



**STATE OF WISCONSIN  
JOINT LEGISLATIVE COUNCIL**

**REPORT NO. 12 TO THE 1999 LEGISLATURE**

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**LEGISLATION ON PROGRAMS FOR PREVENTION SERVICES**

1999 ASSEMBLY BILL 493, Relating to Creating a Prevention Coordination Council and a Prevention Planning Grant Program and Making an Appropriation

Legislative Council Staff

October 29, 1999

One East Main Street, Suite 401

Madison, Wisconsin

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JOINT LEGISLATIVE COUNCIL  
REPORT NO. 12 TO THE 1999 LEGISLATURE\*

LEGISLATION ON PROGRAMS FOR PREVENTION SERVICES

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**PART I**

**KEY PROVISIONS OF LEGISLATION; COMMITTEE  
AND JOINT LEGISLATIVE COUNCIL VOTES**

**A. 1999 ASSEMBLY BILL 493, RELATING TO CREATING A PREVENTION  
COORDINATION COUNCIL AND A PREVENTION PLANNING GRANT PROGRAM  
AND MAKING AN APPROPRIATION**

The key provisions of 1999 Assembly Bill 493, introduced by the Joint Legislative Council, do the following:

- **Prevention Coordination Council**

Create a Prevention Coordination Council in the Department of Health and Family Services (DHFS). The 17-member council consists of five specified state agency heads or their designees, four legislators, one employe of the University of Wisconsin (UW) System or UW-Extension with expertise in the area of prevention services for children, youth and families, one employe of the Office of Justice Assistance, one member appointed by the Child Abuse and Neglect Prevention Board, one member appointed by the Adolescent Pregnancy Prevention and Pregnancy Services Board, and four other members representing diverse geographical areas of the state, at least one of whom is a provider of medical services, and one of whom is a member of a taxpayers' association, appointed by the Governor.

The bill provides for staggered initial terms of certain appointed members to provide continuity in the council's membership.

- **Duties of the Council**

Require the Prevention Coordination Council to do the following:

1. Promote the coordination and evaluation of prevention services that achieve specified goals such as children who are healthy and youth who are engaged in positive behaviors.
2. Develop statewide goals for prevention services and identify measures of progress of prevention services toward meeting those goals.
3. Identify duplication of prevention services and develop recommendations and strategies to eliminate duplication.
4. Make recommendations for a uniform statewide system of data collection for prevention services.
5. Establish benchmarks which set forth the expected level of progress of prevention services toward meeting statewide goals.

- **Prevention Planning Grant Program**

Create a prevention planning grant program and require the Department of Health and Family Services (DHFS), with the assistance of the Department of Public Instruction (DPI), to administer two-year prevention planning grants beginning on January 1, 2001. Appropriate \$800,000 general purpose revenue (GPR) in fiscal year 2000-01 for these grants.

The grants awarded must be used for the following purposes:

1. To establish and maintain a local prevention consortium.
2. To pay expenses incurred in the development and implementation of a local prevention plan.
3. To pay expenses incurred in developing a uniform system for data collection by local governmental entities and prevention service providers.
4. To pay expenses incurred in developing a system for evaluating prevention services.

**B. COMMITTEE AND JOINT LEGISLATIVE COUNCIL VOTES**

By a May 12, 1999 mail ballot, the Special Committee on Programs for Prevention Services voted that LRB-3076/1 (formerly WLCS: 0044/3) be recommended to the Joint Legislative Council for introduction in the 1999-2000 Legislature by a vote of Ayes, 16 (Reps. Gunderson, Spillner and Kreuser; Sen. Moore; and Public Members Adams, Courtney, Knaack, Lobes, Marziello, McManus, Panek, Pietrykowski, Priestley, Reding, Suchla and Young); and Noes, 2 (Reps. Grothman and Huebsch).

At its September 23, 1999 meeting, the Joint Legislative Council voted to introduce LRB-3076/1 in the 1999-2000 Legislature by a vote of Ayes, 17 (Reps. Kelso, Bock, Foti, Freese, Huber, Jensen, Schneider, Seratti and Stone; and Sens. Risser, Burke, Chvala, Erpenbach, Grobschmidt, Robson, Rosenzweig and Zien); Noes, 3 (Reps. Gard and Krug; and Sen. Cowles); and Absent, 2 (Sens. Ellis and George). The proposal was subsequently introduced as 1999 Assembly Bill 493.

