Iowa Department of Human Services

Offer #401-HHS-007: Child Welfare/Juvenile Justice Community Services

Contact Information: Mary Nelson, mnelson1@dhs.state.ia.us (515) 281-8746

This offer is for:		This offer includes the following appropriations:
	New activity	Child and Family Services, General Administration,
X	Status quo existing activity	Field Operations, Volunteers, Pregnancy Counseling and
	Improved existing activity	Child Abuse Prevention

Result(s) Addressed:

Primary Results

- **Reduce number of children who experience repeat maltreatment**
  - Improve quality of life
  - Strengthen and support families
  - Community based services for persons with special needs and vulnerable populations

- **Increase percentage of children reunited with their parents within 12 months of placement, and reduce re-entry into care**
  - Strengthen and support families
  - Community based services for persons with special needs and vulnerable populations

- **Increase percentage of children and parents having monthly face-to-face visits with their DHS caseworkers**
  - Strengthen and support families
  - All Iowans have access to quality care

- **Increase placement stability for children placed outside their home**
  - Improve quality of life
  - Strengthen and support families

- **Increase percentage of children who are not re-arrested after participating in services**
  - Enhancing community safety
  - Continuum of sanctions to manage the risk with the proper level of supervision

Program Description:

Child welfare and juvenile justice services are directed at four outcomes:

- Child safety

- Permanency
- Child well-being, including physical and mental health and education
- Offender rehabilitation and community safety

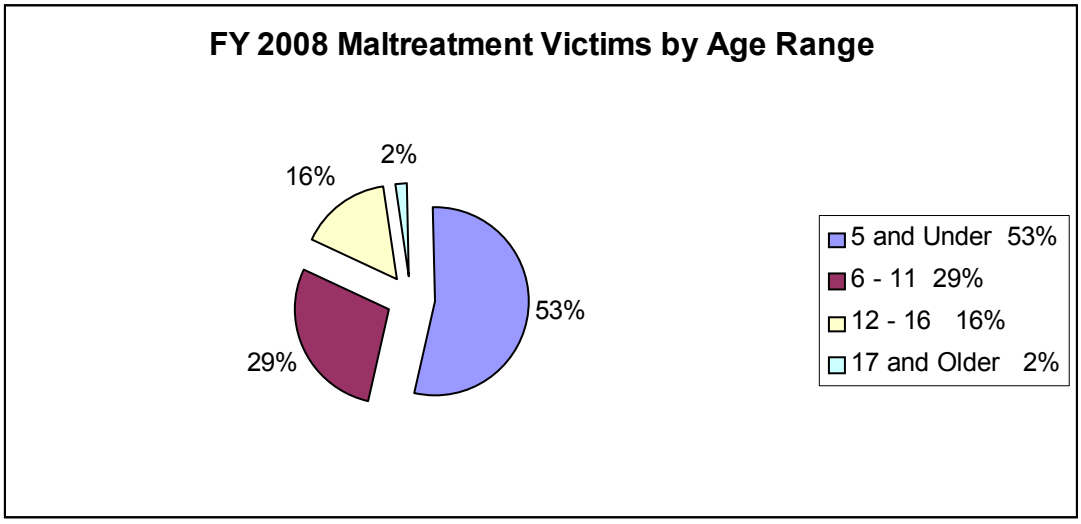
This offer provides for the delivery of services and interventions for children who have been or are at-risk of being abused or neglected, children who are determined to be a child in need of assistance (CINA), and youth who are at risk of being or have been adjudicated delinquent. In SFY 2008, DHS staff determined that there had been 11,952 types of maltreatment experienced by children. Some of these children were victims of abuse on more than one occasion and/or were victims of multiple types of abuse. In SFY 2008, 10,809 individual children experienced child maltreatment.

