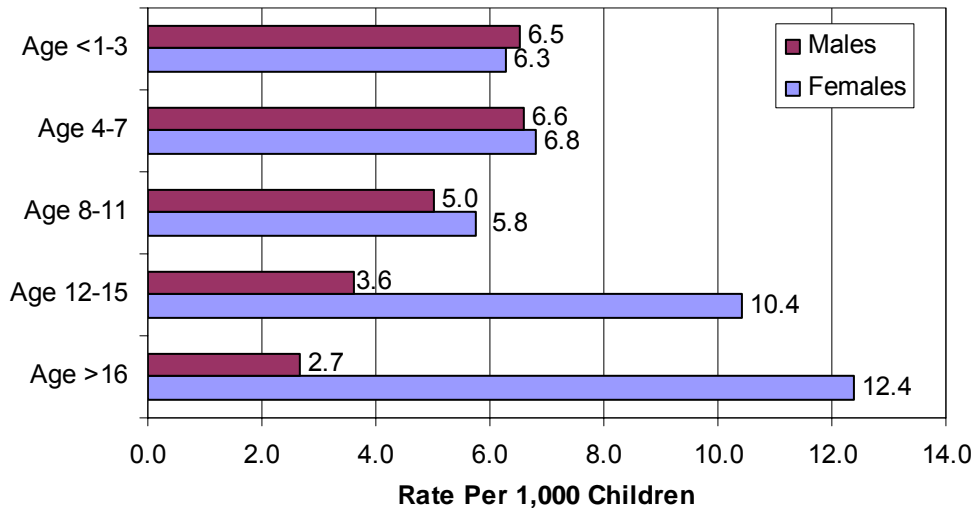


**NOTE:** 4 child victims are not depicted in this graph because age data was missing or incorrect.

Figure 15 displays the victimization rate by age and gender for calendar year 2005. The victimization rate by age and gender is calculated by dividing the number of 2005 child victims of each gender in each age group by the respective number of children in the Wisconsin population of the same gender and age group. The rate can vary according to the number of child maltreatment victims or the size of the Wisconsin child population according to gender and age group. Among the

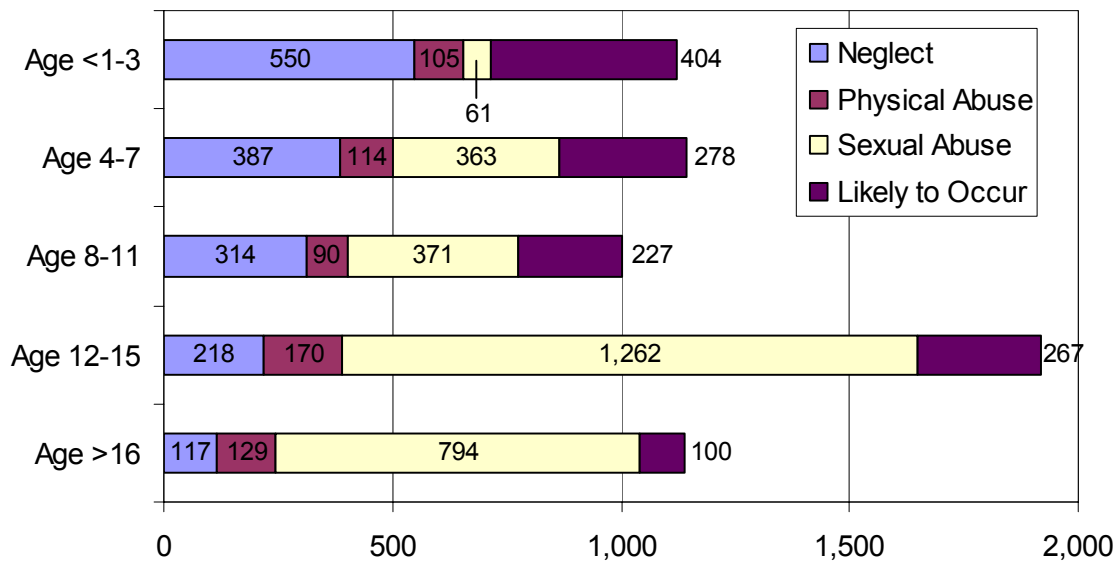
youngest age groups, males and females were victimized at similar rates. However, for the older age groups, females were victimized at a much greater rate than males.