**PART II**

**COMMITTEE ACTIVITY**

**A. ASSIGNMENT**

The Joint Legislative Council established the Special Committee on Programs for Prevention Services and appointed its chairperson by a June 24, 1998 mail ballot. The Special Committee was directed to examine state government programs which fund or provide services to prevent or combat social problems such as alcohol and other drug abuse, poor health, domestic abuse, child abuse and neglect, adolescent pregnancy, juvenile delinquency, crime, school dropouts and poor academic performance.

The Special Committee was directed to recommend legislation which, to the extent possible, consolidates related programs, reduces overlap and duplication, enhances program coordination and effectiveness and provides for evaluation of the ongoing effectiveness of such programs.

The membership of the Committee, appointed by an August 21, 1998 mail ballot, consisted of one Senator, five Representatives and 12 public members. (One Representative became a public member upon completing her legislative term.) A membership list of the Joint Legislative Council is included as **Appendix 1**. A list of the Committee membership is included as **Appendix 2**.

**B. SUMMARY OF MEETINGS**

The Special Committee held seven meetings on the following dates (except as otherwise indicated, all the meetings were held at the State Capitol, Madison):

September 22, 1998	January 19, 1999
October 28, 1998	February 22, 1999
November 16, 1998 (Comfort Suites Hotel)	April 12, 1999
December 17, 1998	

At the September 22, 1998 meeting, the Committee heard testimony from invited speakers. Janice Mueller, State Auditor, and Paul Stuibler, Program Evaluation Director, Legislative Audit Bureau (LAB), described Audit Report 96-11, *Prevention Programs for Children, Youth and Families*. They discussed the types of prevention programs and sources of funding described in the report, as well as concerns regarding prevention programs and strategies to address those concerns identified in the report. Kevin Lewis, Legislative Liaison, John Chapin, Administrator, Division of Public Health, Sinikka McCabe, Administrator, Division of Supportive Living, Susan Dreyfus, Administrator, Division of Children and Family Services, and Louis Oppor, Prevention Coordinator, Division of Children and Family Services, DHFS, discussed DHFS' response to the 1996 LAB report and DHFS' 1999-2001 biennial budget proposal to

consolidate several prevention programs into a single funding source for a program entitled the Brighter Futures Initiative.

At the October 28, 1998 meeting, the Committee heard testimony from invited speakers. Juanita Pawlisch, Assistant State Superintendent, Mike Thompson, Director, Student Services, Prevention and Wellness Team, and Doug White, Team Leader, Student Services, Prevention and Wellness Team, DPI, discussed DPI's response to the 1996 LAB report, the administration of programs in DPI to prevent youth risk behaviors, the evaluation and monitoring of DPI prevention programs and DPI's role in collaborations with the Interagency School Health Coordinating Committee, the State Council on Alcohol and Other Drug Abuse (AODA) and the Wisconsin School Health Coalition. Carrol Hunder, Alcohol and Other Drug Facilitator, Cooperative Educational Service Agency (CESA) #4, Onalaska, described the role of CESAs in county level partnerships in the Wisconsin Alcohol, Tobacco and Other Drug Education Network. Julie Wilhelms Van Dijk, Director, Division of Preventive Health Services, Marathon County Health Department, Wausau, described two collaborative efforts in Marathon County: the Start Right Program which is a comprehensive parenting, training and support program, and a collaborative effort to increase immunization rates in Marathon County. Ms. Wilhelms Van Dijk also discussed what she believes to be the requirements for strong, local collaboratives.

Thomas Mackesey, Director, and Thelma Kuntz, Prevention Specialist, Walworth County Department of Health and Human Services, Elkhorn, and Dorothy Kaufmann, District Administrator, Sharon School District, described Walworth County's Healthy Families Home Visiting Program, the factors that are important to effective local collaboration and Walworth County's decision to distribute federal family preservation funding to two local communities to develop model communities through collaborative efforts. Cari Johnson, Community Services Specialist, Community Action Program, La Crosse, described the assets survey conducted in La Crosse by the Search Institute and the activities of a local advocacy committee and a local youth commission.

At the November 16, 1998 meeting, the Committee heard testimony from invited speakers. Lisbeth Schorr, Lecturer in Social Medicine, Harvard University, Cambridge, Massachusetts, discussed her research and writing on successful prevention programs around the country, including a book, *Within Our Reach*, that describes a number of successful programs, and *Common Purpose*, that discusses needed changes in the system of providing prevention services and the difficulties of replicating successful programs.

