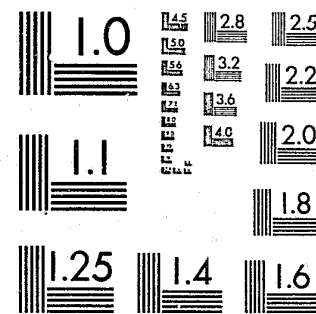


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Division of Policy and Budget
Wisconsin Department of Health and Social Services
Madison, Wisconsin

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A PROCESS EVALUATION OF THE
IMPLEMENTATION OF JUVENILE AFTERCARE
STANDARDS IN WISCONSIN

U.S. Department of Justice
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DIVISION OF POLICY AND BUDGET
BUREAU OF EVALUATION

DECEMBER, 1982

DOCUMENT DIGEST

Department of Health
and Social Services

Document Title: A Process Evaluation of the Implementation
of Juvenile Aftercare Standards in Wisconsin

Document Date: December, 1982

Field services provided to adjudicated delinquents include probation supervision services and aftercare services (services to youth on release status from juvenile correctional institutions). Prior to implementation of the Youth Aids Program, the Department of Health and Social Services had been responsible for providing or arranging aftercare services. Implementation of the Youth Aids Program allowed counties the option of providing aftercare services to some or all of their adjudicated delinquents. Thirty-five counties have elected to provide such services. Youth on aftercare status released to counties not providing aftercare services continue to receive aftercare services from the Department of Health and Social Services.

In response to concerns of the Secretary, a Supervision and Aftercare Services Committee was named to work on probation supervision and aftercare problems and produced a report entitled "Probation Supervision and Aftercare Services for Delinquent Youth." This report endorsed a series of standards for the provision of probation supervision and aftercare services and also included an implementation plan to phase in the recommended standards over a two-year period.

This study is a process evaluation to assess the adequacy of implementation of the juvenile supervision and aftercare standards to date. The study does not evaluate the adequacy or quality of juvenile aftercare services. Although the standards apply to both probation and aftercare, this study deals only with aftercare.

The study describes county and state worker experience relative to: worker awareness of the standards; worker views on the adequacy of training offered and further training needs; and compliance with and implementation of some of the more essential standards. Topics covered include: use of the court report, whether counties have case managers, whether the Joint Plan and Review Conferences are helpful and how they can be improved, how the Implementation Team can help counties and agents, and use of contact persons for aftercare questions. The study also discusses barriers for both state and county staff in implementing the standards. Policy questions are identified and discussed in a separate report.

Information was gathered from three basic sources: the counties, Division of Corrections agents, and state central office staff. Standardized interviews for each of these groups were used. The interviews for the counties and agents were done mainly by telephone, although site visits were conducted in five counties and with three agents. Agent and county workers were also observed at several Joint Plan and Review Conferences (JPRCs).

A number of findings and recommendations were made for consideration by the Management Reference Group and the Implementation Team. The following is a summary of those findings and recommendations:

- A. Some counties were not aware of the Implementation Team or its functions. Also, a number of workers/agents had specific policy concerns, but did not know how to address them. Ways need to be examined to make the Implementation Team's role and availability for consultation better known. Also, mechanisms need to be established or clarified for dealing with policy concerns of workers/agents.
- B. Fifteen of the twenty-two counties interviewed said they needed further training on the standards. A plan should be developed to address the training needs indicated. Also, a means should be established to identify untrained aftercare staff resulting from staff turnover for further training.
- C. A number of respondents expressed concern that the massiveness of the standards preclude easy comprehension. The Department should try to organize and condense the standards so they become more understandable to the workers/agents. The Implementation Team believes it is addressing this problem through current efforts to summarize and reorganize the essential standards.
- D. Many counties found it difficult to find a current contact person and to get quick, accurate responses. This problem should be investigated further and means identified to deal with it. It may be necessary to provide training for regional staff and notify the county 2.15 contacts and agents exactly which state staff are available to address specific aftercare issues.
- E. Non-Departmental staff such as judges, attorneys and court units are involved in a number of aftercare areas. It would appear that these individuals are under little obligation to follow standards or guidelines issued by the Department. This suggests the need for further study to determine appropriate means to assure that non-DHSS agencies (or individuals) follow practices consistent with Departmental standards.
- F. In some instances, the standards were not being implemented. For example, the study reveals that the out-of-home placement policy is not written (in over half the counties surveyed) as is required in the standards. Additional efforts may be necessary to provide technical assistance, training, and monitoring to assure implementation of the standards. In this connection, the Implementation Team is currently developing a self monitoring package for county/agent staff to use to monitor compliance with the 2.15 standards.
- G. Responses from the agents and counties relative to questions on JPRCs and planning for the release of juveniles from Ethan Allen and Lincoln Hills Schools point to the need for the Department to do further study on several issues:
 - o Whether the workers/agents should be invited to the informal 90 day review conferences.
 - o Whether the level of youth involvement in the JPRC plan is appropriate. Whether the youth should be informed of a tentative plan prior to the JPRC.

- o Whether the worker/agent should be informed of the tentative plan prior to the JPRC so that he can consider it and investigate the feasibility of proposed placement. (A 2.15 standard specifies prior notification, but a number of workers indicated they received no prior notification of the plan.)
- o What the cause is of the low rate of graduation from public high schools of youth released from the institutions. Whether changes need be made in the JPRC plans as a result of this.
- H. Since a number of the standards may not become standard practice without being written into an administrative rule, a limited number of standards may be appropriate for administrative rule. Responses from counties, agents, and the Management Reference Group indicated that training, technical assistance, manuals, and compliance monitoring also should serve as important means to implement the standards.

A PROCESS EVALUATION OF THE IMPLEMENTATION
OF JUVENILE AFTERCARE STANDARDS IN WISCONSIN

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A PROCESS EVALUATION OF THE IMPLEMENTATION
OF JUVENILE AFTERCARE STANDARDS IN WISCONSIN

I. Introduction

Field services provided to adjudicated delinquents include probation supervision services and aftercare services (services to youth on release status from juvenile correctional institutions).¹ Prior to implementation of the Community Youth and Family Aids Program (hereafter entitled Youth Aids), the Department of Health and Social Services had been responsible for providing or arranging aftercare services. Implementation of the Youth Aids Program allowed counties the option of providing aftercare services to some or all of their adjudicated delinquents. Thirty-five counties have elected to provide such services. Youth on aftercare status released to counties not providing aftercare services continue to receive aftercare services from the Department of Health and Social Services.

The quality of aftercare and probation supervision services provided to youth has been an issue of ongoing concern. In May of 1980, the Secretary of the Department of Health and Social Services called for a study of the changes in the juvenile population served by the Department as well as the options available to provide aftercare and probation supervision services. Specific problem areas identified for attention in this assignment were

¹ As defined in the Wisconsin State Statutes, the term "aftercare" applies only to post-institution supervision of juveniles by Division of Corrections (DOC) agents. The term is used in a generic sense in this report to apply to all post-institution supervision of juveniles, whether these services are delivered by DOC agents, county workers, or court-attached workers.

gaps in the service delivery system; counties' interest, intent, ability and capacity to assume aftercare services; the nature and extent of the Department's role in the provision of services to youth; and the planning and monitoring responsibilities which assigned staff have from the time a youth is placed in a secure facility.

A Supervision and Aftercare Services Committee was named to work on specific portions of this assignment and produced a report entitled "Probation Supervision and Aftercare Services for Delinquent Youth" (Children's Services Initiative-Task Assignment 2.15 final report, November 1981). This report endorsed a series of standards for the provision of probation supervision and aftercare services and also included an implementation plan to phase in the recommended standards over a two-year period. (With the 2.15 Report, counties were allowed only the option of providing aftercare services to all or none of their adjudicated delinquents. Counties could no longer select the option of providing aftercare services to only some adjudicated delinquents.) An Implementation Team was named to develop policy interpretations in regard to questions about the report standards and to develop an administrative rule based on a number of the policies. (Although the standards represent Departmental policy, only portions were expected to become codified into administrative rule.) The Team also developed a training manual and offered training to county workers and state regional staff and corrections agents. In June of 1982, the Secretary established a Management Reference Group of

relevant Department managers to provide overall guidance and feedback to the Implementation Team.²

An Administrative Rules Committee of the Implementation Team was created and is currently determining which standards need to become administrative rules. Only standards rated "essential" will be considered for inclusion in the rules.

In a related effort, a report was produced in April 1981 as a result of Task Assignment 2.13 (Children's Services Initiative). This report recommended roles and responsibilities for state and county agencies, parents, juveniles, Joint Planning Review Conference participants and the Juvenile Offender Review Program members, and others involved in planning, providing, and modifying aftercare services.

A. Purpose of This Study

This study is a process evaluation of the implementation of juvenile supervision and aftercare (2.15) standards to date.³ It provides feedback on these implementation efforts to the Supervision and Aftercare Services Implementation Team, its Administrative Rules Committee, and the Management Reference Group. It is not an assessment of the adequacy or quality of juvenile aftercare services.

² Specifically, the Secretary established a Management Reference Group "which could: receive periodic reports from the team leaders on the progress and problems of the team's efforts; provide consultation to the team; assist in the prioritizing of issues to be addressed by the team and other organizational units within the Department; develop or sanction strategies which Barb (La Follette) and Mark (Mitchell) could utilize with the team; make certain policy decisions; and provide recommendations to me on other issues which cannot be resolved by the team or which require a decision by me." Source: Memo of June 10, 1982 by Secretary Percy entitled "Establishment of a Management Reference Group for the Juvenile Supervision and Aftercare (#2.15) Implementation Team." Names in parentheses added to quotation.

³ The standards were available in draft form in mid-1981, while the final standards are dated November 1981. Training was provided to the counties beginning in November 1981. This study assesses implementation of the standards through September 1982.

Although the Task Assignment 2.15 standards apply to both probation and aftercare, this study does not deal with probation. It focuses on state and county aftercare, primarily because of the limited time available to conduct the study and because county responsibility for aftercare services is new. It does not study institutional interaction with juveniles except for the Joint Planning and Review Conference (JPRC).

More specifically, the study assesses the Department's implementation of the 2.15 standards for aftercare, statewide, using the implementation plan as enumerated in the 2.15 Report as a guide. In doing so, it describes county and state worker experience relative to:

- o Worker awareness of the standards.
- o Worker views on the adequacy of training offered and further training needs.
- o Compliance with and implementation of some of the more essential standards.

The study also discusses barriers for both state and county staff in implementing the standards.

Finally, policy questions are identified and discussed in a separate report.