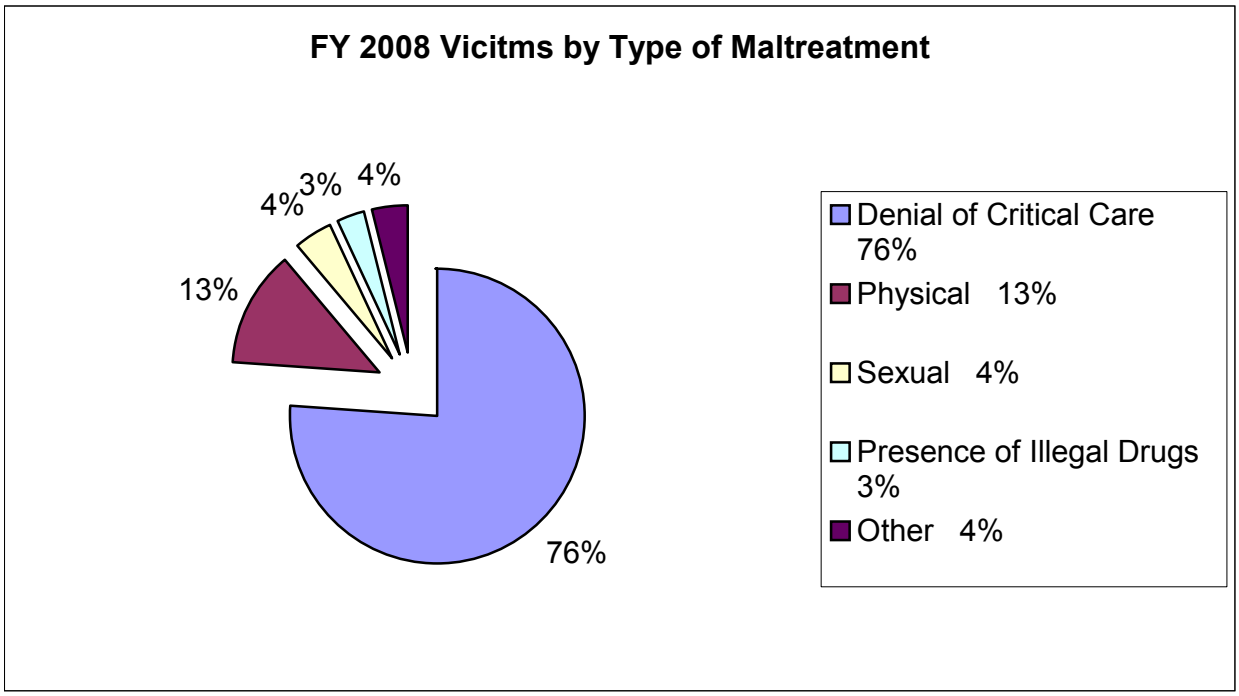
Who:

Child Abuse

The following charts provide a profile of the age and type of abuse experienced by victims of child maltreatment, based on SFY 2008 data. These charts show the following:

- Over half of the children who are victims of child maltreatment are age 5 or younger.
- Approximately three quarters of the children who are victims of child maltreatment are victims of denial of critical care, or neglect. Examples of denial of critical care include parents leaving very young children home alone with no adult supervision exposing them to significant risk, failing to provide medical care when needed by the child, or neglecting an infant to the extent that the infant fails to grow and develop. Often, denial of critical care is associated with parental substance abuse or significant mental health issues.
- The number of confirmed cases of sexual abuse has declined for the third year in a row. This category of child abuse represented 5.2% of the child population in SFY 2006, 4.6% in SFY 2007 and 4% in SFY 2008. Whether the drop indicates a long-term trend cannot be predicted.

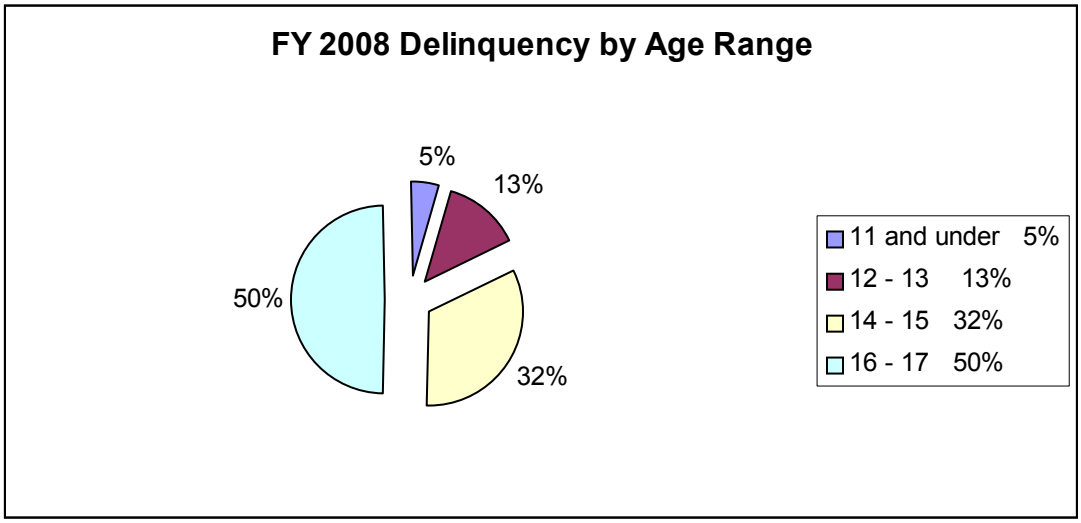




*Other includes manufacturing drugs, mental injury and prostitution combined.