Clara C. Pratt, Professor of Family Policy, Oregon State University, Corvallis, Oregon, discussed the work of the Oregon Commission on Children and Families which has developed statewide benchmarks and goals in the health and human services area that all state and local initiatives must address. She also discussed the technical assistance several Oregon universities have provided to local communities for the development of program-specific outcome measures. Ron Cates, Deputy Director, Missouri Department of Health, Jefferson City, Missouri, described the Missouri Family Investment Trust, which is a public-private partnership that guides Missouri's human services system reform. He explained that key features of this reform effort are Community Partnerships, which are collaborative local governance entities, and Caring Communities, which are school-linked integrated services.

At the December 17, 1998 meeting, the Committee heard testimony from invited speakers. D. Paul Moberg, Senior Scientist, Department of Preventive Medicine and Director, Center for Health Policy and Program Evaluation, UW Medical School, gave an overview of program evaluation and discussed three types of evaluation.

Karen Bogenschneider, Associate Professor of Child and Family Studies, and David A. Riley, Professor of Child and Family Studies, UW-Madison and UW-Extension, discussed examples of well-evaluated prevention programs; prevention programs and practices that do not work; principles of good evaluation; and policy options to improve evaluation.

Next, the Committee heard from John Kiesow, Executive Assistant to the Secretary, and Fredi Bove, Budget Director, DHFS, regarding a provision for 1% prevention funding in 1997 Wisconsin Act 283.

The Committee discussed Memo No. 4, *Proposals for Programs for Prevention Services* (December 9, 1998), which summarized proposals made to date by Committee members. Representative Kreuser discussed his proposal to create a pilot program to facilitate and coordinate collaboration within counties by a network of agencies involved in providing or administering prevention services. Committee members agreed to propose that performance standards, benchmarks or measures be established to indicate progress of the state and local communities towards established goals, objectives and outcomes.

At the January 19, 1999 meeting, the Committee heard testimony from invited speakers. Arthur J. Reynolds, Associate Professor of Social Work, UW-Madison, discussed several guiding principles for studying prevention programs; how government can use the existing knowledge base about what works; and his research on the effectiveness of early childhood intervention. Next, the Committee heard from Susan Dreyfus, Administrator, and Louis Oppor, Prevention Coordinator, Division of Children and Families, DHFS, about the department's 1999-01 biennial budget proposal, the Brighter Futures Initiative, that would consolidate into a single funding source current categorical funding for 11 separate programs for youth in the areas of drug and alcohol abuse prevention and adolescent services to develop self-sufficiency and prevent adolescent pregnancy.

The Committee again discussed the proposal from Representative Kreuser and others to create a pilot program to facilitate and coordinate collaboration within counties by a network of agencies involved in providing or administering prevention services. Representative Kreuser distributed the written proposal, *Wisconsin Prevention Initiative Program Model Example: Prevention Services Network*, which he developed with Committee Member Bill Adams and Dennis Schultz and Jim Kennedy from the Kenosha County Department of Human Services. Mr. Kennedy and Mr. Schultz described the proposal, noting that it attempted to capture a number of suggestions made by Committee members contained in Memo No. 5, *Proposals for Programs for Prevention Services* (January 12, 1999).

Following Committee discussion of the proposal, staff was directed to prepare a preliminary bill draft of the prevention initiative.

At the February 22, 1999 meeting, the Committee heard a presentation about the Wisconsin Clearinghouse for Prevention Resources, UW-Madison Health Services, by Kathryn L. Wolf, Associate Director.

The Committee received an update from staff on provisions of the Executive Budget Bill that would consolidate prevention funding, both in DHFS and in DPI.

The Committee then discussed Memo No. 7 and an attached bill draft, WLCS: 0044/1, relating to creating a council on prevention and prevention planning grants and making an appropriation, which was the first version of draft legislation to create a state level prevention council and a pilot grant program for counties to develop a local prevention plan and convene a local prevention consortium. The Committee made suggestions for changes in and additions to the draft and directed staff to prepare WLCS: 0044/2 for consideration at the next meeting.

The Committee then received comments from Susan Dreyfus, DHFS, and Doug White, DPI, regarding the proposed legislation.

The Committee discussed sending a letter to the Joint Committee on Finance supporting the Brighter Futures Initiative.