B. Study Methods

Information on the above objectives was gathered from three basic sources: the counties, Division of Corrections (DOC) agents, and state central office staff. Thirty-five counties are presently providing aftercare supervision. Seventeen of these counties began providing aftercare in 1981. The remaining 18 began providing aftercare in 1982. (Appendix 1 contains a map showing the 35 counties providing aftercare.) These counties were stratified on the basis of geographic location, whether they were providing aftercare supervision in 1981 and 1982 or only in 1982, whether they were original volunteer counties under Youth Aids,⁴ and on the basis of the extent of urbanization. Twenty-five counties were selected for study based on these criteria. Two of these preferred not to participate since they had not had a youth on aftercare for two or more years. Since data had already been gathered from several counties with similar limited aftercare experience, these two counties were not included. In a third county, only a court-attached worker was interviewed. Of the remaining 22 counties, five were studied in greater detail through on-site interviews and a brief review of relevant records. Staff from the remaining 17 counties were contacted for a telephone interview. (A list of the 22 counties which were interviewed is provided in Appendix 2.) Appendix 3 contains the cover memo used in setting up these telephone and on-site interviews. Staff from the respective

⁴ Ten volunteer counties originally tested the concepts of the Community Youth and Family Aids Program (Youth Aids) as established in s.46.26 of the Wisconsin Statutes.

counties were selected for interviews based on the "2.15 Contact List"⁵ supplied by the Division of Community Services. The 2.15 contact persons were asked at the time of setting up of the interview whether anyone else at the agency should be interviewed.

It was assumed greater uniformity in practice would exist among Division of Corrections agents because they all work for a single agency, which has provided juvenile aftercare services for many years. Thus only six agents were selected for interview. Five of these agents were selected from the Bureau of Community Corrections which provides juvenile aftercare services for those counties outside Milwaukee County which choose not to provide aftercare services. A sixth agent was chosen from the Bureau of Juvenile Services which provides juvenile aftercare services for Milwaukee County. The agent for Milwaukee county handles a caseload which is exclusively juveniles. Three of the six agent interviews were done in person and the remaining three were conducted by telephone. Appendix 4 contains the cover memo used in setting up these interviews. Appendix 5 contains the interview instrument used for both the county and agent interviews.

Two counties have court-attached juvenile aftercare units. One of these court-attached workers was included for a telephone interview.

⁵ The 2.15 Contact List is a list of one or more individuals to contact at a county department of social services or human services department or the juvenile court relative to juvenile supervision and aftercare.

In addition, a number of counties have court-attached intake workers and one of these workers was interviewed in person during a county site visit.

All five members of the Management Reference Group and five members of the Implementation Team were interviewed.

One of the functions of the agency providing aftercare is to attend Joint Plan and Review Conferences (JRPCs) held at the state juvenile institutions. A site visit was done at Ethan Allen School to observe the role of an agent and a county worker in their respective JRPCs.

II. Awareness of Standards, Training Given in Use of Standards, and Need for Further Training

A. Awareness of Standards: County Staff

When asked, "Are you aware of the publication 'Probation Supervision and Aftercare Services for Delinquent Youth' (the 2.15 Report) and its standards?" all but three of the 22 county departments of social services (or human services departments) who were interviewed, answered yes. All three of those who did not answer yes were from rural counties. One of these stated that it might be aware of the publication and that it might have heard something about it at a Youth Aids training session.

Six of the 22 individuals from the counties stated that neither they nor others from the county had received any training in how to use the standards.⁶ The remaining sixteen said they had received aftercare training.

B. Confidence in Standards: County Staff

Twelve of the 22 counties interviewed responded that they were confident or very confident they knew how to implement the standards (two stated they were very confident). Of the ten who stated they were not confident they knew how to implement the standards, four were from counties who stated they had received training. All six of the counties which reported they had not received training also indicated they were not confident they knew how to implement the standards.

C. Need for Further Training: County Staff

Fifteen of the twenty-two counties answered yes when asked if they needed further training on these standards. Five of the six counties which stated that they had not received training indicated that they needed training on the standards. Ten of the sixteen counties which stated they had received training also indicated a need for further aftercare training. Most counties were not specific on what types of further training they would like.

⁶ According to a member of the Implementation Team, training in implementation of the standards and a training manual were offered to all counties and agents providing aftercare, but not all of the counties or agents chose to participate.

D. Awareness of Standards: Agent Staff

All six of the State Division of Corrections agents interviewed stated that they were aware of the 2.15 Report and its standards, although one agent said that he had just received a copy (he was just recently assigned to deal with juveniles again) and had not read it. Although another of the six agents was aware of the 2.15 Report and standards, she stated she had neither received a copy of the report nor training in how to use the standards. In fact, only three of the six agents interviewed said that they had received training in how to use the standards and one of these three termed it as only an orientation where the explainers "gave conflicting opinions" and which was not useful. Three of the agents interviewed had large juvenile caseloads. Of these three, two had received training. The third agent having a large juvenile caseload (but a slightly larger adult caseload) was the agent who had just been reassigned juveniles in the past year and had not received 2.15 training. Each of the other two agents who stated they had not received training had at least five institutionalized or non-institutionalized juveniles on their active caseloads.

E. Confidence in Standards: Agent Staff

The agents were then asked how confident they felt in knowing how to implement the standards. Four of the six stated they were at least confident (including one who was very confident) in knowing how to implement the standards. One of those expressing confidence had not

received training in the use of the standards and had not read the 2.15 Report (many of the county and state staff interviewed expressed doubt that the report was read by anyone in its entirety since it is so "cumbersome"). Two of the three agents who stated they did not receive training, said they were not confident in knowing how to implement the standards. One of these two stated she understood the standards but was just not confident in implementing them.

F. Need for Further Training: Agent Staff

The agents were then asked "Do you need further training on these standards?" Only one (someone who had not received training) expressed a clear yes on this question. Another who had not received training said he did not need training in understanding the standards, but in their implementation. One other said that although he did not need training on the standards, he felt that because of high staff turnover others in the agency did need such training. This need for recurring training due to staff turnover was also expressed by individuals in a number of county agencies. Several individuals wondered why Youth Policy and Law Center (YPLC) provided the earlier training on this topic when the state staff were supposed to have expertise in the topic and when state staff would have responsibility for problem areas. One agent expressed reluctance at new training if YPLC provided it since their philosophy differed from that of many agents. One agent also expressed an interest in (and had requested) training on Chapter 48 of the State Statutes (the Children's Code).

In general, the agents had been employed in some Division of Corrections capacity for a number of years (range: 5 years to 17 years) and felt they knew generally accepted practices without intensive new training. Some agents also stated that their heavy caseloads would make it difficult to allow time for training.

G. Responses from Court-Attached Workers

The two court-attached workers that were interviewed stated they both were aware of the 2.15 Report and had received training in how to use the standards.

H. Summary

In summary, fifteen of the twenty-two counties interviewed indicated they needed further training. Only one of the six agents interviewed expressed a clear interest in further training. Another agent expressed the need for training for new staff since there was a high turnover rate. This need for recurring training due to staff turnover was also expressed by individuals in a number of county agencies. One alternative for dealing with this need for further training would be to identify new staff involved in juvenile supervision and aftercare so that training could be directed to those persons. Another alternative might be to merely announce the availability of any training so that anyone who wanted the training could attend (since all of the agents who had not received training were experienced employees). The Implementation Team has indicated that it has sent

out a questionnaire to their 2.15 contacts to identify individuals who might want additional training and topics that should be included.

III. Views on How the Implementation Team Can Help

County staff and state agents were asked "How can the implementation staff be most helpful to you?" Some individuals needed a brief explanation of what the Implementation Team is and its functions.

A. County Views

All but two of the twenty-one counties responding to this question indicated some type of answer which would imply a direction-giving/technical assistance/training role for the implementation staff. (One of the two exceptions stated he didn't know and the other just replied that he hadn't been aware of a contact person.) Specifically, five of the twenty-one counties responded that the implementation staff could be most helpful by providing guidelines on aftercare. A number of these expressed concern with the huge number of standards in the report ("Who would read all that, much less be able to comprehend and implement it?") and hoped that the development of guidelines would make the process more understandable.

One of the counties which responded earlier that it did not need further training, clarified its view by stating that it would rather see revised standards since the present ones are incomprehensible in a

training situation. Thus the Implementation Team would be most helpful to this county by writing the standards into a training guideline which would be consistent with the Social Services Manual.

Six counties responded that the implementation staff could be most helpful by providing training on aftercare. Four of these six counties had responded earlier that they had already received some training on the standards, but still wanted more training. Consistent with this and the need for clarifying guidelines, several counties also responded that there was need for the implementation staff to send out new materials since they were finding that changes were in effect without being informed by the Team.

B. Agent Views on How the Implementation Team Can Help

When asked how the Implementation Team can be most helpful to them, the six DOC agents interviewed also expressed the need for the team to function in a facilitative role.

Two of the six agents wanted the Implementation Team to act as advocates for specific policies the agents wanted (these will be dealt with in a later report). Two others wanted the implementation staff to clarify existing policy or set new policy. One of these two stated that he needed some policies for use in transporting juveniles (for example, he says he has much more authority on use of restraints in transporting adults and fears this lack of authority with juveniles could involve him in a lawsuit if a kid "runs and harms someone"). He

also saw some inconsistency in the law since the Department could arrange to keep a youth in custody in one of the two state institutions until age 19, but if a youth were released to residential treatment, he could be kept only 90 days past age 18. The other agent wanting clarification from the Implementation Team wanted the staff to "set a policy as to who will do what." He indicated that "counties can choose each year to do aftercare or not and are still selecting kids (leaving agents with the remainder)."

One agent also thought the implementation staff should spend more time in the field to see what agents do and to learn more about agent responsibilities. The staff would therefore get more input from the field, which he feels is needed since "agent participation on the Implementation Team is so limited."

Two other agents wanted to be kept abreast of changes in aftercare and to be kept informed (including one who wanted a copy of the 2.15 standards).

C. Summary and Suggestions on How the Implementation Team Can Help

Since some individuals needed an explanation of the composition and function of the Implementation Team, it would seem the first task of the Implementation Team would be to make its existence and functions known to all 2.15 contacts so that all will be aware of the Team as a resource. The Implementation Team has recently mailed the counties and agents a survey on their training and technical assistance needs.

This survey should also help counties and agents be more aware of the Implementation Team and its functions. As indicated, in response to the question "How can the implementation staff be more helpful to you?," all but two of the twenty-one counties responding indicated that a direction-giving/technical assistance/training role would be appropriate for the implementation staff. The six agents interviewed also expressed the need for the Team to function in a facilitative role (but two also desired the Team to act as advocates for specific policies.)