**Figure 15** Victimization Rate by Age and Gender, 2005

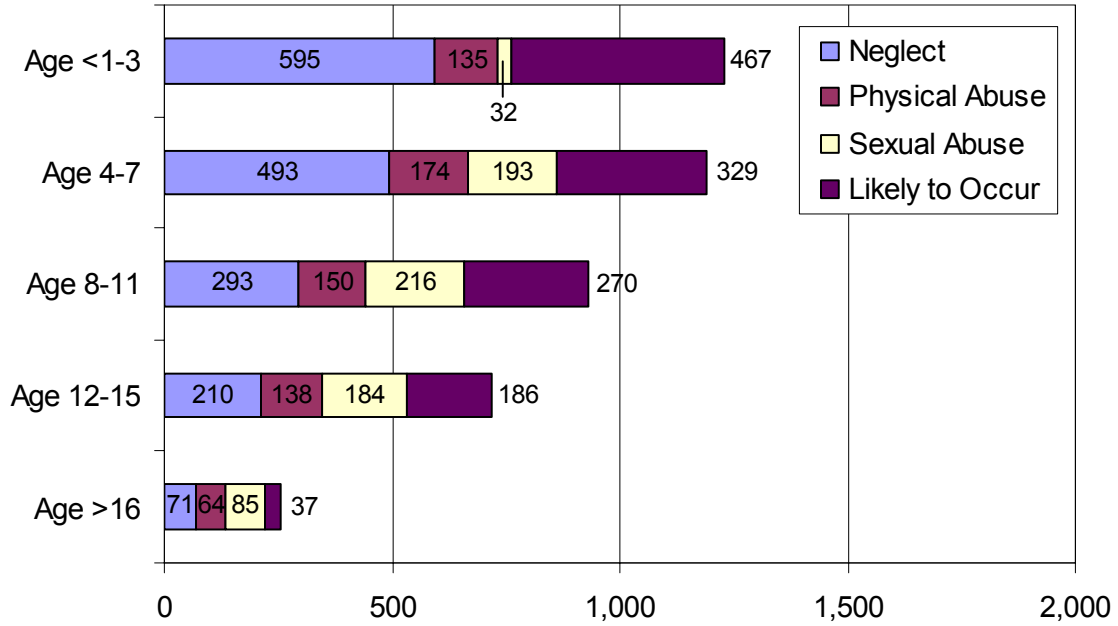


Figures 16 and 17 provide an explanation for the greater rate of female victimization among the two older age groups. These figures show all maltreatment types except emotional abuse for victims by their age group and gender. Females in the two older age groups are victims of many more counts of substantiated sexual abuse than males. Neglect declines with age for both males and females. Physical abuse occurs at all age levels for both genders. Likely to occur, which is primarily associated with neglect, generally declines with age for both genders.

**Figure 16** Substantiated and Likely to Occur Maltreatment Allegations for Female Victims, 2005



**Figure 17** Substantiated and Likely to Occur Maltreatment Allegations for Male Victims, 2005

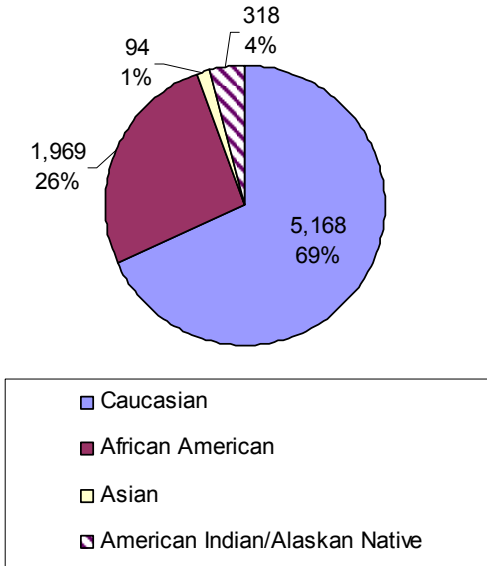


**NOTE:** Figures 16 and 17 are missing 45 substantiated or likely to occur maltreatment allegations because data for gender, age, or both was missing. Figures 16 and 17 also do not display the 46 substantiated emotional abuse allegations (25 female, 21 male) due to the nominal number of substantiated allegations.

*Race and Ethnicity*

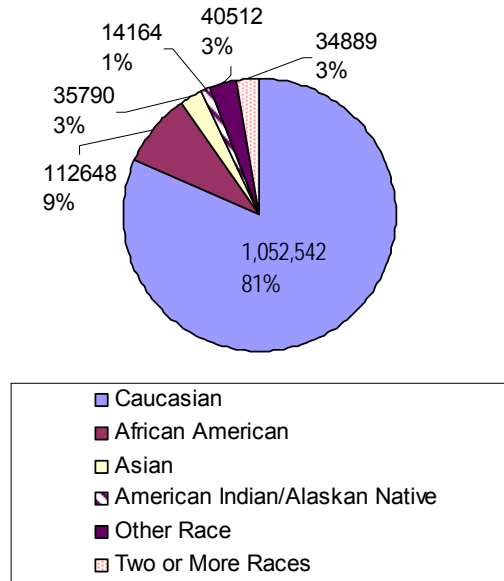
Figure 18 displays the count of victims by race for calendar year 2005. Figure 19 displays the race of the Wisconsin child population in calendar year 2005. African American children and American Indian children are victims of child abuse and/or neglect at higher proportions than their comparative share of the general Wisconsin child population.

**Figure 18** Race of Victims Where Known, 2005



**NOTE:** 1,282 victims are not depicted above because their race was unknown. Native Hawaiian/Pacific Islander (10 victims) is not depicted.