At the April 12, 1999 meeting, the Committee heard from John Chapin, Administrator, Division of Public Health, DHFS, regarding the division's proposed contract consolidation plan to change the administrative processes used by the division to distribute a variety of state and federal public health funds. The Committee then heard from Louis Oppor, DHFS, regarding the issue of technical assistance under the Brighter Futures Initiative.

The Committee reviewed WLCS: 0044/2, relating to creating a council on prevention and prevention planning grants and making an appropriation. The Committee suggested changes in and additions to the draft which would be incorporated into WLCS: 0044/3 and submitted to Committee members for a final vote by mail ballot.

In addition to requesting a redraft of WLCS: 0044/2, the Committee directed the Chairperson to send a letter to the Joint Committee on Finance indicating the Committee's support for the Brighter Futures Initiative. A copy of this letter is included in **Appendix 3** to this report.

### **C. STAFF MATERIALS AND OTHER MATERIALS**

**Appendix 4** lists all of the materials received by the Special Committee on Programs for Prevention Services. In addition to the listed materials, Legislative Council Staff prepared bill drafts and drafts of letters for the Special Committee and a summary of each of the Special Committee meetings.

**PART III**

**BACKGROUND; DESCRIPTION OF BILL**

This Part provides background information on, and a description of, 1999 Assembly Bill 493, introduced by the Joint Legislative Council.

**1999 ASSEMBLY BILL 493, RELATING TO CREATING A PREVENTION COORDINATION COUNCIL AND A PREVENTION PLANNING GRANT PROGRAM AND MAKING AN APPROPRIATION**

**A. BACKGROUND**

In September 1996, the LAB completed Audit Report 96-11, entitled *Prevention Programs for Children, Youth and Families*. In its report, the LAB concluded that there is overlap and duplication in prevention services provided to children, youth and families in Wisconsin. The report stated that better coordination of prevention programs at both the state and local level is needed if prevention services are to be provided efficiently and effectively. The report identified four primary areas the Legislature and state agencies administering prevention programs need to consider in determining how the state can best attempt to enhance existing prevention efforts. These areas are: duplication of services; program coordination; funding; and evaluating program effectiveness. The report also identified three broad strategies for facilitating the coordination and administration of prevention programs. These are: consolidating coordination and oversight functions; consolidating administrative responsibilities; and initiating changes to enhance local prevention efforts.

The Special Committee received testimony from DHFS and DPI staff regarding how they are responding to the recommendations in the Audit Report. Specifically, the Special Committee reviewed each agency's proposal to consolidate its prevention programming and funding. Both agencies have such consolidation proposals in the 1999-01 Executive Budget Bill. The Special Committee determined that DHFS and DPI, which administer the vast majority of prevention programs, have developed adequate plans for consolidating prevention funding and programming in their respective agencies.

The Special Committee concluded, however, that there is not adequate communication among state agencies that administer prevention programs or have duties relating to various societal problems. Therefore, a proposal was made to establish a state level council to identify common goals among the various agencies related to prevention and to establish the state's agenda for the provision of prevention services at the local level. In addition, the Committee concluded that prevention service providers at the local level need to be given the incentive and the tools to coordinate prevention services locally and to consolidate local funding received from various sources for prevention services. A proposal was made to provide counties, other political subdivisions or nonprofit agencies with grants, on a pilot basis, to ensure that all providers of prevention services at the local level are working together to develop a plan for the provision of

comprehensive prevention services and to coordinate and consolidate funding so there is less overlap and duplication of prevention services.

**B. DESCRIPTION OF BILL**

1999 Assembly Bill 493 creates a Prevention Coordination Council and a prevention planning grant program in the DHFS.

The Prevention Coordination Council consists of the following 17 members:

1. The Secretary of Health and Family Services, or his or her designee.
2. The State Superintendent of Public Instruction, or his or her designee.
3. The Secretary of Workforce Development, or his or her designee.
4. The Secretary of Corrections, or his or her designee.
5. The Attorney General, or his or her designee.
6. One majority party Representative of the Assembly appointed as are the members of Assembly standing committees.
7. One minority party Representative of the Assembly appointed as are the members of the Assembly standing committees.
8. One majority party Senator appointed as are the members of Senate standing committees.
9. One minority party Senator appointed as are the members of Senate standing committees.
10. One employe of the UW System or UW-Extension with expertise in the area of prevention services for children, youth and families appointed by the President of the UW System.
11. One employe of the Office of Justice Assistance appointed by the Secretary of Administration.
12. One member appointed by the Child Abuse and Neglect Prevention Board.
13. One member appointed by the Adolescent Pregnancy Prevention and Pregnancy Services Board.