County staff in particular thought the Team could help by providing further training on aftercare. On this question and on several others, a number of interviewees expressed concern at the massiveness of the standards text and they therefore thought it unlikely many people would read and thoroughly understand all of the standards. They therefore expressed the need for the Implementation Team to organize and condense the standards so the necessary aspects of aftercare would be more understandable and more easily implemented. The Implementation Team believes it is addressing this problem through current efforts to summarize and reorganize the essential standards.

IV. Contact Persons for Aftercare Questions

A. Contact Persons If Counties Have Aftercare Questions

When asked "Is there someone in the regional office or in Madison you can contact if you have questions about the standards or aftercare

supervision generally?," 15 of the 22 counties responded that there is or was someone to contact if they had questions.⁷ Seven of these 15 answered "yes" to the question "Has this person been helpful?" Two responded with "no" and the others had not used the resource or stated the person was no longer there.

Several counties expressed concerns that even though they knew of State resource staff they could contact with aftercare questions, they often were unable to get a definite answer for a number of reasons. Some counties complained their telephone calls were never returned if the resource person was not available at the time they called and they left a "please call" message. One county mentioned that there needed to be a good process for resolving concerns. That county claimed it needed to deal with several bureaus on some issues and that the bureaus would interact with each other on an issue, but not with them. They furnished a copy of a memo (which they inadvertently received) between state staff as an example of this situation. Many counties also expressed concern that with the Division of Community Services reorganization, regional staff still available for consultation did not have the expertise to provide quick, accurate responses on aftercare issues. Also, a number of counties responding that they contacted someone in the DCS regional office would then go on to state that this person is no longer employed in that position since the reorganization.

⁷One other county just stated it knew names and telephone numbers of the staff, but had not made any contact.

B. Contact Persons If DOC Agents Have Aftercare Questions

When asked "Is there someone in the regional office or in Madison you can contact if you have questions about the standards or aftercare supervision generally?," four of the six agents named a specific person or persons they could contact. Three individuals mentioned someone in a regional office with one of these agents naming specific central office staff in addition. The fourth individual who named a specific person, named only central office staff. One agent specifying only someone in the region named only his own supervisor. Two of the four naming specific contacts found these contacts helpful, one other answered "sometimes," and the fourth was uncertain whether the contact person had been used as yet for juvenile aftercare standards.

The two agents who didn't answer "yes" to this question gave answers as follows: One stated that he would use the chain of command and that he thought a Madison contact would be Don Schmitt (head of the Juvenile Offender Review Program). The other stated that he had no confidence he would get an answer and did not name a contact person.

C. Summary and Comment

Overall, over half of the respondents indicated that there is or was someone to contact if they had questions about the standards or aftercare supervision generally. However, a number of counties noted

problems in getting answers to aftercare questions. Although it was difficult to determine the detailed nature of problems with aftercare contacts in this multi-purpose questionnaire, it is clear that many counties found it difficult to find a current contact person and to get quick, accurate responses. The Implementation Team should investigate the problem further. It may need to provide further training to regional staff and notify the county 2.15 contacts exactly which state staff are available on specific aftercare issues.

Four of the six agents interviewed named a specific person they could contact on aftercare issues. It appears that agents, having worked with aftercare for long periods of time, seemed less concerned than counties about having a specific person to contact in regard to aftercare issues.

V. Use of the Standards and General Juvenile Aftercare Practice

In order to ascertain general aftercare practice in the field and the extent of the implementation of the standards, questions were asked which related to specific standards.

A. Out of Home Placements: Background

Essential standard 149 (page 42 of the 2.15 Report) states that "Written agency policy should be developed specifying the amount and type of information to be used in making a case decision to place a youth outside of the home." The respondent was therefore asked, "What

is your agency policy regarding out of home placements?" If a definite response was given to this question, the respondent was then asked "Is this policy written?" and, if so, the interviewee was then asked to furnish a copy to the interviewer.

1. Out-of-Home Placements: County Responses

Twenty of the twenty-two counties interviewed responded with a definite answer to the question on what the policy is on out-of-home placements. Ten counties responded that placement out-of-home was used only as a last resort. The ten other counties who responded with a definite answer stated that the least restrictive environment is used as the criterion. One of the two remaining counties interviewed was not asked the question since the county had not yet had a child on aftercare and gave only very general answers to previous questions. The remaining county gave a general answer which was simply that placement would be sought if needs couldn't be met at home (similar to the last resort criterion).

When counties were asked if the placement policy was a written one, only nine (of the twenty-one counties that had given any type of answer to whether there was a policy) stated that this policy was written. A number of those stating that there was a written out-of-home placement policy clarified their responses by stating that the policy is written in the statutes.

2. Out-of-Home Placements: DOC Agent Responses

Four of the six agents interviewed stated the least restrictive environment criterion is the policy on out-of-home placements. One other agent stated that the out-of-home placement policy is one of last resort. The final agent stated the only kids they got were kids discharged from institutions so the agents just followed the recommendations of the Joint Planning and Review Conferences (JPRCs). Three of the six agents said the placement policy is written, but one didn't know where, another gave the source as the Children's Code, and the final one said he thought it is written in the Division's operations manual and the Children's Code.

3. Out-of-Home Placements: Court-Attached Worker

The one court-attached worker who responded to this question indicated that the least restrictive criterion is a general guideline. She furnished a detailed set of written guidelines which included data on the juvenile's prior record, prior services attempted, prior placements, youth and family attitude, school considerations, community best interest, and the needs that the placement would work on.

4. Summary and Comment on Out-of-Home Placements

Nearly all the county workers, DOC agents and the one court-attached worker responding to the question on what the

policy is on out-of-home placements indicated there is a definite policy. Nearly all either indicated that placement out-of-home is used only as a last resort or indicated a policy of using the least restrictive environment as the criterion. Although essential standard 149 indicates "Written agency policy should be developed specifying the amount and type of information to be used in making a case decision to place a youth outside of the home," slightly less than half of all interviewed indicated that the policy was written. Some (a court-attached worker, for example) furnished a detailed written agency policy specifying the amount and type of information to be used in making the placement decision. However, many others who indicated there was a written out-of-home placement policy clarified their responses by stating the policy is written in the statutes.

There was, therefore, a generally accepted practice of least restrictive environment or last resort for out-of-home placement policy. It was much less likely that the policy would be an agency one specifying the amount and type of information to be used in making a placement decision. If the Implementation Team wants agencies to have such specific written policies, it must do more to assure their development. Such efforts could include technical assistance or guidelines specifying what the Team believes is the most essential information for an out-of-home placement decision.

B. Standard For Court Reports

1. Standard for Court Reports: County Practice

Standard 201 (p. 67 of the 2.15 Report) states in part that "a uniform and comprehensive court report should be completed by the agent designated under s.48.069 ..." A format for the court report was included on p. 71 of the 2.15 Report and also in the Supervision and Aftercare Services Training Manual.

The county interviewees were therefore asked if they prepared court reports and, if so, to describe the format. Twenty-one of the twenty-two counties indicated that they prepared at least some court reports. The remaining county indicated that the court-attached worker in that county prepared the court reports. The format described by most of the counties is similar to that in the standards. Many also stated that their format is the one in the statutes or in the standards or that their modified format had been approved by the state.

Counties were also asked who received copies of the court report. Of the 14 counties who responded to this question, all indicated that at least the presiding judge received a copy. Thirteen of the 14 counties responding indicated that copies were sent to more than one person. Twelve of these counties indicated that copies were also sent to the district attorney, and eleven indicated that a copy was sent to the defense (and a twelfth

indicated it was provided to the defense upon request). Four counties indicated a copy was furnished to the child's parents (either automatically or upon request). Four counties indicated that a copy was also furnished to the correctional institution with which the youth was involved. One county also stated that a guardian ad litem would be furnished a court report.

One of the points in Standard 201 indicates that "if the court report will not be oral, the court report and all records relied upon in making the report must be on file and available to the following persons at least 48 hours before the dispositional hearing:

- a. the juvenile's attorney,
- b. the juvenile's guardian ad litem,
- c. the district attorney,
- d. the juvenile court,
- e. attorneys for other parties named by the court."

The counties which answered the question on their distribution of the court report are always distributing it to the court and most are distributing it to the district attorney and the juvenile's attorney. Some counties may be relying on the court to distribute the court report as it sees fit.

2. Standard for Court Reports: DOC Agents

All six agents who were interviewed indicated that they prepared court reports although five of the six indicated that these were mainly petitions and extensions. Either county workers or court-attached workers prepare the other court reports in cases these five agents were involved in. The agent from Milwaukee County indicated that she prepares all types of court reports including disposition, extension, and admission reports. Some of the agents stated they use a format different from the 2.15 format.

All of the four agents who indicated where these court reports were sent, said that the juvenile court judge, the district attorney, and the case file all received copies. Three of the four indicated that the defense attorney also received a copy while the fourth indicated that the child received a copy instead of the defense attorney. Two of the four agents indicated that copies were sent to the parents while one also sent a copy to the institution and another sent one to his supervisor.

3. Standard for Court Reports: Court-Attached Workers

One of the two court-attached workers indicated that she prepared court reports only for commitment to either Ethan Allen or Lincoln Hills School or "a court report for criminal behavior."

The other court-attached worker indicated she prepared reports in a format similar to that presented in the 2.15 standards (even though the court workers are not under Departmental jurisdiction). Copies of this report are sent to the juvenile court judge, district attorney, defense attorney, and the case file. She also discusses the general contents of the court report with the family.

One of the court-attached units specifically stated it did not furnish a copy to the public defender, since one time the worker had supplied the defender with a confidential copy and the defender had shown the confidential copy to the child's father who subsequently assaulted the child for comments the child had made. It should be pointed out relative to this release of information that Standard 201 also notes:

"Any sensitive information which is going to be presented to the court should be included in a separate appendix to the court report. Only the judge, the district attorney, and the guardian ad litem/counsel for the youth receive copies of this appendix. This information may not be shared with the youth or family unless the judge releases the information. Between the time of completion of the court report and inspection by the juvenile court, the preparer of the court report should indicate to all parties in receipt of the court report that the juvenile court may rule that the appendix should not be shared."

An issue is therefore raised whether judges, attorneys, or court units are under any obligation to follow guidelines issued by the Department. This suggests the need for further study to determine appropriate means to assure that non-DHSS agencies (or individuals) follow practices consistent with Departmental standards.

4. Summary and Comments on the Standard for Court Reports

Nearly all of those interviewed indicated they prepared court reports. The format described by most of the counties is similar to that in the 2.15 standards, while some of the agents indicated they used a different format.

There was wider variation in the distribution of the court reports and another issue arose here. In instances where the judge, attorneys, and court units are involved in aspects of the court report or in maintaining confidentiality, it raises the issue of whether these individuals are under any obligation to follow guidelines issued by the Department. This suggests the need for further study to determine appropriate means to assure that non-DHSS agencies (or individuals) follow practices consistent with Departmental standards.