Juvenile Delinquency

The following chart provides a profile of the age of youth reported for a law violation. Very few juveniles reported for violating the law are under the age of 11. Half are age16 or 17.



What:

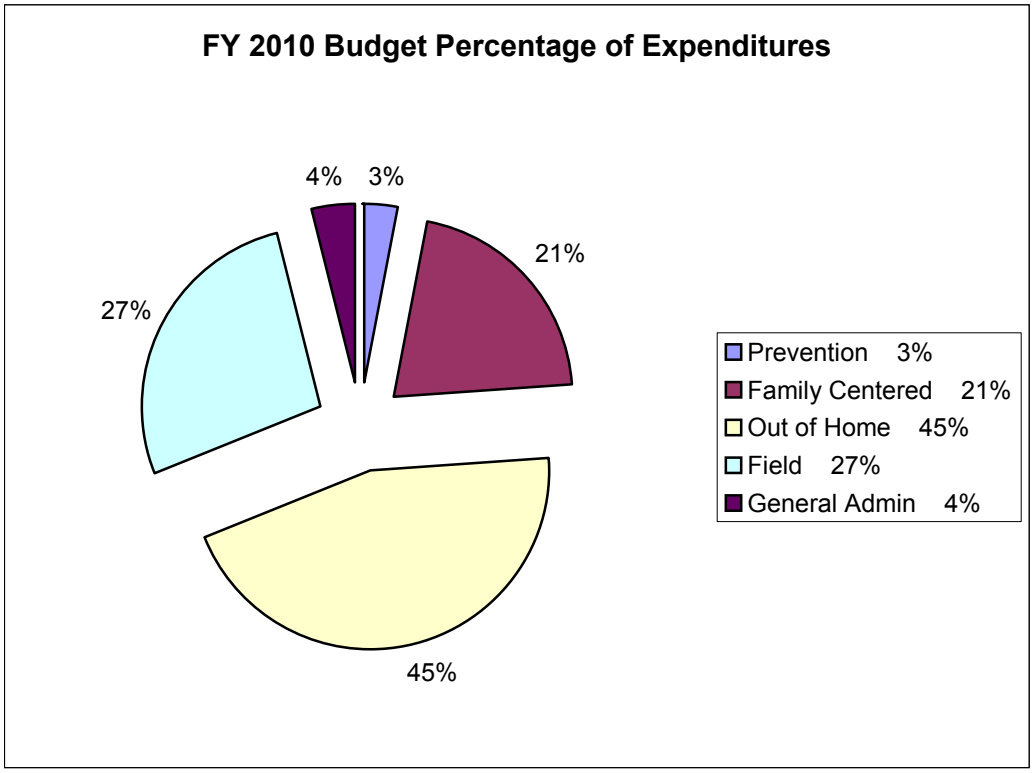
Through this offer, DHS provides an array of child welfare and juvenile justice services to respond to reports of child abuse and to reports of juvenile delinquency.