14. Four other members representing diverse geographical areas of the state, at least one of whom is a provider of medical services, and one of whom is a member of a taxpayers' association, appointed by the Governor.

The bill provides for staggered initial terms of certain appointed members to provide continuity in the council's membership.

In the bill, "prevention services" are defined as services or programs whose primary purpose is to provide children, youth and families with the knowledge, skills and other resources necessary to address stressful conditions and avoid harmful behaviors in order to prevent the onset or worsening of social, behavioral or health problems.

The duties of the Prevention Coordination Council are as follows:

1. To promote the coordination and evaluation of prevention services that achieve the following specified goals:
  - a. Children who are healthy.
  - b. Children who are ready for and who succeed in school.
  - c. Youth who engage in positive behaviors and avoid risky behaviors.
  - d. Families that are economically self-sufficient and in which children are safe.
  - e. Communities that promote healthy and safe children and families.
2. To develop statewide goals for prevention services and identify measures of progress of prevention services toward meeting those goals.
3. To identify duplication in the provision of prevention services; develop recommendations, state budget proposals and proposed legislation to consolidate funding for prevention services and to coordinate the provision of prevention services; and develop strategies to eliminate duplication in the provision of prevention services.
4. To determine whether any federal funding restrictions or other restrictions under federal law or regulation impede the effectiveness or coordination of any prevention services and, if so, develop requests for waivers of those restrictions.
5. To identify sources of data and methods for collection of data relating to prevention services and make recommendations to DHFS and DPI for a uniform statewide system of data collection.
6. To review the evaluation of the planning grant program created in the bill and advise the DHFS and DPI on the eventual statewide implementation of the program.

7. To submit to the Governor, the Secretary of Health and Family Services, the Superintendent of Public Instruction and the Chief Clerk of each house of the Legislature, for distribution to the appropriate standing committees, the initial statewide goals and measures of progress toward meeting those goals developed and identified by the council and the initial recommendations, state budget proposals and proposed legislation relating to consolidation and coordination of prevention services no later than July 1, 2000. Also, upon establishing benchmarks, adopting any change to the statewide goals or benchmarks or developing additional recommendations, state budget proposals or proposed legislation, the council must prepare a report summarizing the benchmarks, changes, recommendations, state budget proposals or proposed legislation for submission to the Governor, the Secretary of Health and Family Services, the Superintendent of Public Instruction and the Chief Clerk of each house, for distribution to the appropriate standing committees.

8. To establish benchmarks that set forth the expected level of progress of prevention services toward meeting statewide goals, when sufficient data are available on the appropriateness of the measures identified by the council for measuring the progress of prevention services toward meeting those goals.

The bill also creates several duties which DHFS must perform, with the assistance of DPI. These duties are as follows:

1. To notify counties by April 1, 2000 of the opportunity to apply for a prevention planning grant.

2. To develop and distribute by July 1, 2000 a request for proposals from counties, other political subdivisions and nonprofit agencies to apply for a prevention planning grant. The request for proposals must require the applicant to specify the county or multi-county area, or another area approved by DHFS and DPI, to which a prevention plan will apply. Grant applications must be submitted to DHFS by November 1, 2000. In the 1999-01 state fiscal biennium, no more than four applicants from rural areas and four applicants from urban areas may be selected to receive prevention planning grants.

3. To annually evaluate and report to the Prevention Coordination Council on the progress of recipients of prevention planning grants in developing and implementing a prevention plan, developing a uniform system for data collection and establishing a system for evaluating prevention services in the area specified in the grant application.

4. To serve as or identify another entity to serve as a state clearinghouse to make available information about prevention programs and approaches that have been proven to be effective and information about methods for evaluating prevention programs.

5. To determine whether the waiver of any federal funding restriction or other restriction under federal law or regulation is necessary for the implementation of the prevention planning grant and, if so, to seek necessary waivers of federal funding and other restrictions under federal laws and regulations.

The bill requires the Secretary of Health and Family Services and the State Superintendent of Public Instruction each to designate a staff person to carry out the duties set forth above.