C. Joint Plan and Review Conferences at the Institutions

One integral part of the county worker or state agent role with delinquent youth is participation in Joint Plan and Review Conferences (JPRCs) which affect the youth on their caseload. As indicated earlier, on-site observation of several JPRCs was done at Ethan Allen School to obtain information on the role of the agent or worker in the JPRC. This portion of the report focuses primarily on county worker and state agent responses to the state-wide questionnaire.

1. JPRCs: County Views

County workers were asked whether they attended JPRCs and if not, why not. Of the 22 counties responding to this question, three counties indicated they had not yet had a child in either of the two juvenile institutions or that the last one was 3 years ago. Of the remaining nineteen counties who had youth in either Ethan Allen or Lincoln Hills, thirteen replied that they "always" attended the JPRCs (one of these counties, however, had only had one youth in an institution). One other county said it attended the JPRCs 98% of the time, another said 80%, two more said "usually," and the remaining two counties said they attended only about half of the JPRCs. The reasons most frequently given for non-attendance at JPRCs were listed as the great distance to the institution (and hence all or most of a day would be taken from a busy schedule) and the anticipation that it would be a very routine JPRC in which the county worker did not anticipate major plan changes or a release from the institution.

Counties were then asked if there was any way, other than (or in addition to) attendance at the conferences, they have input into the JPRCs. Of the 19 counties which had been involved in JPRCs, six mentioned phoning or "contacting the social worker." Three others mentioned sending reports to the institution and one more stated "writing" to staff at the institution.

If the counties participated in the conferences, they were then asked to describe their role in the JPRCs. Of the sixteen counties which responded to this question, eleven said (as at least part of their response) that they were there to provide information on the family, the youth's background, and the attitudes and resources in the community. These counties stressed their long relationship with the youth before commitment to the institution and thus felt that they were able to provide unique information on the child, family, and the community. Two others listed their role as being the county representative. Several counties also saw their role as information-seeking: they wanted to know how the youth was progressing at the institution, especially when and into what alternate placement the youth might be released since the county would be fully responsible for the youth upon release. The combined role that counties often saw for themselves was both information giving and seeking and participating in future plans for progress within the institution or for release.

County workers were next asked if they found their participation in the JPRC helpful in their work with the youth. Of the eighteen counties responding (the other four generally did not have enough experience with JPRCs to wish to respond), all indicated that they found their participation to be helpful. Almost all of the seventeen counties that indicated how JPRC participation was helpful, stressed some aspect of the communication process. Most stressed that it allowed them to

have input based on their knowledge of the youth, family and community. It also allowed them to get information on the youth's behavior at the institution so as to help them formulate views on what future plans should be made for the youth. Usually a basic plan would be formulated by the JORP representative (possibly with input from institutional staff) so the county representative would be able to react and get information on alternate placements available when the county would again have custody. Several counties added that the JPRC therefore provided them notification on when they would regain custody. Several other counties mentioned the utility of the JORP members' knowledge of resources available throughout the state.

The only two statements which differed from these were the following two county responses: One county indicated that the worker's participation in the JPRC is helpful in his work with the youth since the "kids see my role and know they're going to deal with me after they're out. We develop a relationship." The other response that differed from the norm was the worker who stated that the utility of the JPRCs for his county is that they get to know the youth. "We commit kids I've never met before since they are someone else's cases. (Thus JPRCs are) vital for more populous counties."

2. Improvements in JPRCs: County Views

Counties were then asked what improvements would make the JPRCs more useful to them. Of the 19 counties that responded, seven

could think of no improvements that were needed and one more just stated that it didn't know. Five counties stated emphatically that they objected to not being invited to informal JPRCs which are held at three month intervals between the formal conferences. They thought important decisions were being made about the children without their knowledge or consent. They wished to be informed in advance of the review so they could participate. One of these same counties also suggested it would be useful if the county was informed ahead of time in regard to what the JORP representative and institution are thinking concerning a treatment plan for the youth. This county commented "If they're thinking group home, then we'd be able to think about which one."

Two other counties had suggestions on staffing for the JPRCs. One suggested that the institution social worker who worked with the child should always attend since he would know most about the child's behavior and programs at the institution. The other suggested that "the same JORP workers should be assigned the kid all the time he's in the institution. I may be the only one who's the same one involved. Rather than getting acquainted, they'd use time more effectively."

Two other counties suggested bias in the JORP appeal process. "If you lose a vote in the JPRC (on a plan), the appeal process is a joke. It's like appealing to the cop's captain (who will

take the side of the cop)." (This report did not investigate the number of appeals which favored the county as opposed to the JORP. It merely reports the counties' views.)

One other county suggested that regional JPRCs be held instead of holding them at the institutions since that would make it easier for the county and family to attend. Another comment was that the interview room at Lincoln Hills was extremely small, making it difficult to hold good meetings and that conferences may be rushed because the room also served as a lunch area. (One agent also suggested this room was not conducive to holding JPRCs.)

To briefly summarize, all of the counties responding to questions on the JPRCs found their participation in the JPRCs to be useful, mainly to keep informed of the youth's progress while institutionalized and to take part in planning. Five counties indicated that an improvement needed in the JPRC process is that counties should be invited to the three month JPRCs in addition to the ones held every six months. Others suggested problems in the continuity of the JPRCs since the institution social worker may not always attend the conference and the same JORP person is not assigned to the youth throughout his institutionalization.

3. JPRCs: Court-Attached Worker Views

The two court-attached workers also suggested problems with the JPRCs. One suggested that confusion arises with the institution saying things will be done one way "and Madison says another."

The other court-attached worker suggested a need for better communication and coordination. She stated, for example, that up until January staff from her county weren't even invited. Next, she said conferences often didn't take place as scheduled and no agenda was given for conferences.

4. JPRCs: Agent Views

Agents were also asked how often they attend the Joint Plan and Review Conferences. Two of the six stated they always attend the JPRCs, one said usually, and three others indicated they almost never attended. Two of those not attending or seldom attending mentioned the heavy pressure of supervising their adult caseload and one mentioned the lack of peer or supervisory support for the juvenile portion of his caseload. That is, his peers and supervisor did not view juveniles as an important part of his caseload and did not consult with him on juveniles nor want him to spend time on that portion of his caseload. Another said he did not attend now since the counties attend. The four who responded to a question asking them to describe their role at the JPRCs mentioned such things as gathering information, offering input, acting as liaison, and coordinating plans. All six mentioned telephoning and/or writing as other ways they have input into the JPRCs.

Agents were next asked, "Do you find your participation in the JPRC is helpful in your work with the youth?" One of the agents who said he seldom attended was not asked the question. Of the

remaining five agents, three said their participation is helpful in their work with the youth and one answered no. The other agent who responded stated that the initial JPRC is not useful since she will not be working with the youth prior to his release, but she implied that JPRCs close to release are helpful to see "what energy the kid will put" into the post-release plan. All three of those who found their participation helpful indicated the JPRCs allowed the agent to get to know the youth, family, workers, and/or the plan.

When asked what improvements would make the JPRCs more useful to them, agents offered a wide variety of comments. One agent stated that there is a "planning problem" with the JPRCs and noted that if "BCC (the Bureau of Community Corrections) is going to implement the plan, the Program Review Coordinator, or someone, should let us know what is being done with the kid so I can plan for him. For example, no one checked if there was space in a residential placement for a kid getting out of AODA treatment. The plan also called for vocational school, but no one enrolled the kid or planned money for this." (This agent no longer attends the JPRCs because he stated that is now the county role. Yet apparently once kids leave Ethan Allen or Lincoln Hills, at least some are assigned to his caseload.)

Another agent suggested the following to improve the JPRC: He thought he should have input when the JPRC acts as hearing examiner for revocations. He saw this JPRC role as involving a conflict of interest (since the youth could be returned to the

institution) and that "we should stay with the regular attorney hearing examiner (as for adults)." (This report makes no judgements on this JPRC role, but merely reports the county comment. Both the JORP and hearing examiners operate out of the Office of the Secretary.) He also thought that they (presumably JORP staff) were stretched too thin in staff and were therefore watching the clock to finish so that the next JPRC could begin.

A third agent reiterated a comment made by a number of counties in suggesting improvements to JPRCs which indicated a planning problem: He wanted to be notified of the 90 day reviews because the decision could be made (at a 90 day review) to make the youth eligible for alternate care or return home. This would therefore take place without his knowledge or input. On another point, he suggested that accommodations for the JPRCs could be made more suitable. For example, he thought it inconsiderate that parents are told that the meeting will be at a certain time and then are not called into the meeting until an hour later. Some parents lose pay by taking time off from work to attend the JPRCs and this agent thought it only considerate that the parents be told what time their participation is needed rather than making them wait an hour in a hallway while the case is discussed. As a county worker also indicated, he thinks the meeting room at Ethan Allen is bleak and therefore not conducive to discussion. He did, however, think the meeting room is much better than the "4 x 4 hotbox" meeting room at Lincoln Hills School.

A fourth agent stated that it would improve the JPRCs if roles would be more clearly defined. He noted that there are no guidelines on what is an appropriate topic at a JPRC. For example, he related an incident involving a case of his in which a youth had just been convicted of an extremely violent crime. At the initial JPRC, the youth was probed on why he would commit such an atrocious act and he became enraged at being forced to discuss the topic. The agent indicated that he felt this was clearly a topic for the youth and a therapist to discuss and he felt it was clearly an inappropriate topic for a JPRC. This agent also indicated a lack of clarity in who has the leadership role at the JPRCs since it sometimes switched during the course of the conference. It was also my observation that the leadership role switched in one JPRC from the JORP representative to the Program Review Coordinator at the institution. The meeting still functioned, however, and a new plan was formulated for the youth.

One of the above agents also indicated a problem in carrying out the JPRC plans. He indicated that although some plans call for the youth to complete public high school once leaving Ethan Allen, few of the youth graduate from a public high school. (To determine the extent of the problem, data would have to be reviewed on the frequency of those planned for public high school graduation, those graduating from a public high school, those graduating from high school programs in residential centers and those completing high school equivalency (e.g., G.E.D.) programs.) He indicated there used to be many more financial resources for institutional care, but that now the fiscal

situation mandates that the youth be released from both Ethan Allen (or Lincoln Hills) or other residential treatment as quickly as possible. He therefore indicated that the JPRC plans (for the time the youth is institutionalized) should stress teaching practical things such as changing automobile tires since the youth will be institutionalized such a short period of time.

The remaining two agents said no changes were needed in the JPRCs and one added that she was "extremely satisfied."