**Figure 19** Race of 2005 WI Child Population



**NOTE:** Based on data from the 2005 American Community Survey by the U.S. Census Bureau. Native Hawaiian/Pacific Islander is not depicted above.

Of the 8,831 victims, 4,881 victims (55%) were identified as not Hispanic/Latino, 624 victims (7%) were identified as Hispanic/Latino, and for 3,326 victims (38%) their ethnicity was unknown. People of Hispanic ethnicity may be of any race.

**Fatalities**

The death of a child is one of the most tragic consequences of child abuse and/or neglect. The role of Child Protective Services in the case of a child death by abuse and/or neglect is to assure the safety of any other children present in the family and to assess the family's need for services. Investigations of child deaths are generally handled by law enforcement agencies. For purposes of this report, the only fatalities included are child deaths that were substantiated as maltreatment. There were **12** substantiated cases of a child having died from maltreatment in calendar year 2005, as reported by county CPS agencies to the Wisconsin Department of Health and Family Services.

During calendar year 2005 all of the children who died of substantiated maltreatment were age two or under. The majority, **58%**, were under age 1. The majority of

maltreaters substantiated for the child’s death were a parent, step parent, or the parent’s partner (81%). The median age of the maltreaters was 25 years.

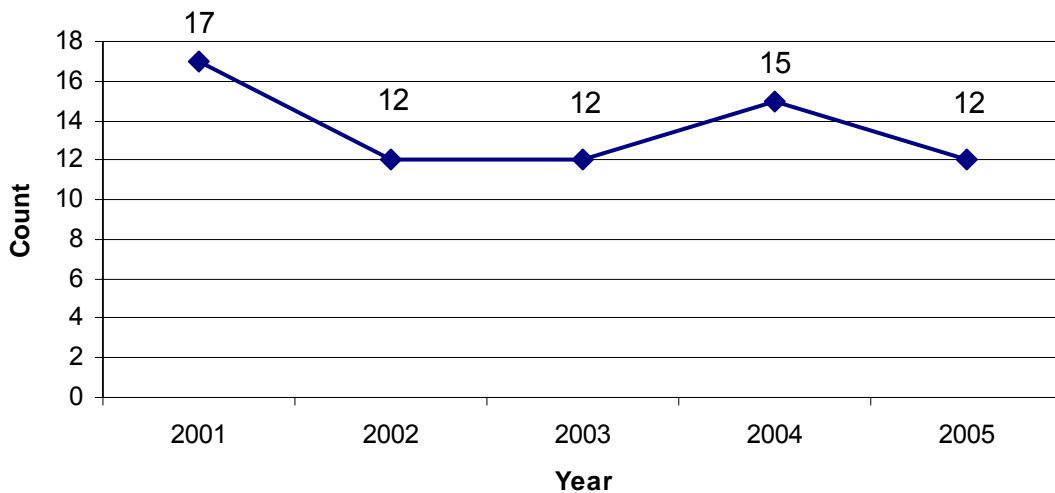
**Table 11** Profile of Substantiated Child Fatalities, 2005

County	Maltreatment Type	Child Victim			Maltreater			
		Age	Sex	Race	Age	Sex	Race	Relationship to Child
Brown	Physical Abuse	1	M	W	25	M	W	Partner of Parent
Dodge	Neglect	<1	M	U	21	F	U	Parent
Manitowoc	Physical Abuse	2	F	W	22	M	W	Step Parent
Marathon	Physical Abuse	<1	F	W	23	M	W	Parent
Milwaukee	Physical Abuse	2	M	B	25	M	B	Family Friend
Milwaukee	Neglect	2	F	B	35	M	U	Licensed Day Care Center Employee
Milwaukee	Neglect	1	M	W	20	F	W	Parent
					22	M	U	Partner of Parent
Milwaukee	Physical Abuse	<1	F	W/H	30	M	W/H	Parent
	Neglect				25	F	W/H	Parent
St. Croix	Physical Abuse	<1	F	W	32	M	W	Parent
Sheboygan	Neglect	<1	M	W	32	F	W	Parent
					26	M	W	Parent
Waukesha	Physical Abuse	<1	M	W	19	F	W	Other non-caregiver
Winnebago	Neglect	<1	F	W	26	F	W	Parent
					28	M	W	Parent

Sex  
 F - Female  
 M - Male  
 U - Unknown

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

**Figure 20** Count of Child Fatalities Substantiated as Maltreatment, 2001-2005



## Maltreaters

A person is considered a maltreater when the CPS agency, after completing the investigation/initial assessment, identifies the person as having committed one or more substantiated or likely to occur maltreatment allegations. The CPS agency can also designate that a maltreatment allegation is substantiated or likely to occur for a child without identifying a maltreater (i.e. maltreater unknown).