Assembly Bill 493 also specifies that DHFS, beginning on January 1, 2001, must provide two-year prevention planning grants, with the assistance of DPI. The bill creates an annual GPR appropriation of \$800,000 to fund the prevention planning grants, commencing in fiscal year 2000-01.

The bill states that the purpose of the prevention planning grants is to develop and implement a plan for the coordination of local prevention services and funding for the area specified by the applicant, develop a uniform system of data collection among providers of prevention services and establish a system for evaluating prevention services in the area specified. The prevention planning grants must be used for all of the following purposes:

1. To establish and maintain a local prevention consortium, including the cost of a staff person designated to facilitate the activities of the consortium.
2. To pay expenses incurred in the development and implementation of a prevention plan to provide comprehensive prevention services using the available prevention resources in the area specified.
3. To pay expenses incurred in developing a uniform system of data collection by the county or counties, other appropriate political subdivisions and prevention service providers in the area specified.
4. To pay expenses incurred in developing a system for evaluating prevention services in the area specified, to be utilized in improving the delivery of those services.

The bill specifies the following criteria that an applicant must meet to receive a prevention planning grant, in addition to any other criteria developed by DHFS and DPI:

1. The applicant must demonstrate in the grant application that it has established or has plans to establish a local prevention consortium consisting of members who reside in or provide services in the area specified by the applicant.
2. To the extent possible, the consortium must consolidate existing prevention councils or committees in the area specified by the applicant. Also, to the extent possible, the consortium must consist of the following members:
  - a. A representative of one or more county departments of human or social services.
  - b. A representative of a county department of community programs.
  - c. A representative of one or more public school districts.
  - d. A representative of one or more local health departments.

- e. A member of one or more county boards of supervisors.
- f. A representative of a health care provider.
- g. A representative of a law enforcement agency.
- h. A representative of the United Way.

i. Any other members the applicant identifies as having a demonstrated interest in prevention services, including private citizens and representatives of city, town or village government, private prevention service agencies, local businesses, agencies that provide funding for prevention services and religious organizations.

3. The applicant must demonstrate in the grant application that it has designated or has plans to designate a staff person to facilitate the activities of the local prevention consortium.

4. The applicant must provide an explanation of its plan for the expenditure of grant funds received.

The bill provides that a recipient of a prevention planning grant must ensure that the local prevention consortium established in its area does all of the following:

- 1. Designates the leadership for the local consortium.
- 2. Convenes at least quarterly.

3. Develops goals specific to the area specified by the applicant that are consistent with the statewide goals developed by the Prevention Coordination Council and, to the extent possible, uses measures identified by the Council to measure the progress of prevention services toward meeting those goals.

4. Identifies prevention services available in the area specified and sources of funding available for prevention services.

5. Develops a plan for the coordination of those identified prevention services and sources of funding with the goal of providing comprehensive prevention services in the area specified.

PS:AS:tlu:rv;jal;wu;ksm

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s. 13.81, Stats.

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**STUDY ASSIGNMENT:** The Committee is directed to examine state government programs which fund or provide services to prevent or combat social problems such as alcohol and other drug abuse, poor health, domestic abuse, child abuse and neglect, adolescent pregnancy, juvenile delinquency, crime, school dropouts and poor academic performance. The Special Committee shall recommend legislation which, to the extent possible, consolidates related programs, reduces overlap and duplication, enhances program coordination and effectiveness and provides for evaluation of the ongoing effectiveness of such programs. The Special Committee shall report its recommendations to the Joint Legislative Council by May 1, 1999. [Based on an April 23, 1998 letter from Rep. Scott Gunderson.]

Established and Chairperson appointed by a June 24, 1998 mail ballot; members appointed by an August 21, 1998 mail ballot.

**18 MEMBERS:** 1 Senator; 5 Representatives; and 12 Public Members.

**LEGISLATIVE COUNCIL STAFF:** Anne Sappenfield, Staff Attorney; Pam Shannon, Senior Staff Attorney; and Tracey Uselman, Administrative Staff.

(1) Appointed by a November 13, 1998 mail ballot to replace Virginia Peterson, who resigned from the Committee on October 8, 1998.

(2) Originally appointed as an Assembly member; appointed to continue as a Public Member by a December 10, 1998 mail ballot.