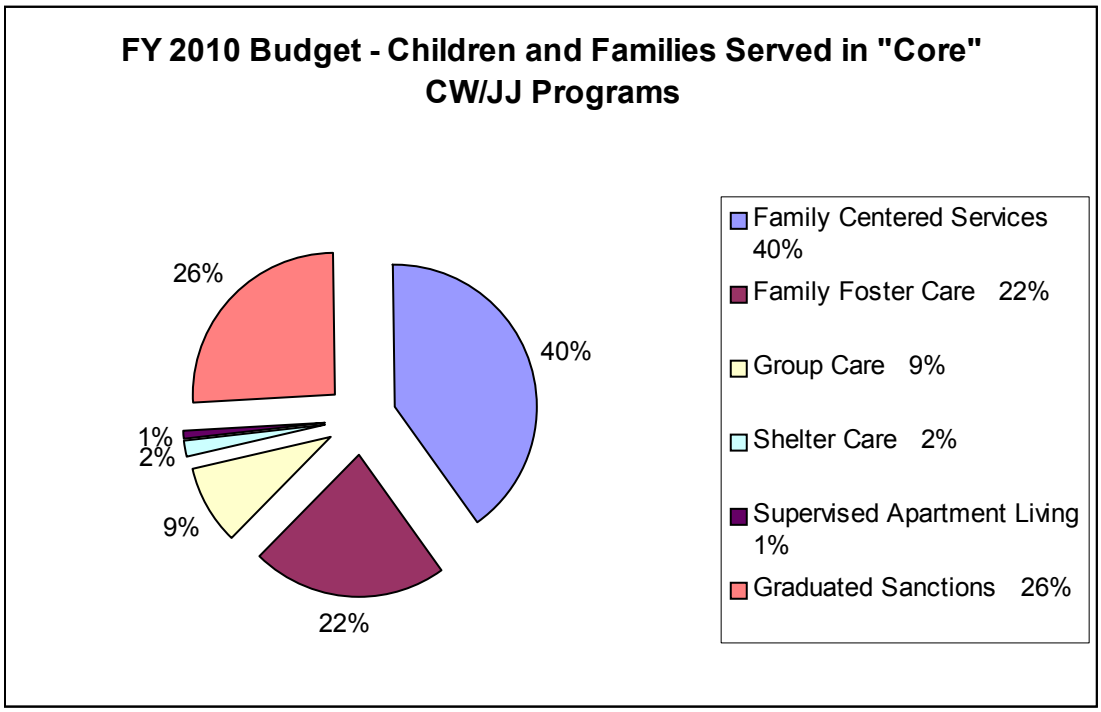
Child Abuse and Child in Need of Assistance Response

- 302 local office staff receive and complete assessments on reports of child abuse and child in need of assistance (CINA), among other duties.

- DHS operates a statewide child abuse hotline that enables persons to report suspected child abuse and neglect 24 hours a day, 7 days a week. In SFY 2008, the Department completed assessments on 22,180 reports of potential child abuse.
- DHS completes a child abuse assessment on every report that involves potential maltreatment. In SFY 2008, DHS completed assessments on 22,180 reports involving one or more children. Based on the assessment, DHS staff make 3 determinations:
  - First, staff determine whether the child was a victim of child maltreatment. In SFY 2008, DHS staff determined that there had been 11,952 types of maltreatment experienced by children. Some of these children were victims of abuse on more than one occasion and/or were victims of multiple types of abuse. In SFY 2008 10,809 individual children experienced child maltreatment.
  - Second, staff determine whether the child and family need continued services. Staff base this determination on the abuse finding, an assessment of continued risk factors in the family (e.g., domestic violence, substance abuse), and the child's age.
  - Third, staff determine whether the report should be added to the state's Child Abuse Registry. Confirmed reports that are determined to be minor, isolated, and unlikely to reoccur are not placed on the Child Abuse Registry. In SFY 2008, 27% of confirmed child abuse reports were placed on the Child Abuse Registry. Many programs use the Child Abuse Registry to determine whether a person can be employed or volunteer in a program.
- 638 local office staff provide case management when continued DHS involvement is needed to address the risk factors that place the child at risk of future abuse or neglect. DHS funds contracts with community based agencies to provide an array of services and supports to children and families directed at reducing and responding to child abuse.
  - Prevention services (e.g., child abuse prevention grants, Healthy Opportunities for Parents to Experience Success (HOPES), decategorization services, pregnancy counseling)
  - Early intervention services for at-risk children and families (e.g., Community Care, Community Partnerships for Protecting Children, decategorization services)
  - Formal child welfare services, including the assignment of a DHS caseworker to supervise the child's safety and coordinate services. Following are the types of services that DHS provides to these children and families through contracts with community based agencies. Some of these services are provided on a voluntary basis, while others are provided as the result of a Juvenile Court Child in Need of Assistance (CINA) adjudication.
    - Family Team Meetings
    - Drug testing and parental evaluations
    - In-home supports and services (e.g., protective child care, safety plan services, family safety, risk and permanency services)
    - Out-of-home placement services (e.g., family foster care, shelter care, group care, supervised apartment living)
    - Permanency services (e.g., reunification services, permanency planning, adoption, guardianship)
    - Transition services for foster care youth age 16 to 18 to prepare them for adulthood
- DHS case mangers also help children and families access services funded by other departments and organizations to address safety, permanency and well-being (e.g., physical health care, behavioral health care, domestic violence, housing, etc.)
- DHS staff also participate in Federal, State and community partnerships (e.g., decategorization and Community Partnerships for Protecting Children) focused on child protection.