5. Summary and Comments on the Joint Plan and Review Conferences at the Institutions

Of the 22 counties interviewed, all indicated that if they had a child in an institution they attended JPRCs at least half of the time. A large majority of the counties even indicated they always attend the JPRCs. On the other hand, only one-half of the six agents interviewed stated they attend the JPRCs. Several agents not attending stated their heavy caseloads prevented them from attending and one mentioned lack of agency support for the juvenile portion of his caseload. Those attending listed information-seeking, information-giving and planning as roles they most commonly fulfilled at the JPRCs.

All of the counties responding to a question on whether JPRCs were helpful in their work with the youth indicated that their participation was, in fact, helpful.

Observation at the JPRCs suggested a much greater involvement of the agent/worker who attended the conference as opposed to those who merely participated via a conference call.

Of those individuals suggesting improvements to the JPRCs, the most frequent comment made was that the worker/agent should be invited to the informal reviews which are held at three month intervals between the formal reviews. Several individuals suggested it would be useful for planning if they were informed ahead of the JPRCs what the JORP representative and institution people were thinking in regards to a new treatment plan. A wide variety of other comments were made.

D. Planning for Youth Released to Aftercare

1. Planning for Youth Released to Aftercare: County Views

To gain information on county planning for a youth's release to aftercare, counties were asked the following: "Assume a youth will be released from a correctional institution to aftercare under your supervision. How do you plan for this release?" Most of the counties specifically stated "attend the JPRC" or made statements implying attendance at the JPRCs. Some counties also added that they then would see what type of placement is feasible and determine the availability of resources to meet the youth's needs. Sometimes a brief trial placement is made for the youth at the residential center, group home, etc., where he may reside after release from the institution. One county suggested there

should be a policy allowing/requiring that there be a 30 day trial period after release from the institution before custody is transferred back to the county. This would allow a determination of the youth's behavior outside of the institution so that he could be revoked easily if he was not ready for non-institutional living. Some counties said it is difficult to reinstitutionalize a youth who has not adapted to being outside of the institution but who has not committed a new offense. (They claimed agents had more powers in this area.)

A number of counties also mentioned the advantage of coordinating the release with the start of a new quarter or semester at school (if school is being planned). This would avoid the situation in which a youth would be entering a new school in the middle of a quarter or semester and trying to catch up in classes.

As a follow-up question on planning for release, counties were asked, "How do you involve the youth?" Surprisingly, most counties responded with answers that indicated how limited their involvement with the youth is when they plan for his/her release. Of the 17 counties responding to this question, eight stated that involvement of the youth in the plan is "to the degree (the youth is) involved in the JPRC." Two others mentioned the main involvement of the youth is at the JPRC. Another (not in the above eight) said that youth participation in planning for release is limited. "Sometimes we want to know their reaction

(and we don't get it)." Another stated, "This is hard. Often we don't get to talk to the kid. We just get information second hand from the social worker at the institution."

In summary, youth involvement with the counties for post release planning is limited and involves mainly a reaction at the JPRC to a JORP developed plan. Institution staff interact with counties on the results of trial visits to future community placements, but counties apparently leave major portions of plan development to the JORP and counties do not heavily involve the youth. Based on only a brief visit to Ethan Allen, it would appear that JORP staff do not involve the youth heavily in pre-release plan development prior to the actual Joint Plan and Review Conference. That is, youths' views on the plan were actively sought during their individual meetings, but they appeared to have no direct knowledge of the plans prior to those meetings.

Counties were asked how they involved the families of youth in planning for release. A number of counties indicated that they kept in contact with the families and tried to see that the families would agree with plans made for the youth. Others indicated the family was involved only if they attended the JPRC (some counties facilitated this attendance by arranging transportation for the families). At the far extreme, one county indicated that once the child is in the institution some families "feel someone else owns the child" and want no involvement whatsoever.

2. Planning for Youth Released to Aftercare: Agent Views

To gain information on DOC agent planning for youth released to aftercare, agents were asked the same questions as were asked of county workers. The first question was, "Assume a youth will be released from a correctional institution to aftercare under your supervision. How do you plan for this release?" There were a variety of responses depending on a number of things. One variable was whether the county worker attends the JPRC instead of the agent. For example, one agent (who doesn't attend JPRCs) stated, "Under normal circumstances for me, either the county social worker or the institution social worker (usually both) will contact me and say what the plan is. I get back to them and we implement (it). Ninety-five percent of my placements are going to a group home from the institution, so I set this up." (Normally, either the agent or the county worker should be attending the JPRCs and providing aftercare.)

Including the agent above, four of the six agents described part of their planning as linking the youth with resources, whether it is coordinating enrollment and possibly a multidisciplinary team staffing (M teaming) or ensuring placement at a group home.

Another agent described different roles for herself in the planning depending on whether the youth was to be returned home or not. First, if the youth is going to a residential placement

in another county, she stated that she would have talked with him (usually about three times) and told him she will be requesting supervision by a worker in the county where he will be in the residential center. Second, if the youth is returning to his home in her county, then she tells him he will be under her supervision.

Another agent also indicated that once placement is made in a residential center he is usually no longer involved in the plan.

Agents were also asked the follow up question, "How do you involve the youth?" in the release plan. Two of the agents who normally do not attend the JPRCs indicated that the youth is involved in the planning process at the JPRCs (and therefore not directly with the agent). Another worker who does attend JPRCs indicated that she mainly involved the youth through the JPRC.

Agents were also asked the follow up question of how they involved the family in release planning. One of the six agents indicated he did not involve the parents in such planning. Two others indicated the parents were involved in such planning if the parents attended the JPRCs. The remaining three agents indicated they kept in contact with the parents while the youth was in the institution to advise them of their child's progress, to try to get their cooperation, to see what they want, and/or to offer family counseling.

3. Planning for Youth Released to Aftercare: Court-Attached Workers

Two court-attached workers were also asked, "Assuming a youth will be released from a correctional institution to aftercare under your supervision, how do you plan for this release?" One worker indicated that the planning (at the JPRC) involved the choice of a placement or a decision on whether the youth would be terminated instead of being placed under supervision. If the youth will be under supervision, plans are discussed for conditions of supervision and setting up supportive services. The other court-attached worker indicated there were problems in planning for release since sometimes "the institution says 'surprise, we're releasing him'." She indicated her need to know of the date of release at least 30 days in advance of the release and what type of services the institution thinks he needs.

Not surprisingly, this worker indicated that she often did not involve the youth in release planning. She indicated the last time a youth was released to her supervision, the youth was notified two days before his release. He had had a JPRC 30 days prior to this but was not told of a plan for release.

The other worker indicated the youth's involvement in planning was at the JPRC.

4. Summary and Comment on Planning for Youth Released to Aftercare

When asked how they planned for a juvenile's release from an institution, most of the counties listed their attendance at JPRCs. Agent responses were more varied and stressed their role in linking the youth with resources.

A follow-up question on planning for release "How do you involve the youth?" was asked. Surprisingly, most individuals responded with answers that indicated how limited their involvement is with the youth in planning for release. From the perspective of those interviewed, youth involvement involves mainly a reaction at the JPRC to a JORP-developed plan.

Responses from the agents and counties point to the need for the Department to address several issues:

- o Should the workers/agents be invited to the informal 90 day review conferences?
- o What level of youth involvement in the JPRC plan is appropriate? Should the youth be informed of a tentative plan prior to the JPRC?
- o Should the worker/agent be informed of the tentative plan prior to the JPRC so that he can consider it and investigate the feasibility of proposed placement?

- o What is causing the low rate of graduation from public high schools of youth released from the institutions? Do changes need be made in the JPRC plans as a result of this?

VI. Case Management or Service Coordination Systems: County Practice (Agents and court-attached workers were not asked these questions)

Essential standard 156 (page 46 of the 2.15 Report) states "Counties should establish case management/service coordination systems in the Departments of Social/Human Services." Standards 157 through 161 (pages 46-48 of the 2.15 Report) also deal with case management and specify, for example, the delineation of a single individual in the lead agency to have primary responsibility for service planning and provision. To gain information on county practice in the area of case management, a number of questions were asked on the topic.

First, counties were asked, "Have you established a case management/service coordination system? (If the answer is yes) please describe it for me." A number of counties requested a description of case management before responding. Ten counties indicated they had a case management system in practice, while eight others indicated they did not. Three other counties did not respond and one gave a response which was not easily categorized into a yes or no.

Counties were then asked, "Does your agency assign a case manager to each youth?" Seven counties responded yes and ten responded no or had indicated

earlier they did not have a case management system. Only one county had a clearly defined unit which acted as a manager for a case without ever delivering services directly to a client.

Counties were also asked what barriers there were to service coordination in their agencies. Twelve counties indicated there were no barriers to service coordination in their agencies and another indicated that it didn't know. Two others listed staff turnover. Two others listed lack of communication between units in an agency and one of these workers stated, "protective services never contacts me" on cases in which her unit should also be involved. Closely related to this last point, another county said the time involved in getting the units together is an agency barrier. Another mentioned the extreme bureaucratic policies taking place within the agency. One other county listed problems in communication with Lincoln Hills School. Another county listed problems with court intake (not really a problem within the agency) and a final county did not respond to this question.

For barriers to service coordination in the community (rather than in the agency), five counties listed the limited services or lack of services in the community or inexperienced staff at the agency delivering the service. Three counties listed lack of money and one named lack of jobs as a barrier within the community. Among the other responses, two counties listed poor attitudes on the part of private agencies and two indicated that community attitudes were a problem. One of these mentioned that various agencies (social services, the schools, and the police) segmented services and don't see the youth as a whole person. Contributing to this could be a lack of

information and communication since "the police know how to write a ticket, but not how to refer the kid to social services." One other county mentioned that having three systems (social services, the court attached system, and the court itself) all involved with delinquent youth created a barrier to service coordination.

VII. Use of the Purchase of Services Agreement Included in the Standards

A. County Experience

Counties were asked, "Do you use the Purchase of Services agreement included in the Standards?" Seven counties answered yes, while nine answered no. Counties answering no sometimes indicated they used the Purchase of Services agreement form in the Social Services Manual (Chapter IV-21, form DCS-SS-147 (SC)).

B. Agent Experience with Purchase of Services Agreements

Three of the six agents indicated they used purchase of services agreements. These were used for everyday items such as bus tickets and clothing. All three indicated they used a standard form from Division of Corrections central office.