State of Wisconsin  
JOINT LEGISLATIVE COUNCIL

Special Committee on  
Programs for Prevention Services  
Representative Scott Gunderson  
Chairperson



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April 23, 1999

Senator Brian Burke, Cochairperson  
Joint Finance Committee  
Room 316 South  
State Capitol  
Madison, WI 53701

Representative John Gard, Cochairperson  
Joint Finance Committee  
Room 315 North  
State Capitol  
Madison, WI 53701

Dear Cochairpersons Burke and Gard:

At the request of the Joint Legislative Council's Special Committee on Programs for Prevention Services, which I chair, I am writing to inform you of the Special Committee's support for a Department of Health and Family Services' (DHFS) proposal which has been included in the Governor's 1999-01 Biennial Budget Bill. The proposal is known as Brighter Futures and is described in detail on pp. 311-313 of the Legislative Fiscal Bureau document, *1999-01 Wisconsin State Budget--Summary of Governor's Budget Recommendations*, dated March 1999.

Briefly, the budget bill would consolidate several current categorical prevention grant programs, designed to prevent drug and alcohol abuse and pregnancy by adolescents and to provide parenting and self-sufficiency skills to adolescents, into a single Brighter Futures program. Beginning January 1, 2001, DHFS would award grants, funded by a variety of funding sources, to prevent and reduce the incidence of youth violence and other delinquent behavior, youth alcohol and other drug abuse, child abuse and neglect and nonmarital pregnancy and to increase the use of abstinence as a way of preventing nonmarital pregnancy and increase adolescent self-sufficiency.

The rationale for consolidating these programs is that the creation of numerous categorical programs has led to a fragmented approach to preventing risky youth behaviors, making it much more difficult to coordinate the programs at both the state and local levels. In testimony before the Special Committee, DHFS staff have indicated that they believe that

consolidating prevention funding will result in reducing program fragmentation and increasing program effectiveness.

The budget bill would require DHFS to provide a set of benchmark indicators to measure the outcomes expected of programs funded under Brighter Futures. Grant recipients would be required to provide an annual report showing the status of program participants in terms of the benchmark indicators.

Both DHFS and the Special Committee have been considering new approaches to funding prevention activities to address concerns raised in Legislative Audit Bureau Report 96-11, *Prevention Programs for Children, Youth and Families*. Specifically, the Audit Report found that there were a number of youth prevention programs providing the same types of services to the same target audience and that there is a lack of outcome information to determine the effectiveness of various prevention strategies. The Audit Report stressed the need to consider solutions that would foster coordination of local prevention efforts, reduce duplication of services and improve efforts to evaluate program effectiveness.

The Special Committee believes that the Brighter Futures program is an important step towards achieving those goals. The Committee is itself developing legislative recommendations in the areas of prevention program planning, coordination and evaluation, to address concerns raised in the Audit Report, and the Committee believes that the Brighter Futures program complements those recommendations. The Special Committee urges the Joint Finance Committee to give favorable consideration to the Brighter Futures program in the course of its budget deliberations.

I would appreciate if you would distribute this letter to the members of the Joint Finance Committee.

Thank you for your consideration of this matter. If you have any questions, please feel free to contact me, or the Legislative Council Staff assigned to the Special Committee: Pam Shannon, Senior Staff Attorney, at 266-2680, and Anne Sappenfield, Staff Attorney, at 267-9485.

Sincerely,

Representative Scott Gunderson  
Chairperson, Special Committee on  
Programs for Prevention Services

SG:wu

**COMMITTEE MATERIALS**

**Staff Materials**

1. Memo No. 1, *Provision for 1% Prevention Funding in 1997 Wisconsin Act 283* (November 9, 1998).
2. Memo No. 2, *National Institute of Justice Report* (December 3, 1998).
3. Memo No. 3, *Ohio Prevention Initiatives* (December 3, 1998).
4. Memo No. 4, *Proposals for Programs for Prevention Services* (December 9, 1998).
5. Memo No. 5, *Proposals for Programs for Prevention Services* (January 12, 1999).
6. Memo No. 6, *Illinois Family and Community Development Grant Program* (January 12, 1999).
7. Memo No. 7, *Bill Draft WLCS: 0044/1, Relating to Creating a Council on Prevention and Prevention Grant Program* (February 16, 1999).
8. Memo No. 8, *Consolidation of Prevention Funding in the Executive Budget Bill* (February 19, 1999).