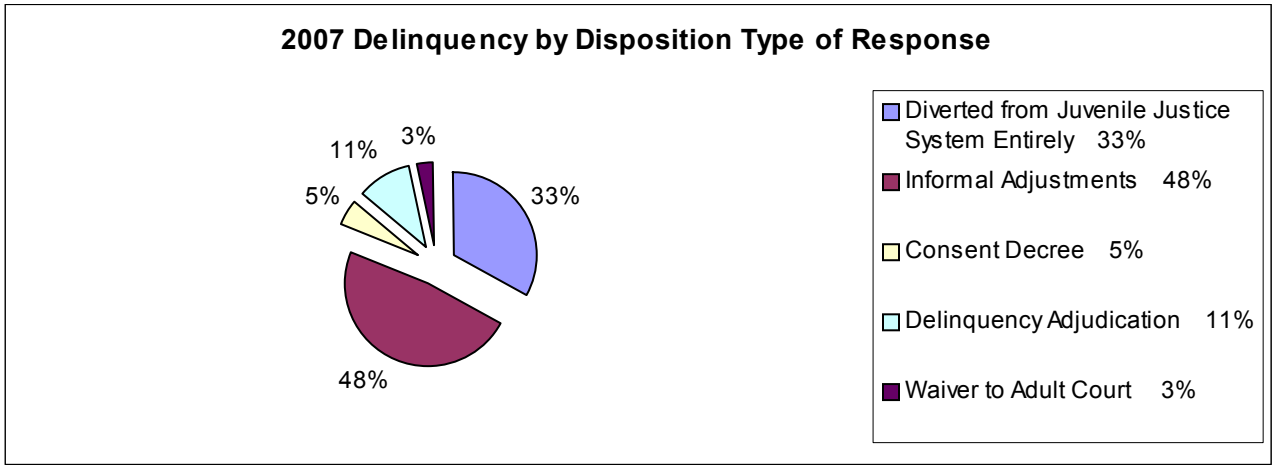
The following charts provide information on the breakdown of services between prevention in home and out-of-home as well as a breakdown of the funding in this offer.





Juvenile Delinquency Response

- Juvenile Court Services (JCS), which is part of the Judicial branch, responds to complaints of law violations by a juvenile.
  - In 2007, JCS handled 27,942 complaints of juvenile crime, involving 27,571 youth. (Each complaint may involve more than one allegation or crime.) The following chart shows the dispositions related to those youth. In an Informal Adjustment Agreement, no further juvenile court involvement occurs if the youth successfully completes the terms of the agreement. The same is true for a Consent Decree approved by a Juvenile Judge. Of the 21,857 youth referred to JCS, 2,125 were adjudicated delinquent.



- Although Juvenile Court Services (JCS) provides case management for youth adjudicated delinquent, DHS funds an array of juvenile justice services that are provided by community based agencies under contract with DHS and JCS.
  - Prevention services (e.g., decat funded services)
  - Early intervention services (e.g., school-based liaisons)
  - Graduated sanction services (e.g., life skills, tracking and monitoring, supervised community treatment, court ordered services)
  - Out-of-home placement services (e.g., family foster care, shelter care, group care, supervised apartment living)
  - Transition services for foster care youth age 16 to 18 to prepare them for adulthood
  - Juvenile drug courts

Regulatory

- DHS also regulates providers who serve children in either the child welfare or juvenile justice systems, and conducts evaluations of persons who have a criminal history or founded abuse report in a variety of programs serving children.

How:

- Child abuse hotline: DHS maintains the statewide child abuse hotline in the State office during the workday; and at Eldora State Training School after-hours, weekends and holidays.