VIII. Implementation of the Standards

One purpose of this study is to assess whether the various agencies and individuals (counties, agents, and Management Reference Group) thought the 2.15 standards should be implemented through the use of administrative

rules or if some other means for implementation would be preferable (or should be used in combination with administrative rules). The Administrative Rules Committee of the Implementation Team has established several criteria for screening standards for possible selection as administrative rules. The first criterion is that there would be harm to the child if a standard were not to become an administrative rule. The second criterion is that the standard became an administrative rule only as a last resort. According to this criterion, administrative rules to assure a practice should be used only as a last resort since they are complex to write and difficult to delete or modify if they do not work in practice. Other means which should have been exhaustively considered first are policy guidelines, training manuals and training, and technical assistance. Once a standard passed these first two criteria, there were three more criteria to consider in writing the rule. First, the standard must be written into a rule in such a way that it is measurable so that one knows whether compliance exists. Second, and closely related, the rule must be enforceable or it should not become a rule. Third, there must be statutory authority for the rule.

The views of the counties, agents, and Management Reference Group were sought on whether they thought the standards should become administrative rules. These same individuals were also asked whether there were any means, preferable to administrative rules, to assure use of the standards. The following sections summarize the results of the responses to those questions.

A. Implementation of the Standards by Administrative Rules or Other

Means: County Views

Counties were asked, "Are there any 2.15 standards that should be established as administrative rules? If yes, please list some standards you think may be most appropriate for administrative rules."

Of the 18 counties responding to the question, seven responded with a "yes," eight stated "no," and three responded with a "don't know."

One county listed standards 110, 119, 120, 121, 127, 140 maybe, 144, 148, 198 and stated that the ones which should be rules are "those essential standards which are objective and which can be measured."

The rules should be limited to only those things to define basic elements of the program." Individuals in another county disagreed on which standards should be rules. A supervisor thought all the standards should be administrative rules while the deputy director of the county department of social services thought most of the rules were already good practice and that little more need be done.

Another county merely stated that the administrative rule should specify that the state do aftercare. Another county that thought the standards should be rules stated that the ones that should be rules are the ones which specify reviews within a given period, similar to that done in the permanency planning process.

B. Other Means to Get Counties to Use the Standards: County Views

As indicated above, administrative rules are only one means to try to assure that desired practices are undertaken or maintained. Other

means to consider are policy guidelines, training manuals and training, and technical assistance. Counties were therefore asked, "Are there other means, preferable to administrative rules, to get counties to use the standards? If yes, please describe those means."

Of the 19 counties responding to the question, twelve described some other means and seven stated there were no other means preferable to administrative rules. Of the twelve counties listing other means, five listed training as at least one method of getting counties to use the standards. Three counties named "guidelines" or "reduce it to something manageable and put it into policy."

In a related question, the counties were also asked, "What should the State's role be in helping counties to use the standards and ensuring county accountability for aftercare?" Of the twenty counties responding to the question, eight mentioned that monitoring should be at least part of the state's role. Five stated as part of their response(s) that training is an appropriate role for the state and one more stated that the training manual was easy to follow and spelled things out clearly (implying this to be an appropriate role).

Six counties made comments such as "clarify rules and fix problems," "know what's going on," reduce standards "to the essentials," or "define problems and help solve them." Two counties also stated it should be the state's role to stay out of the counties' way or to not monitor since "they're coming out everywhere and it develops resentment." The general response was therefore that the state should train, inform, and monitor, but that state staff should have the expertise to fulfill such roles.

C. Implementation of the Standards by Administrative Rules or Other

Means: Agent Views

The agents were asked the same questions concerning the need for administrative rules that the counties were asked. "Are there any 2.15 standards that should be established as administrative rules? If yes, please list some of the standards you think may be most appropriate for administrative rules." In contrast to the county responses where nearly half said there were some standards which should be administrative rules, only one of the six agents stated some of the standards should be written into rules. Three responded "no" and two stated they "didn't know." The one who responded yes indicated that appropriate administrative rules would help assure some uniform procedures.

Agents were then asked, "Are there other means, preferable to administrative rules, to get counties to use the standards?" One indicated "no" and another indicated that a number of counties were trying to defy and avoid Department requests for information. Two others indicated that the way to get counties to use the standards is through the use of the pursestring. Another described the difficulty of living with administrative rules in dealing with adult offenders since the rules left her no discretion. She stated the Coordinated Plan and Budget is a more appropriate vehicle to get counties to meet the standards because counties must state how they plan to meet the standards. She felt this is more acceptable to county people since

they write the plan instead of the state forcing the administrative rules on them. (The sixth agent thought the standards should not be administrative rules and that no other means should be used either.)

D. Implementation of the Standards by Administrative Rules or Other

Means: Views of the Management Reference Group

1. Interview Responses

Since the Management Reference Group was established to (among many things) "develop or sanction strategies" for the Implementation Team and "make certain policy decisions,"⁸ it was useful to ascertain their views on the same questions relating to implementation of the standards as were asked of the counties and DOC agents. The members of the Management Reference Group are listed in Appendix 6.

Members of the groups were asked, "Are there any 2.15 standards that should be established as administrative rules? If yes, please list some standards you think may be most appropriate for administrative rules." In sharp contrast to the DOC agent negative response and mixed views of the counties on this question, four of the five members of the Group

⁸ June 10, 1982 memo from Secretary Percy on "Establishment of a Management Reference Group for the Juvenile Supervision and Aftercare (#2.15) Implementation Team.

answered yes that at least some 2.15 standards should be administrative rules.⁹ The fifth member deferred a response on this, saying he knew about the 2.15 standards but not about administrative rules. Three of the members mentioned process standards as being most appropriate for administrative rules, and one mentioned "process rules relative to the joint cooperation of the state and county." One of the above members also added the need for treatment standards such as the number of contacts with youth. Another member just stated the need for minimum bottom-line standards.

Members of the group were then asked, "Are there other means, preferable to administrative rules, to get counties to use the standards?" All five indicated that, in addition to administrative rules, other means could also be utilized. One member indicated that issuing Departmental policy is another means to help ensure use of the standards. Another mentioned "careful evaluation of progress toward targets" with outcome measures and target dates. A third member of the group indicated three possible ways to get the counties to use the standards: "First, for the majority of the standards, we need to use persuasion, possibly with sanctions, and not rules. Second, we should send out manual material. Third, we should tie it in with Youth Aids funds or Community Aids funds. If we give them time and announce expectations, it's likely to give positive results."

⁹ One member did qualify his yes response with the caveat "if there is some way to enforce them, otherwise, no."

A fourth member of the Group qualified his response to the question of what means, other than administrative rules, could be used to get counties to use the standards. He stated yes, other means are preferable, but the problem is money and staff. With this in mind, he listed three possible means: First, persuasion; second, training (but he asked: "How do you get it to everybody? How do you get it to new people? It's only been provided on one topic and was a one-shot deal. We don't know who attended, or if it was the right people"). Third, he also listed consultation as a means to get the counties to use the standards. The final Group member interviewed indicated that you "hold counties accountable. Get them to believe in it and then they'll monitor themselves with the unit supervisor. Reward performance. How exactly to get the counties to do this? I wish I knew."

Members of the Management Reference Group were then asked a final question on implementation of the standards: "What should the state's role be in helping counties to use the standards and ensuring county accountability for aftercare?" Three of the five Group members interviewed included holding counties accountable as part of their responses. One of these three stated, "Use the same system as the Feds do for quality control with disallowances, but include positive sanctions, too." He mentioned two alternative quality control systems. The first is accomplished directly through the line of authority and the second approach is with an outside quality control unit. He indicated his preference for the outside quality control approach

both for its objectivity and because it is a priority for that outside unit. Another of these three indicated that persuasion, training, consultation, and holding the counties accountable are all part of the state's role.

Another member of the group stated the state's role should be to involve the counties actively in setting standards with outcome measures and to provide extensive training and technical assistance to counties in the rationale for the 2.15 standards. He cautioned that one can't assume that because a half dozen county people are on the 2.15 committee that the many other county people understand the rationale for the standards.

Another member indicated the state's role should be threefold: First, he indicated the state should provide technical assistance (although there is a problem with expertise now). Second, he felt that the state should provide policy leadership. That is, if the state continues to do some aftercare, it should be the example or role model for the counties. Third, he indicated the state should get counties to help other counties since they trust each other more for technical assistance. He felt this worked well in the Youth Aids program and the state only paid for travel expenses.

2. Summary of the Views of the Management Reference Group

In sharp contrast to the negative responses of the DOC agents and the mixed views of the counties on whether any 2.15 standards

should be established as administrative rules, four of the five members of the Group answered that at least some 2.15 standards should be administrative rules. All five Group members indicated that, in addition to administrative rules, other means could also be utilized to get counties to use the standards.

Some of the means mentioned were issuing Departmental policy, evaluation of progress toward targets with outcome measures and target dates, issuing manual material, using persuasion and providing training.

In a related question on what should the state's role be in helping counties to use the standards and ensure county accountability for aftercare, some additional means were suggested. One of these responses suggested using a federal quality control model with disallowances, but in variance from the federal model this system would also include positive incentives. Other means included having the state be the role model for county aftercare (if the state continues to do aftercare) and getting counties to help other counties.

IX. Summary of the Juvenile Aftercare Evaluation

As indicated in the section on the purpose of this study, the study is a process evaluation to assess the implementation of the 2.15 standards as they relate to aftercare. In doing so, it describes county and state worker experience relative to worker level of awareness of the

standards, worker views on the adequacy of training offered and need for further training, and compliance with and implementation of some of the more essential standards. Information on these points was gathered from telephone and on-site interviews with county staff, Division of Corrections agents, and state central office staff. The individual sections of the report summarize the findings from the interviews with the above groups. These findings are further summarized below:

A. Awareness of Standards, Training Given, and Need for Further Training

- o All but three of the 22 counties interviewed stated they were aware of the 2.15 Report and its standards.
- o Six of the 22 counties stated they had not received training in how to use the standards. Part of this could be due to staff turnover taking place after the training was last given.
- o Twelve of the 22 counties interviewed responded they were confident or very confident they knew how to implement the standards. The remaining ten were not confident of this.
- o Fifteen of the 22 counties indicated they needed further training in the standards.
- o All six of the DOC agents interviewed said they were aware of the 2.15 Report and its standards. Two of the six, however, indicated they were not confident in knowing how to implement the

standards. Only one said he needed further training on the standards, but another who said he understood the standards stated he needed training in their implementation.

B. Views on How the Implementation Team Can Help

- o A number of counties were not aware of the Implementation Team and its functions.
- o Nearly all the counties saw a direction-giving/technical assistance/training role for the Implementation Team. Many expressed the need for the Team to organize and condense the standards so the necessary aspects of aftercare would be more understandable and more easily implemented.

C. Contact Persons for Aftercare Questions

- o Over half of the respondents indicated there is or was someone to contact if they had questions about the standards or aftercare supervision generally. However, many counties found it difficult to find a current contact person and to get quick, accurate responses.