Beginning in calendar year 2005, a new method was used to count the number of maltreaters. In previous years of the Wisconsin Child Abuse and Neglect Report, all demographic information about maltreaters was shown by substantiated or likely to occur maltreatment allegation. Thus, if the same maltreater committed neglect and physical abuse in the same CPS report, their demographic information was counted twice, once for each type of maltreatment. This approach overstated the number of maltreaters of abuse and/or neglect.

In the new method, a person is counted as a maltreater if he/she is involved in a CPS investigation/initial assessment wherein he/she was named as the maltreater for at least one substantiated or likely to occur maltreatment allegation. Thus, a person is counted once, no matter how many maltreatment allegations are substantiated against them in one CPS investigation/initial assessment. However, maltreaters are counted more than once if they are involved in two or more separate CPS investigations/initial assessments in which he/she had a substantiated or likely to occur maltreatment allegation during the calendar year (for example, one in January and one in October). Based on this method, in calendar year 2005 there were 7,580 maltreaters of substantiated or likely to occur child abuse and/or neglect.

## Characteristics of Maltreaters

### Gender

Figure 21 displays the frequency and proportion of maltreaters by their gender. Males had a higher frequency of substantiated or likely to occur maltreatment allegations than did females.

**Figure 21** Gender of Maltreaters, 2005

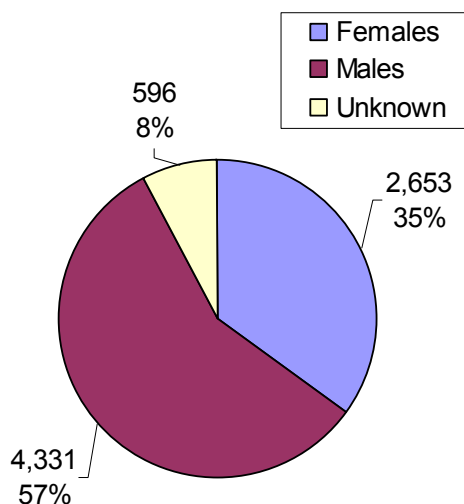
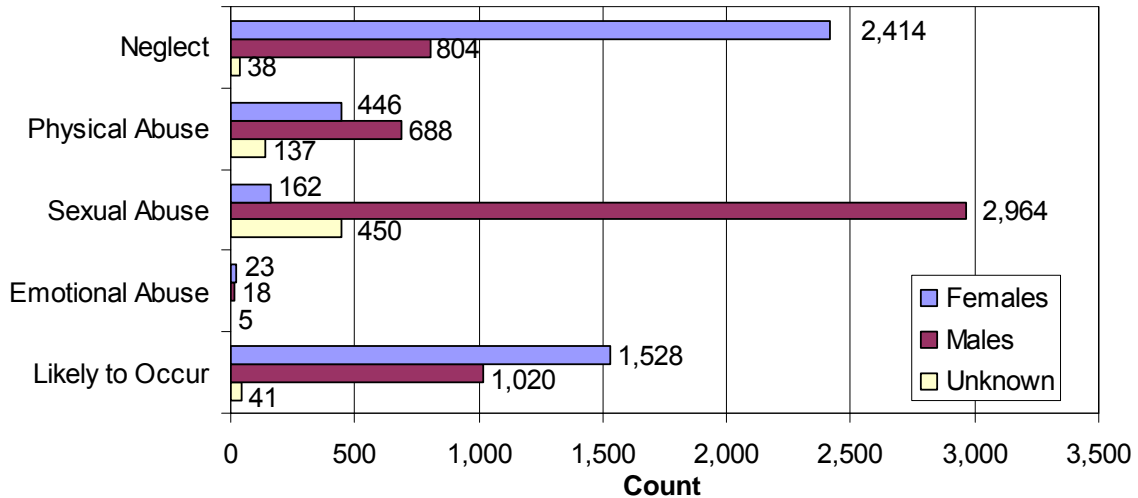


Figure 22 depicts all substantiated and likely to occur maltreatment allegations for maltreaters by their gender during calendar year 2005. If a maltreater had more than one substantiated or likely to occur allegation during the year, they will be depicted more than once in this graph. The majority of male perpetrators' maltreatment was sexual in nature. The majority of female perpetrators' maltreatment was neglect related.