- Child abuse intake and assessments: Approximately 302 DHS local office staff assess whether child abuse/neglect has occurred, as well as child safety and continued risk for the child.
- Eligibility determination and case management: Approximately 638 DHS local office child welfare staff provide case management for children who need services to address the risk of child abuse, including children who are able to remain safely in their own homes, are placed with relatives or are placed in a licensed foster care facility. DHS staff also determine eligibility for Title IV-A-EA and Title IV-E funding. Juvenile Court Services (JCS) staff provide case management for youth who are adjudicated delinquent or who receive juvenile justice services.
- Child welfare services: DHS contracts with private agencies to provide child welfare services, such as safety plan services, family safety, risk and permanency services, family foster care, group care, shelter care, supervised apartment living services, and family reunification services.
- Resource family recruitment, home studies and support: DHS contracts with a private organization for statewide recruitment and support for foster and adoptive families.
- Graduated sanction programs: DHS and JCS jointly contract with private agencies to provide graduated sanction programs (i.e., school-based supervision, adolescent tracking, supervised community treatment, and life skills).
- Licensing: DHS licenses child-placing and child-caring agencies. The Department of Inspections and Appeals (DIA) completes the licensing investigation and makes a recommendation to DHS for these agencies. DHS licenses foster families, although a private agency completes the foster family home study.
- Data: DHS publishes child welfare outcomes data on the DHS website.
- Interstate Compact: Iowa's interstate compact unit processes approximately 1,500 requests to place children in or out of Iowa each year for ICPC, ICJ, and runaways.
- Administrative Supports: DHS provides administrative support including policy/procedure development, budgeting, contract management, and information technology.

Offer Description:

Today's Activities and Results:

This offer provides a comprehensive response focused on protecting children from abuse and neglect and responding to juvenile delinquency.

- Prevention and Early Intervention: DHS funds activities to prevent child abuse/neglect, juvenile delinquency and adolescent pregnancy (e.g., child abuse prevention grants, HOPES, Community Care, decat funded services, pregnancy counseling). Last year, 2,417 families received services through Community Care.
- Child Protection: DHS maintains the State child abuse hotline, and responds to reports of child abuse/neglect. In SFY 2008, DHS conducted 22,180 child abuse assessments. DHS also contracts with community based agencies to provide services for children who have been abused/neglected or adjudicated a Child in Need of Assistance, based on the needs of the individual child and family.
    - Services to intact families and reunification services (e.g., family safety, risk and permanency services) – in SFY 2009, we anticipate contracting with community based agencies to provide services to an average of 5,048 families per month
    - Emergency services (e.g., safety plan services, shelter care, emergency family foster care) – in SFY 2009, we anticipate funding up to 276[1] beds in shelter care facilities and an average of 167 families per month in safety plan services

[1] Based on current shelter care occupancy, we are receiving less Title IV-E funding. As a result, we would only be able to afford 271 shelter care beds in SFY 2010, vs. the 276 in SFY 2009.

- Out-of-home placement services (e.g., kinship care, family foster care, group care) – in SFY 2009, we anticipate serving on an average monthly basis almost 2,000 children in kinship care, 2,884 children in family foster care, and 1,128 children in group care (including both child welfare and juvenile justice placements)
- Permanency services for children who cannot return home, including adoption (a separate offer) and subsidized guardianship funded under a Title IV-E waiver
- Preparing older youth to transition out of foster care to adulthood, including funding for *elevate*™, which provides a forum for current and former foster care youth to connect with peers, develop leadership skills and advocate for improvements in the child welfare system
- Volunteer services to maximize the use of tax dollars (e.g., providing transportation, acting as advocates and mentors, assisting families in completing necessary paperwork, and providing administrative support which allows social workers to spend more time with families)
- *Note that approximately a third of decat expenditures in SFY 2008 funded alternative community based services for children in the formal child welfare system.*

–

- Juvenile Justice: DHS also funds services directed to rehabilitating youth who have committed a delinquent act. Supervision of juvenile offenders is done by Juvenile Court Officers (JCOs) who are part of the Judicial Department. DHS partners with the Chief JCOs to manage funds for these services.
  - Graduated sanction programs (i.e., school-based supervision, adolescent tracking, supervised community treatment, and life skills) – in SFY 2009, we anticipate providing these services to approximately 4,300 youth per month
  - Emergency services (e.g., shelter care, detention)
  - Out-of-home placement/treatment for youth who have committed a delinquent act (e.g., group care)
  - Juvenile drug courts

This offer includes an increase in General Fund support of $7,452,529 for SFY 2010.