D. Use of the Standards and General Juvenile Aftercare Practice

- o Out-of-home placements. Standard 149 indicates, "Written agency policy should be developed for specifying the amount and type of information to be used in making a case decision to place a youth

outside of the home." Nearly all the respondents indicated there was a policy for out-of-home placements, but less than half indicated the policy was written. Some had a specific written agency policy, while others referred only to the statutes.

- o Standard for court reports. A format for the court report is included in the 2.15 Report and also in the training manual. The format described by most of the counties is similar to that in the standards. Some of the agents stated they used a format different from the 2.15 format. Distribution of the court reports involved judges, attorneys, and sometimes court-attached workers. An issue is raised as to whether judges, attorneys, and court units are under any obligation to follow guidelines issued by the Department. This suggests the need for further study to determine appropriate means to assure that non-DHSS agencies (or individuals) follow practices consistent with Departmental standards.

- o Joint Plan and Review Conferences at the institutions. A large majority of the counties indicated they always attend the JPRCs. Both agents and county workers indicated their role at the JPRCs to be information-seeking, information-giving, and planning. Of those individuals suggesting improvements to the JPRCs, the most frequent comment was that the worker/agent should be invited to the informal reviews. It was also suggested that it would be useful if the worker/agent were informed ahead of the JPRC in regard to the proposed new treatment plan for the youth.

- o Planning for youth released to aftercare. Most counties listed attendance at the JPRCs as their starting point for post-release planning. DOC agents stressed their role in linking the youth with resources. From the perspective of those interviewed, the involvement of the youth in aftercare planning involves mainly a reaction at the JPRC to a JORP-developed plan.

E. Case Management or Service Coordination Systems: County Practice

(Agents were not asked these questions)

- o Of those counties whose responses could be categorized yes or no, ten counties indicated they had a case management system practice, while eight others indicated they did not. Only one county had a clearly defined unit which acted as a manager for a case without ever delivering services directly to a client.

- o With regard to barriers to service coordination in the community (rather than in the agency), five counties listed limited resources in the community or lack of experienced staff at the agency delivering the services.

F. Implementation of the Standards by Administrative Rules or Other Means

- o Slightly less than half the counties responding indicated that some of the 2.15 standards should become administrative rules. Only one of the six agents interviewed thought some of the standards should be written into rules.

o Nearly all the Management Reference Group members interviewed, on the other hand, thought at least some 2.15 standards should be administrative rules. The members also suggested other means in addition to administrative rules that could be utilized to get counties to use the standards. Some of the means mentioned were issuing Departmental policy, evaluation of progress toward targets with outcome measures and target dates, issuing manual material, using persuasion, and providing training.

X. Recommendations

The following are recommended for consideration by the Management Reference Group and the Implementation Team as a result of this study.

- A. As indicated in the section "Views on How the Implementation Team Can Help," some counties were not aware of the Implementation Team or its functions. Some staff were pleased to be interviewed since they did not know otherwise with whom to share their concerns. It is therefore recommended that ways be examined to make the Implementation Team's role and availability for consultation better known. Efforts in this area may be combined with those in Recommendation D.

Also, a number of workers/agents had specific policy concerns (e.g., p. 13), but did not know how to address them. Mechanisms need to be established or clarified to deal with these concerns.

- B. Fifteen of the twenty-two counties interviewed said they needed further training on the standards. Some of these counties indicated they had staff who had not received 2.15 training when it was offered since they were not employed in aftercare jobs at that time. The Implementation Team is taking action which will hopefully deal with this expressed need. The Team has recently mailed the counties and agents a survey concerning their specific training and technical assistance needs. Presuming the results of this survey are consistent with the need found in this study, a plan should be developed which will fill the training needs indicated. Also, a means should be established to identify untrained aftercare staff resulting from staff turnover for further training.
- C. The Department should try to organize and condense the standards so they become more understandable to the workers/agents. A number of respondents expressed concern that the massiveness of the standards preclude easy comprehension. The Implementation Team believes it is addressing this problem through current efforts to summarize and reorganize the essential standards.
- D. It is clear that many counties found it difficult to find a current contact person and to get quick, accurate responses. This problem should be investigated further. It may be necessary to provide further training for regional staff and notify the county 2.15 contacts and agents exactly which state staff are available to address specific aftercare issues.

- E. Non-Departmental staff such as judges, attorneys and court units are involved in a number of aftercare areas. It would appear that these individuals are under little obligation to follow standards or guidelines issued by the Department. This suggests the need for further study to determine appropriate means to assure that non-DHSS agencies (or individuals) follow practices consistent with Departmental standards.
- F. Additional efforts may be necessary to provide technical assistance, training, and monitoring to assure implementation of the standards. For example, the study reveals that the out-of-home placement policy is not written (in over half the counties surveyed) as is required in the standards. In this connection, the Implementation Team is currently developing a self-monitoring package for county/agent staff to use to monitor compliance with the 2.15 standards.
- G. Responses from the agents and counties relative to questions on JPRCs and planning for the release of juveniles from Ethan Allen and Lincoln Hills Schools point to the need for the Department to address several issues:

- o Should the workers/agents be invited to the informal 90 day review conferences?
- o What level of youth involvement in the JPRC plan is appropriate? Should the youth be informed of a tentative plan prior to the JPRC?

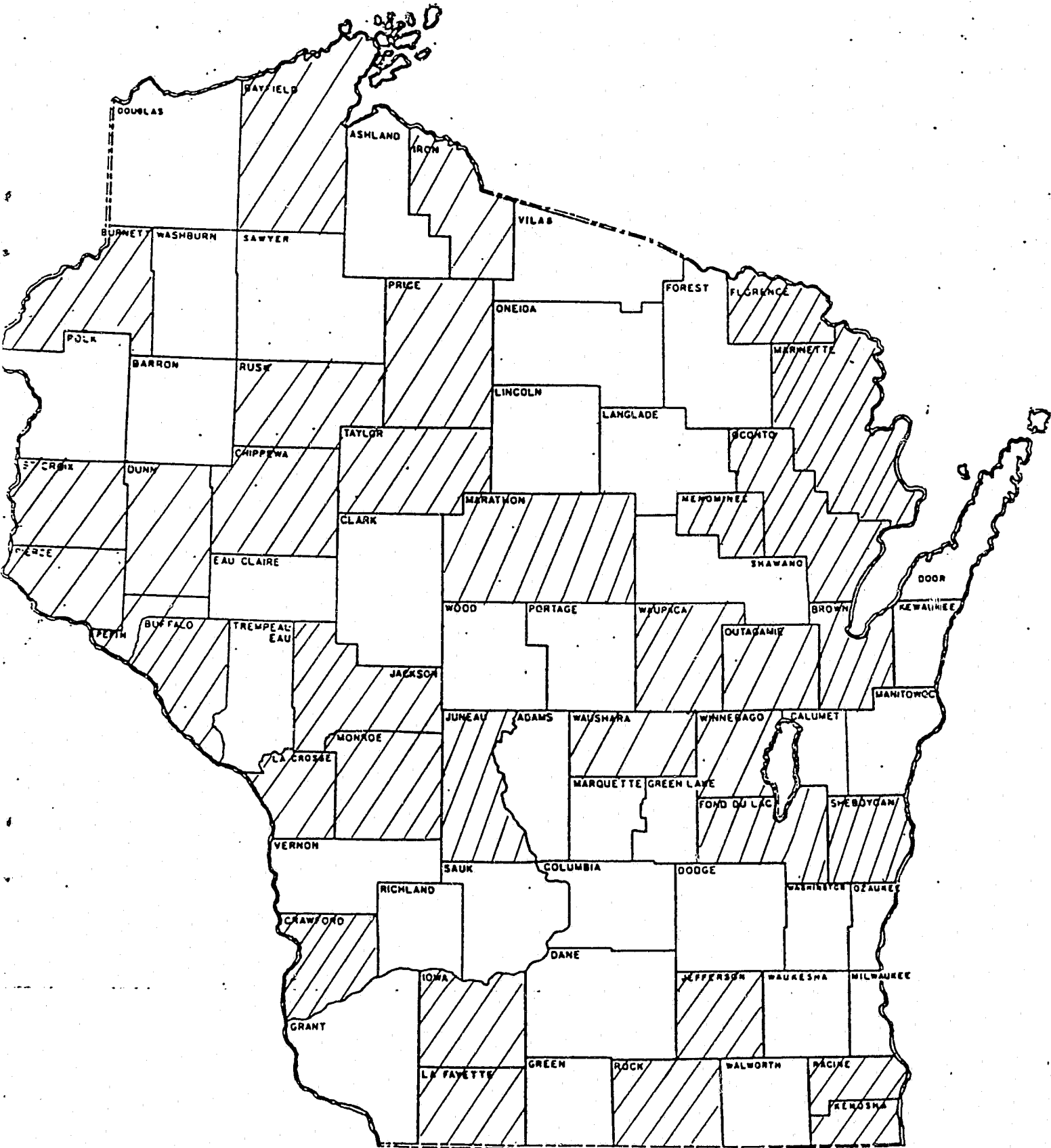
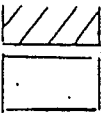
- o Should the worker/agent be informed of the tentative plan prior to the JPRC so that he can consider it and investigate the feasibility of proposed placement? (A 2.15 standard specifies prior notification be provided to the worker/agent, but a number of workers indicated they received no prior notification of the plan.)
 - o What is causing the low rate of graduation from public high schools of youth released from the institutions? Do changes need be made in the JPRC plans as a result of this?
- H. Some standards may be appropriate for administrative rule. Responses from counties, agents, and the Management Reference Group indicated that training, technical assistance, manuals, and compliance monitoring also should serve as important means to implement the standards.

RM:bu/152,162,185
12/21/82

APPENDIX 1

COUNTIES PROVIDING AFTERCARE

- Counties providing aftercare
- Counties which contract with the Department for aftercare



APPENDIX 2: COUNTIES SELECTED FOR AFTERCARE INTERVIEWS

County	Regional Office	Years Doing Aftercare	Volunteer County
1. Kenosha	(SE)	1981-82	--
2. Racine	(SE)	1981-82	Yes
3. Rock	(S)	1981-82	--
4. Iowa	(S)	1982 only	--
5. Crawford	(W)	1982 only	--
6. La Crosse	(W)	1982 only	Yes
7. Juneau	(S)	1982 only	Yes
8. Buffalo	(W)	1981-82	--
9. Chippewa	(W)	1982 only	--
10. Burnett	(W)	1982 only	--
11. Bayfield	(N)	1982 only	Yes
12. Price	(W)	1982 only	--
13. Marathon	(N)	1982 only	--
14. Winnebago	(E)	1981-82	Yes
15. Brown	(E)	1981-82	--
16. Outagamie	(E)	1981-82	--
17. Menominee	(E)	1981-82	--
18. Marinette	(E)	1981-82	--
19. Waushara	(E)	1981-82	--
20. Jefferson	(S)	1981-82	--
21. Rusk	(W)	1982 only	--
22. Iron	(N)	1982 only	--

APPENDIX 3

DEPARTMENT OF HEALTH AND SOCIAL SERVICES
DIVISION OF POLICY AND BUDGET

DATE: September 2, 1982

TO: Director
County Department of Social Services

FROM: Gerald Berge, Administrator
Division of Community Services

RE: Evaluation of Juvenile Aftercare Services

Recently, major changes have taken place in the provision of juvenile aftercare services in Wisconsin. Currently, about 35 counties are providing juvenile aftercare services. In addition, efforts are being made to implement standards for aftercare supervision statewide (Task Assignment 2.15 final report, "Probation Supervision and Aftercare Services for Delinquent Youth").