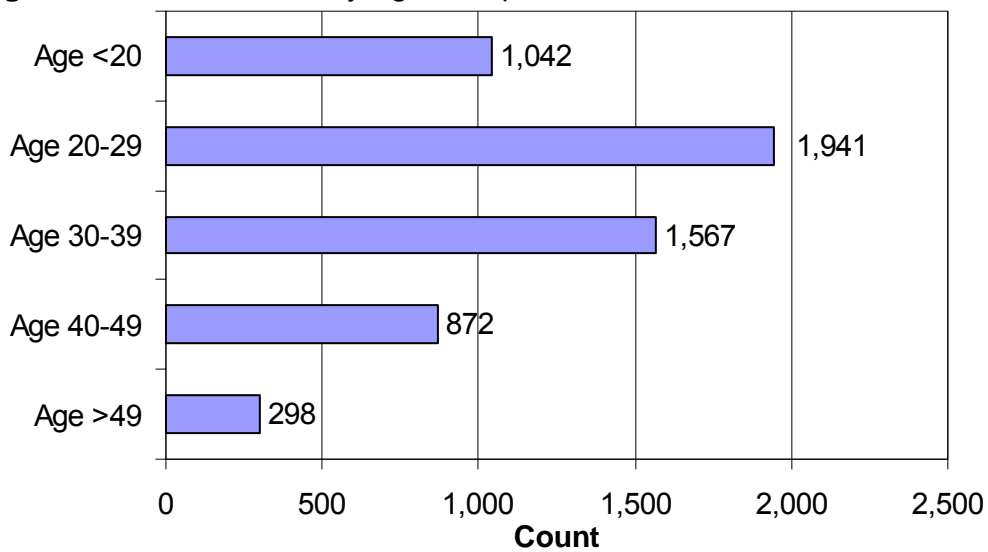
**Figure 22** Substantiated and Likely to Occur Allegations by Abuse Type and Maltreater's Gender, 2005



*Age*

Figure 23 shows the count of maltreaters by their age group for calendar year 2005. Age data was unknown for 1,860 maltreaters (25%). Since the majority of maltreaters are parents, the most common child-rearing age groups account for the largest number of maltreaters.

**Figure 23** Maltreaters by Age Group, 2005

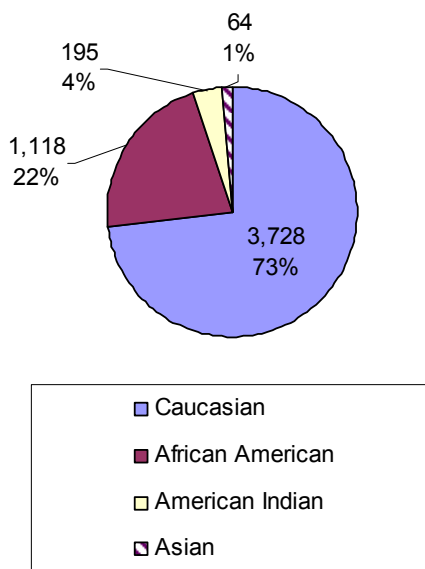


**NOTE:** This graph does not depict 1,860 maltreaters whose age was unknown.

### Race/Ethnicity

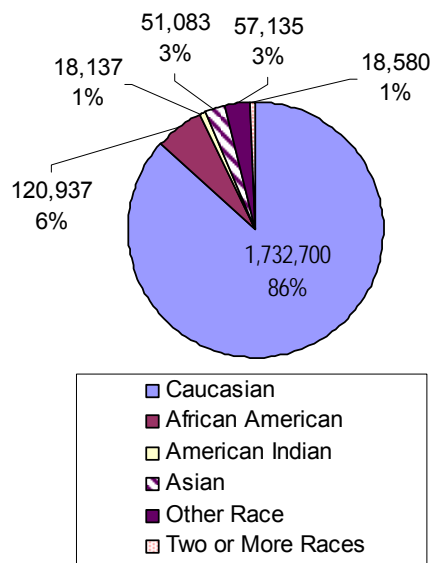
Figure 24 displays the count of maltreaters by race for calendar year 2005. Figure 25 depicts the race of Wisconsin's population ages 18-44. This age segment of the Wisconsin population was chosen as it portrays race for the age groups which comprise the majority of identified adult maltreaters. Persons who identified as African American and American Indian comprise a larger share of identified maltreaters than their proportional share of Wisconsin's general adult population in calendar year 2005.

**Figure 24** Race of Maltreaters Where Known, 2005



**NOTE:** 2,466 maltreaters (33%) are not depicted above because their race was unknown. Native Hawaiian/Other Pacific Islander (9 maltreaters) is not depicted.

**Figure 25** Race of WI Population Ages 18-44, 2005



**NOTE:** Based on data from the 2005 American Community Survey by the U.S. Census Bureau. Native Hawaiian/Other Pacific Islander is not depicted.

Of the 7,580 maltreaters, 3,243 (43%) were identified as not Hispanic/Latino, 371 (5%) were identified as Hispanic/Latino, and for 3,966 (52%) maltreaters their ethnicity was unknown. People of Hispanic ethnicity may be of any race.

### Relationship to Victim

This section outlines the relationship of maltreaters to the child victims they were found to have abused and/or neglected. Table 12 shows all substantiated or likely to occur maltreatment allegations by maltreatment type and the person designated as the maltreater. The first category, primary caregivers, is comprised of maltreaters who live in the home with the child victim. In 2005, primary adult caregivers in the home (i.e. parents, step-parents, partners of parents, and foster parents) were the maltreaters in 61% of the substantiated and likely to occur maltreatment allegations. The second category, secondary caregivers, is comprised of adults who have temporary care-giving responsibility for the child victim but do not live in the child's