- Child welfare caseworkers. Replace one-time funding for child welfare staff to maintain child welfare caseloads at SFY 2009 level - $1,082,826
- Change in foster care recovery - $465,000
- Decategorization. Restore just over 50% of funding needed to maintain decat at SFY 09 level - $1,805,000
- Child welfare provider training. Replace one-time funding to maintain provider training at SFY 2009 level - $250,000
- Foster and adoptive family peer support. Provide funding for increased cost of statewide foster and adoptive parent association contract, resulting from mandatory SFY 2009 reprocurement - $406,391
- IV-E eligibility and FMAP. Update the estimated IVE funds based on current eligibility rates and projected FY 2010 FMAP rate – ($39,497)
- Family foster care and supervised apartment living at 65% USDA - $1,509,900
- Adjustment for SSBG - $77,472
- Increased operational costs (e.g., postage, worker compensation fees, printing) - $229,722
- SAMHSA grant - transfer funds appropriated as a state match for the SAMHSA grant to appropriation for Mental Health Safety Net Services – ($300,000)

Recent Changes in Child Welfare and Juvenile Justice Services

In SFY 2005, DHS implemented the Better Results for Kids child welfare redesign, and successfully completed Iowa's Child and Family Services Review (CFSR) Program Improvement Plan (PIP). Both were designed to improve child safety, permanency and well-being. Following are highlights of changes resulting from the Redesign and CFSR from SFY 2005 through the present:

- Risk and safety assessment. DHS implemented centralized intake, as well as safety and risk assessment tools.
- Child and family engagement. DHS has implemented family team meetings, and significantly increased monthly face-to-face visits with children and families.
- Family centered practice. DHS redesigned family centered services to be more family focused and to connect families to community resources and family supports. Each Service Area has a contract with one or two community based agencies. Providers have flexibility to provide services based on the child and family's individual needs. Contractors receive a monthly case rate for each family, as well as outcome-based performance payments.
- Community-based alternatives to formal involvement in the child welfare system.
    - Community Care services are provided to families in cases in which the risk of repeat maltreatment is relatively low.
    - Remedial services and child welfare services were "delinked" in the fall of 2006. As a result, Medicaid eligible children are now able to access remedial services, without being involved in the formal child welfare or juvenile justice system. *Note: Funding for remedial services is included in the medical services offer.*
    - DHS implemented the Medicaid funded Children's Mental Health (CMH) waiver to provide behavioral health services to children that otherwise would have had to be adjudicated Child in Need of Assistance (CINA) or delinquent to access services. *(Note: Funding for the waiver is included in the medical assistance offer.)*

- Increased focus on outcomes and measuring results. DHS has incorporated outcome based performance measures in child welfare contracts, and publishes child welfare outcome reports on the DHS website.
- Partnerships with communities and other stakeholders. DHS has expanded the Community Partnerships for Protecting Children to all of Iowa's 99 counties.
- Linkages with other systems. DHS, the Judicial Department and Department of Education are working together to improve educational outcomes for children in foster care. DHS, the Judicial Department and the Department of Public Health are working together to improve services in child welfare cases involving parental substance abuse.
- Recognition of cultural differences and strengths. DHS implemented two demonstration projects in Sioux City and Des Moines to reduce disproportionality and disparate outcomes for children and families of color.
- Foster and adoptive parent recruitment and support. DHS implemented a performance-based contract for statewide efforts to recruit and support foster and adoptive parents, including expanded post-adoption services.
- Permanency for older youth. DHS implemented a IV-E waiver to provide guardianship subsidies for youth for whom neither family reunification nor adoption are viable permanency options.

- Emergency services. DHS is currently working with the Coalition for Family and Children's Services in Iowa, shelter care providers and other stakeholders to develop child welfare emergency services as an alternative to shelter care.

Reprioritization:

- In order to continue to provide services at our current service level and improve results, it is necessary to re-prioritize our current budget obligations. Therefore, this offer:
- Eliminates funding to a grant or "earmark" to a specific provider for support services for children with autism spectrum disorder and their families.
- Continues maintenance rates for family foster care and supervised apartment living at the SFY 2009 rates.
- Eliminates funding allocated for two Multidimensional Treatment Level Foster Care Program Pilot Projects. In SFY 2008, the two pilots served seven children.
- Eliminates funding allocated for four Diversion and Mediation Pilot Projects that serve seven counties.

Improved Results Activities:

There are no specific budget requests focused on improved results.

Offer Justification:

Legal Requirements: DHS strategies for addressing child abuse and neglect are shaped by Federal laws and regulations, as well as state laws and Supreme Court decisions.