The Department of Health and Social Services (DHSS) has initiated a process evaluation in order to assess state and county worker experience with the new standards. An analyst from the DHSS Bureau of Evaluation, Richard Moss, will be contacting your Youth Aids liaison to set up a telephone interview in September as part of the new study. In a few cases, Rick will wish to interview your staff member in person. I would appreciate your cooperation in this effort.

The purpose of this interview is to determine such things as awareness of aftercare services standards, the training staff has had or needs in relation to these standards, and experiences in trying to implement the standards. This information is needed to assist in our efforts to implement the programs effectively; it is not intended to audit or critique an individual department of social services. The interview should be viewed as an opportunity to provide feedback to the state staff responsible for implementing the aftercare supervision standards and to DHSS managers responsible for developing policies relative to aftercare.

If you have any questions, please feel free to contact Mark Mitchell, Substitute Care Specialist, Division of Community Services, at (608) 267-7287.

so/114

cc: Severa Austin
Mark Mitchell
Supervision and Aftercare Services Implementation Team - Evaluation Subcommittee
County Youth Aids Liaison
DCS Area Administrators
DCS Regional Directors
Regional Youth Aids Liaisons

APPENDIX 4

DEPARTMENT OF HEALTH AND SOCIAL SERVICES
DIVISION OF POLICY AND BUDGET

DATE: September 2, 1982

TO:

FROM: Ed Buehler, Director *EB*
Bureau of Community Services

John Ross, Director *JR*
Bureau of Juvenile Services

RE: Evaluation of Juvenile Aftercare Services

Recently, major changes have taken place in the provision of juvenile aftercare services in Wisconsin. Currently, about 35 counties are providing juvenile aftercare services. In addition, efforts are being made to implement standards for aftercare supervision statewide (Task Assignment 2.15 final report, "Probation Supervision and Aftercare Services for Delinquent Youth").

The Department of Health and Social Services (DHSS) has initiated a process evaluation in order to assess state and county worker experience with the new standards. An analyst from the DHSS Bureau of Evaluation, Richard Moss, will be contacting _____ to set up a telephone interview in September as part of the new study. In a few cases, however, Rick will wish to interview your staff member in person. We would appreciate your cooperation in this effort.

The purpose of this interview is to determine such things as awareness of aftercare services standards, the training staff has had or needs in relation to these standards, and experiences in trying to implement the standards. This information is needed to assist in our efforts to implement the programs effectively; it is not intended to audit or critique an individual department of social services. The interview should be viewed as an opportunity to provide feedback to the state staff responsible for implementing the aftercare supervision standards and to DHSS managers responsible for developing policies relative to aftercare.

If you have any questions, please feel free to contact Barb LaFollette, Youth Aids Specialist, Division of Corrections, at (608) 267-9577.

so/114

cc: Barb LaFollette
Supervision and Aftercare Services Implementation Team - Evaluation Subcommittee
Probation and Parole Agent
Assistant Regional Chiefs

APPENDIX 5

DEPARTMENT OF HEALTH AND SOCIAL SERVICES
DIVISION OF POLICY AND BUDGET

9-15-82
Version

County Worker and State DOC Agent Questionnaire

Date of Contact _____
Phone _____ Personal Interview _____
Name _____ Agent _____
County or Region if DOC _____ County Worker _____
Telephone Number _____ Job Title _____

General Questions

1. Do you supervise juveniles on aftercare supervision? Y N
a. (IF NO), what is your involvement with aftercare?
2. How long have you been employed in this position? _____
3. Do you have both adults and juveniles on your active caseload? Y N
4. About how many of each do you have on your caseload as of today?
Institutionalized Juveniles _____ Institutionalized Adults _____
Non Institutionalized Juveniles _____ Non-institutionalized Adults _____
a. How many of these non-institutional juveniles are on aftercare?
- | Youth | Adult |
|-------|-------|
| | |
| | |
- Institutionalized
- Non Institutionalized
5. Are there other workers (agents) in your agency (county or region) who also supervise juveniles? Y N
How many other workers (agents)? _____

Awareness of Standards and Training Needs, Availability of Technical Assistance

1. Are you aware of the publication "Probation Supervision and Aftercare Services for Delinquent Youth" (the 2.15 Report) and its standards? Y N
2. Have you received training in how to use these standards? Y N

-3-

3. Do you always/sometimes/never attend the Joint Plan and Review Conference (JPRC)? If not, why not?

_____ Always
_____ Sometimes
_____ Never

- a. Is there any other way you have input (e.g., conference call)?

4. (If you participate), please describe your role in a JPRC.

5. Do you find your participation in the JPRC is helpful in your work with the youth? Y N

- a. (If yes), in what ways?

6. What improvements would make the JPRC more useful to you?

7. Assume a youth will be released from a correctional institution to aftercare under your supervision. How do you plan for this release? What's included in the plan?

Probes -

How do you involve the youth?

How do you involve the family?

8. Briefly, how would you describe an "individualized service plan?"

APPENDIX 5

DEPARTMENT OF HEALTH AND SOCIAL SERVICES
DIVISION OF POLICY AND BUDGET

9-15-82
Version

County Worker and State DOC Agent Questionnaire

Date of Contact _____
Phone _____ Personal Interview _____
Name _____ Agent _____
County or Region if DOC _____ County Worker _____
Telephone Number _____ Job Title _____

General Questions

1. Do you supervise juveniles on aftercare supervision? Y N
a. (IF NO), what is your involvement with aftercare?
2. How long have you been employed in this position? _____
3. Do you have both adults and juveniles on your active caseload? Y N
4. About how many of each do you have on your caseload as of today?
Institutionalized Juveniles _____ Institutionalized Adults _____
Non Institutionalized Juveniles _____ Non-institutionalized Adults _____
a. How many of these non-institutional juveniles are on aftercare?
- | Youth | Adult |
|-------|-------|
| | |
| | |
- Institutionalized
- Non Institutionalized
5. Are there other workers (agents) in your agency (county or region) who also supervise juveniles? Y N
How many other workers (agents)? _____

Awareness of Standards and Training Needs, Availability of Technical Assistance

1. Are you aware of the publication "Probation Supervision and Aftercare Services for Delinquent Youth" (the 2.15 Report) and its standards? Y N
2. Have you received training in how to use these standards? Y N

-4-

9. In your opinion, are workers in your agency able to prepare such an individualized plan? Y N
10. If no, what barriers prevent such planning?

(IF YES), what facilitates preparation?

11. How are plans reviewed in your agency?

How often? _____

12. Do you write progress reports? Y N (IF YES), how often? _____
13. Do you use a specific format? Y N Please describe the format.

14. Who receives copies of the progress reports? _____ (site visit, look for: JPRC participants, youth, family)

15. Has your agency established a written policy that when a youth has achieved the goals of placement/supervision, he/she will be released to a less restrictive setting or terminated from services? Y N
(Site Visit, look for: written policy youth and parent receiving written notification of release from supervision and/or placement - copy should be in case record).

16. What documents do you keep in the case file on each youth?

Site visit look for:

1. Court report.
2. Court order for _____.
3. Treatment/service plan.
4. Statement of the conditions of supervision or supervision contract signed by the youth.
5. All subsequent reviews, including progress reviews.
6. Notification of release from supervision.
7. Violation report.
8. Arrest report.
9. M Team report.
10. IEP.
11. Uniform fee report.
12. Court ordered psychological test.
13. JPRC report.

17. If a youth on aftercare is in school, what kinds of contacts do you have with the school?

If educational goals are included in a youth's aftercare plan, are school personnel involved in the implementation of the plan? Y N

(IF YES), how? _____ Coordination

18. What services do you provide while a youth is in the institution?

To the youth?

To the family?

19. (County worker only) Have you established a case management/service coordination system? Y N Please describe it for me.

20. (County worker only) Does your agency assign a case manager to each youth?
Y N

21. (County worker only) (IF YES), please describe the role and responsibilities of the case manager in your agency.

22. What are the barriers to service coordination in your agency?

In your community?

23. Do you have a document which describes all social service programs and services for youth and their families available within your county or region? Y N May I have a copy? Y N To whom is this distributed? _____

24. Do you use the Purchase of Services agreement included in the Standards? Y N (IF NO), can you please send me a copy of the one you do use? Y N

Implementation of Standards

1. a. Are there any 2.15 standards that should be established as administrative rules? Y N
b. (IF YES), please list some standards you think may be most appropriate for administrative rules.
2. Are there other means, preferable to administrative rules, to get counties to use the standards?
(IF YES), please describe those means.
3. What should the State's role be in helping counties to use the standards and ensuring county accountability for aftercare?

Policy Questions

1. Assume for a moment that either the state or the county (not both) must provide aftercare. Do you think the state or county should provide (all) aftercare? State County
What are the advantages/disadvantages of your choice?
2. What alternate service delivery systems (other than the current county DSS or the DOC agent system) might be considered?

In what situations? e.g. only when population is so limited as to preclude efficient operation on a one county level or also when more counties think they can specialize more by grouping together?

- 3.a. If the county is providing supervision for aftercare, under what conditions do you think it is appropriate to waive such supervision to the state?

b. Should the Department develop criteria relating to the circumstances under which supervision may be waived to the State? Y N What criteria do you suggest?
4. One of the standards indicates that placement of a youth in any substitute care facility should be based primarily on the needs of the youth and best use of limited resources. Can you think of specific guidelines which can be used to resolve the issue of youth needs versus cost?
5. Are there other policy issues which need to be addressed but have been neglected?

RM:jt/204

9/16/82

DPB-0111

APPENDIX 6

THE MANAGEMENT REFERENCE GROUP

Severa Austin
Director, Bureau of Human Resources, DCS

John Ross
Director, Bureau of Juvenile Services, DOC

Ed Buehler
Director, Bureau of Community Corrections, DOC

David Mills
Director, Office of Children, Youth, and Families, DCS

Don Schmitt
Director, Juvenile Offender Review Program

END