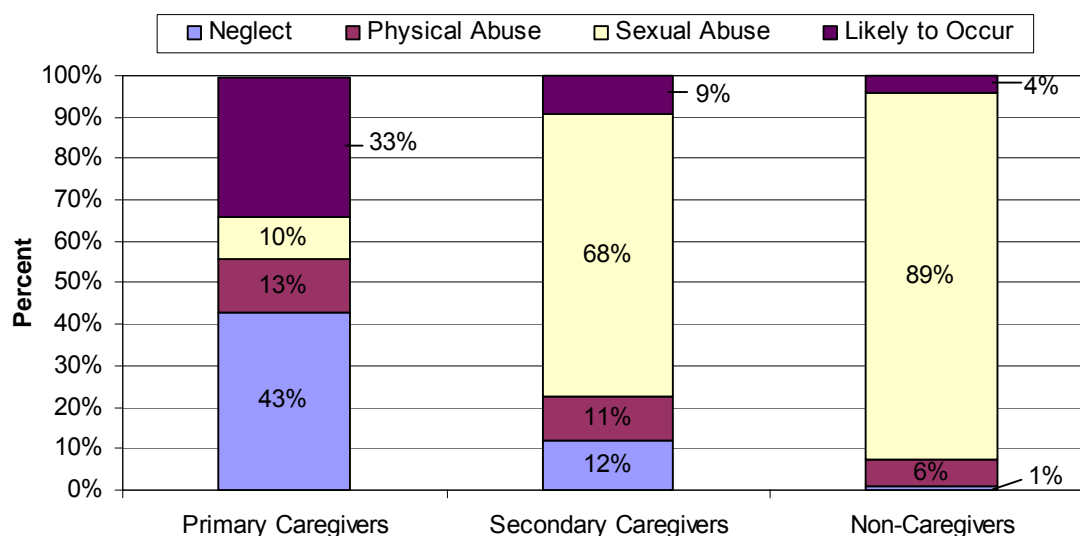
home. The third category, non-caregivers, is individuals who interact with the child but do not have care-giving responsibility. The last category depicts those allegations where the maltreater is unknown/not verified. CPS agencies may have a preponderance of evidence that a child was abused or neglected but not enough information to verify that a specific maltreater committed the abuse.

**Table 12** Substantiated and Likely to Occur Allegations by Maltreater Relationship to Child Victim, 2005

	NEGLECT	PHYSICAL	SEXUAL	EMOTION-AL	LIKELY TO OCCUR	TOTAL	PERCENTAGE
<b>PRIMARY CAREGIVERS</b>							
Parent	2,465	567	161	31	1,818	5,042	47.12%
Step Parent	65	76	110	6	117	374	3.50%
Partner of Parent	409	189	153	4	340	1,095	10.23%
Siblings/Step Siblings	3	39	245	0	42	329	3.07%
Relatives in Home	85	40	43	0	53	221	2.07%
Foster Parents	32	9	11	0	9	61	0.57%
Others Sharing Foster Home	2	3	11	0	7	23	0.21%
Other Primary Caregivers	0	0	0	0	0	0	0.00%
<b>PRIMARY CAREGIVERS SUBTOTAL</b>	<b>3,061</b>	<b>923</b>	<b>734</b>	<b>41</b>	<b>2,386</b>	<b>7,145</b>	<b>66.77%</b>
<b>SECONDARY CAREGIVERS</b>							
Licensed/Certified Child Care Provider	17	9	2	0	2	30	0.28%
Other Child Care Provider	13	7	26	0	8	54	0.50%
Teacher/Other School Employee	3	3	10	0	0	16	0.15%
Residential Facility Staff	9	2	2	0	5	18	0.17%
Correctional Facility Staff	0	0	0	0	0	0	0.00%
Youth Organization Staff/Volunteer	0	0	5	0	0	5	0.05%
Relative - Not in Home	17	33	297	0	31	378	3.53%
Other Secondary Caregivers	0	0	0	0	0	0	0.00%
<b>SECONDARY CAREGIVERS SUBTOTAL</b>	<b>59</b>	<b>54</b>	<b>342</b>	<b>0</b>	<b>46</b>	<b>501</b>	<b>4.68%</b>
<b>NON-CAREGIVERS</b>							
Stranger	0	2	58	0	1	61	0.57%
Neighbor	0	6	127	0	7	140	1.31%
Family Friend	7	27	269	1	32	336	3.14%
Peer Maltreater	2	30	500	0	11	543	5.07%
Other Non-Caregiver	11	66	847	0	29	953	8.91%
<b>NON-CAREGIVERS SUBTOTAL</b>	<b>20</b>	<b>131</b>	<b>1,801</b>	<b>1</b>	<b>80</b>	<b>2,033</b>	<b>19.00%</b>
<b>UNKNOWN/NOT VERIFIED</b>							
	100	156	696	4	66	1,022	9.55%
<b>TOTALS</b>	<b>3,240</b>	<b>1,264</b>	<b>3,573</b>	<b>46</b>	<b>2,578</b>	<b>10,701</b>	<b>100%</b>

Figure 26 shows the percentage of each type of substantiated or likely to occur maltreatment by the three maltreater categories (primary, secondary, and non-caregiver). For primary caregivers (total substantiated and likely to occur maltreatment allegations 7,145), the largest share of their total substantiated and likely to occur maltreatment allegations is neglect related. However, for secondary caregivers (total substantiated and likely to occur maltreatment allegations 501) and non-caregivers (total substantiated and likely to occur maltreatment allegations 2,033) the largest share of their total substantiated and likely to occur maltreatment allegations is sexual in nature. **Appendix L** shows the percentage of neglect, physical abuse, and sexual abuse substantiations of all substantiated and likely to occur allegations for all maltreater relationship types.