Federal:
Child welfare services are governed under Title IV-B and IV-E of the Social Security Act, and under the Child Abuse Prevention and Treatment Act (CAPTA). The Federal government provides funding for child welfare services, with Federal funding directed primarily toward out-of-home care and adoption, vs. services to respond to child abuse reports or to support intact families. The Federal government also sets specific requirements and performance expectations, which are measured through the Child and Family Services Reviews (CFSR). Under the CFSR, states are expected to meet national standards on 6 outcomes related to child safety, permanency, and well-being. States are also expected to meet Federal standards related to how the state delivers services, including management information systems, case review, foster care recruitment and licensing, training, quality assurance, service array and responsiveness to community.

State:
State requirements are found in Iowa Code chapters 232, 232B, 233, 234, 235, 235A, 237, 237B, and 238.

Rationale:

The strategies included in the Better Results for Kids redesign and the restructuring of the child welfare services that DHS purchases from private providers reflected in this offer, are based on the findings of Iowa's Child and Family Service Review (CFSR), as well as on extensive discussions with stakeholders across Iowa. The strategies align with the CFSR measures and will address the key areas identified as needing improvement in Iowa's child welfare system.

Strengthen and Support families
Child welfare prevention, early intervention and in-home services are all designed to strengthen and support families, and prevent the need to remove the child from the family. Research has shown that home visiting programs, such as HOPES, strengthen families and can reduce the incidence of abuse and neglect. Community Partnerships for Protecting Children (CPPC) has also resulted in increased community supports for families and children.

DHS' use of family team meetings is designed to strengthen family engagement and to increase the availability of informal support to the family (e.g., through engaging extended family and friends). Research indicates that the more a family is engaged in the planning and services for their children, the more likely the family will achieve their goals and eliminate the need for further services. Family engagement has also been linked to lower rates of repeat maltreatment, timely reunification, placement stability and lower rates of foster care re-entry.

Investing funds in worker retention and monthly face-to-face visits with children and families will improve safety, permanency and well-being.

Investing funds into graduated sanctions for juvenile delinquents assists in keeping youth with their families in their home community while still assuring protection for the community.

Safe and Healthy Living Environments
The purpose of the child abuse hotline and child abuse assessments is to determine whether abuse/neglect has occurred and to assess the on-going safety of the child in the home. Family foster care, group care and shelter care services all provide safe and healthy living environments for children who are unable to remain safely in their parents' home.

As noted above, improving worker retention and increasing monthly visits with children and parents will contribute to lower rates of repeat maltreatment and foster care re-entry and higher rates of timely reunification and placement stability.

Community Based Services for Vulnerable Populations
This offer funds a range of community based child welfare and juvenile justice services to protect children from child abuse/neglect and to address the impact of child abuse/neglect, as well as to address juvenile delinquency.

Numerous studies have also shown the cost-effectiveness of prevention and early intervention programs.

Access to Quality Care
Various studies have identified negative effects of child abuse and neglect on child development.

- Children exposed to physical abuse and/or neglect often experience adverse impacts in their physical health, brain development, cognitive and language skills, academic achievement, socio-emotional functioning.
- Neglect is associated with a variety of developmental difficulties in childhood, including cognitive, language, and academic delays, poor peer relations, and internalizing (anxiety, depression) and externalizing (aggression, impulsivity) behavior problems.

As DHS continues to restructure the child welfare services purchased from private providers, we increasingly expect providers to use research-based approaches to quality services, and build results-based performance expectations into contracts.

Continuum of Sanctions
Graduated sanction programs provide a continuum of sanctions available to juvenile offenders.

Results:

Result:	SFY 2008 Level	SFY 2009 Budget Level	SFY 2010 Offer Level
Percentage of children who do not experience repeat maltreatment within 6 months (Data source: administrative data)	91%	91%	91.2%
Percentage of children who are reunited with their parents within 12 months of out-of-home placement (Data source: administrative data)	57.5%	59%	59%
Percentage of children exiting foster care who do not re-enter foster care within 12 months of last foster care episode (Data source: administrative data)	89.7%	90.5%	90.7%
Percentage of children having monthly face-to-face visits with their DHS caseworker (Data source: case reading)	65%	75%	75%
Percentage of parents having monthly face-to-face visits with their DHS caseworker (Data source: case reading)	42%	46%	46%
Percentage of children in placement for 12 months who have 2 or fewer moves (Data source: administrative data)	86.2%	86.3%	86.3%
Percentage of youth who are not arrested within 6 months of completing graduated sanction program (Data source: Division of Criminal &Juvenile Justice Planning)	71%	71%	71%

These results assume the level of funding requested in the offer in all appropriations as well as full funding of salary adjustment. If funding is insufficient in either area, results to be achieved will be modified to reflect the impact.