**Figure 26** Percentage of Maltreatment Types by Maltreater Category



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

## Federal Performance Standards

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

The national performance standards measure state performance on the incidents of repeat maltreatment and maltreatment of children in out-of-home care. These measures are known as the Maltreatment Recurrence Rate and the Maltreatment in Out-of-Home Care Rate, respectively. The Maltreatment Recurrence Rate is calculated by identifying all children who were victims of maltreatment or risk of maltreatment in the first 6 months of a year and determining the percentage of children who were victims of another substantiated report within a 6-month period after the initial substantiated allegation. The Maltreatment in Out-of-Home Care Rate is calculated by identifying all the children who were victims of substantiated maltreatment by a foster parent or group home or residential facility provider during a given period. This number is then divided by the cumulative number of children who were in placement during the same period to establish the maltreatment in out-of-home care rate. The national performance standards for both of these measures are set at the 75th percentile of all states based on the available data provided by states.

Because annualized data was not available from eWiSACWIS to determine the state's performance on these two national standards until calendar year 2004, the Wisconsin Department of Health and Family Services used a survey methodology approved by the federal Department of Health and Human Services to estimate the state's performance for prior time periods. Beginning with 2004 data, the Wisconsin Department of Health and Family Services used data from eWiSACWIS reports. These reports were developed to be consistent with the federal report methodology and have been approved by the federal Department of Health and Human Services.

**TABLE 13** Federal Performance Measures, 2002- 2005

Safety Performance Measures	National Standard	Wisconsin Performance			
		CY 2002	CY 2003	CY 2004	CY 2005
<b><u>Safety Outcome 1 - Recurrence of Maltreatment</u></b> Of all children who were victims of a substantiated maltreatment report, what percent were victims of another substantiated report within a 6-month period?	<b>6.1% or less</b>	6.04%	7.13%	5.25%	5.47%
<b><u>Safety Outcome 2 - Maltreatment While in Out-of-Home Care</u></b> Of all children in out-of-home care, what percent experienced maltreatment by foster parents or facility staff members?	<b>0.57% or less</b>	0.26%	0.30%	0.57%	0.47%

## Services to Families

At the conclusion of the investigation/initial assessment, various services may be offered to a family. A substantiated maltreatment finding is not necessary for a family to be offered services. The decision to provide services to the family is based on the safety assessment and analysis and resulting safety decision. The safety decision is the CPS agency's determination, based on the information gathered during the investigation/initial assessment, as to whether the conditions present make the child/children unsafe in the family home. A designation of safe or unsafe is made for all children who reside within the household. If at least one child is designated as unsafe, then the investigation/initial assessment safety decision finding for the home is unsafe. The following section shows the number of safe and unsafe safety decisions made by CPS agencies during calendar year 2005, and explains the rationale for service interventions based on the safety decision.

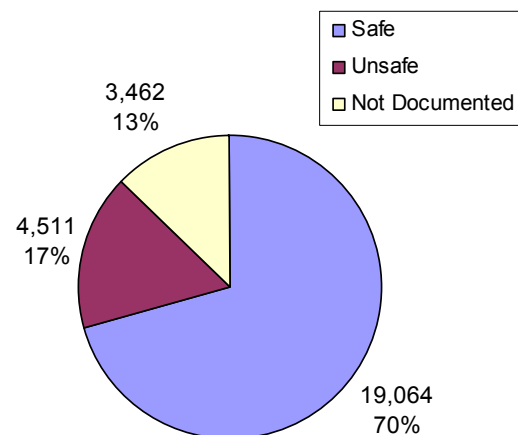
### Safety Decision & Services

In calendar year 2005, CPS agencies completed 27,037 investigations/initial assessments involving 34,158 children. Figure 27 shows the count and percentage of total investigations/initial assessments by their safety decision. In calendar year 2005, the majority (70%) of investigation/initial assessments resulted in a safety decision of safe. There were 4,511 investigation/initial assessments (17%) which resulted in an unsafe safety decision.

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

If a child is determined to be unsafe, the CPS agency provides services designed to control the conditions that make the child unsafe. Some of these services include parenting assistance, supervision/observation, child care/respite, mental and physical health services, and resources to help meet basic needs. These safety-related services are provided in the family home whenever possible, to maintain and support the family unit. Services provided to ensure child safety are intended to immediately control any conditions or behaviors that place a child in danger. The use of in-home safety services for families reduces the need for more intrusive interventions such as an out-of-home child placement and may be used in response to children and families involved in both substantiated and unsubstantiated cases.

**Figure 27** Safety Decisions, 2005



If the conditions in the home pose immediate danger to a child and in-home services would be insufficient to assure the safety of the child, the child may be removed from the home and placed temporarily in an alternate out-of-home placement. This may include placement with a relative, foster parent(s) or in a child residential facility. During 2005, in the 4,511 investigations/initial assessments which resulted in an unsafe safety decision, 1,780 children were placed in an out-of home placement.

### Investigation/Initial Assessment Disposition

The investigation/initial assessment disposition is the action the CPS agency took as a result of the safety decision. In some cases, after the investigation/initial assessment, the case is closed as CPS intervention is no longer needed. Some closed cases are referred to appropriate community resources. In other cases, the case is opened but the family is referred to services that are not under the purview of the CPS agency (case opened – non-CPS services). In other cases, the case is opened and the family is provided services through the CPS agency (case opened – ongoing CPS services: petition and voluntary). Finally, in some cases the family already had a CPS case open and services will continue for this family after this initial assessment (case already open – ongoing services). Figure 28 shows the count and percentage of investigation/initial assessment dispositions for calendar year 2005.

**Figure 28** Investigation/Initial Assessment Dispositions, 2005

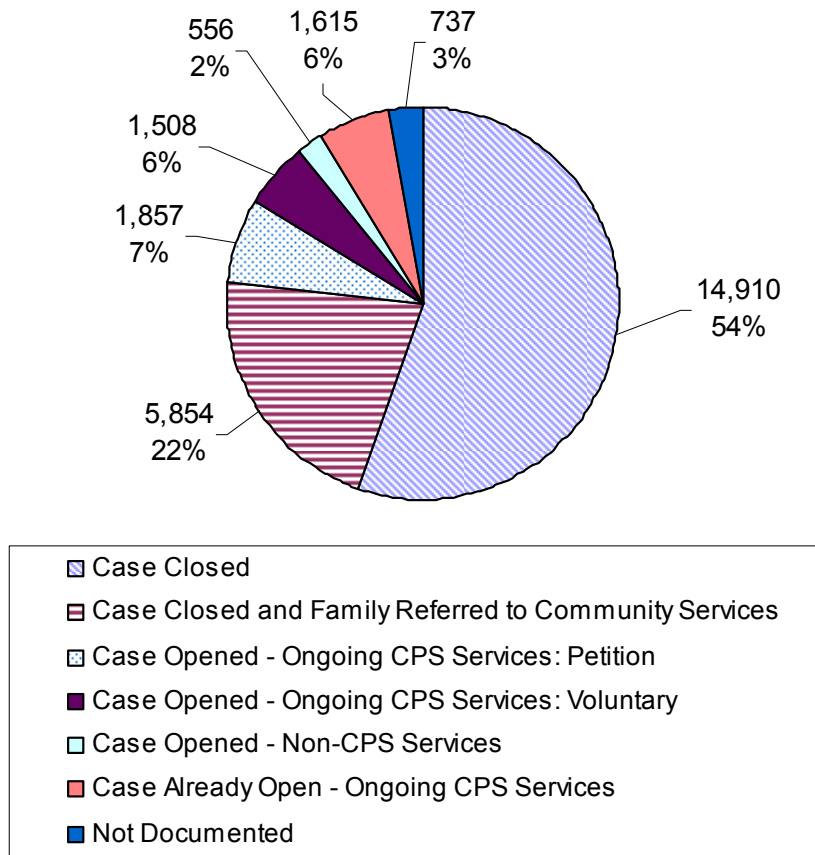


Table 14 shows the frequency and percentage of investigation dispositions according to the safety decision. In the majority (83%) of cases where the safety decision is safe, the case was closed. In the majority (60%) of cases where the safety decision was unsafe, the case was either opened for some type of services or was already opened for ongoing CPS services.

**Table 14** Safety Decision by Investigation/Initial Assessment Disposition, 2005

	Safety Decision							
	Safe		Unsafe		Not Documented		Total	
<b>Investigation Disposition</b>	Count	%	Count	%	Count	%	Count	%
Case Closed	11,655	61%	1,091	24%	2,164	63%	14,910	55%
Case Closed and Family Referred to Community Services	4,250	22%	576	13%	1,028	30%	5,854	22%
Case Opened - Ongoing CPS Services: Petition	553	3%	1,289	29%	15	0%	1,857	7%
Case Opened - Ongoing CPS Services: Voluntary	736	4%	745	17%	27	1%	1,508	6%
Case Opened - Non-CPS Services	378	2%	67	1%	111	3%	556	2%
Case Already Open - Ongoing CPS Services	928	5%	623	14%	64	2%	1,615	6%
Not Documented	564	3%	120	3%	53	2%	737	3%
<b>Total</b>	19,064	100%	4,511	100%	3,462	100%	27,037	100%