**Other Materials**

1. Legislative Audit Bureau (LAB) Report 96-11, *Prevention Programs for Children, Youth and Families* (September 1996).
2. Department of Health and Family Services' (DHFS) response to LAB Report 96-11 (March 31, 1997).
3. Department of Public Instruction's (DPI) response to LAB Report 96-11 (April 1, 1997).
4. Packet of materials provided by DHFS (September 22, 1998):
  - a. Presentation to Legislative Council Special Committee on Programs for Prevention Services.
  - b. Report, *Division of Health Summary of Select Primary Prevention Resources*.
  - c. Report, *Departmental Evaluation Plan, July 1, 1998 - June 30, 2000*, Office of Strategic Finance, DHFS (July 1998).

- d. DHFS Summary Status Report, *Legislative Audit Bureau's Prevention Program Audit*.
  - e. Draft, *Inter-Agency Prevention Coordination Concept Paper*.
  - f. Excerpt, *Strategic Business Plan, 1996-2001*, DHFS (July 20, 1998).
  - g. Handout on prevention activities in other states (undated).
  - h. Report, *Brighter Futures--The Wisconsin Plan to Prevent Adolescent Pregnancy* (January 1998).
  - i. Summary, *The Brighter Futures Initiative* (undated).
5. Handout from the LAB on LAB Report 96-11 (September 22, 1998).
6. *Wisconsin Outcomes, Measuring the Performance of Department of Health and Family Services Programs*, Office of Strategic Finance, DHFS (August 1997).
7. *School-Based Prevention Programs Administered by the Wisconsin Department of Public Instruction in 1998-99*, DPI (October 19, 1998).
8. Packet of materials provided by DPI:
- a. Written presentation.
  - b. Handouts on: (1) Healthy, Productive, Responsible, Caring and Contributing Members of Society; (2) DPI Collaboration; (3) DPI Monitoring and Evaluation; and (4) Current Funding for School Based Prevention (October 27, 1998).
  - c. A background paper on DPI Safe Schools Initiative (undated).
  - d. "Wisconsin Youth Risk Behavior Survey," *Executive Summary* (1997).
  - e. "Wisconsin Youth Risk Behavior Survey," *Alcohol and Other Drugs* (1997).
  - f. "Wisconsin Youth Risk Behavior Survey," *Weapons and Violence* (1997).
  - g. *Wisconsin Framework for Comprehensive School Health Programs: Case Studies in Progress*, by Bonnie Trudell, Ph.D., University of Wisconsin (UW)-Whitewater (October 1998).
  - h. Handout on DPI Citizenship Initiative (September 28, 1998).
  - i. Wisconsin Comprehensive School Health Program Resource List (October 27, 1998).

- j. Brochure, *Comprehensive School Health Programs*, DPI (undated).
9. *Collaboration and Evaluation in Marathon County*, presented by Julie A. Willems Van Dijk, Director of Preventive Health Services, Marathon County Health Department (October 28, 1998).
10. Testimony, and attached materials, by Carrol Hunder, Director, Western Wisconsin Alcohol, Tobacco and Other Drug (ATOD) Education Network Cooperative Educational Service Agency #4 (October 28, 1998).
11. Materials about *Common Purpose--Strengthening Families and Neighborhoods to Rebuild America*, by Lisbeth B. Schorr (undated).
12. *Missouri's Vision for Children and Families*, submitted by Ron Cates, Deputy Director, Missouri Department of Health (undated).
13. *An Example of Accountability for Results*, Oregon State University Family Policy Program, submitted by Clara C. Pratt, Professor, B.E. Knudson Endowed Chair in Family Policy, Oregon State University (1998).
14. *Building Results: From Goals to Measurable Outcomes for Oregon's Children and Families*, by Clara C. Pratt, Oregon State University Family Policy Program (November 1998).
15. Publication, *Imprimis*, distributed by Representative Glenn Grothman (September 1998).
16. Memorandum, *DHFS 1999-2001 Budget Request*, from Rachel Carabell, Fiscal Analyst, Legislative Fiscal Bureau (November 19, 1998), submitted by Representative Rebecca Young.
17. Publication, *This is Life in Wausau and Marathon County: Local Indicators for Excellence*, submitted by Julie Willems Van Dijk, Marathon County Health Department (1997).
18. Handout, *The NICHD Study of Early Child Care*, prepared by Robin Peth-Pierce, Public Information and Communications Branch, National Institute of Child Health and Human Development (undated).
19. Presentation by Karen Bogenschneider and Dave Riley (UW-Madison), *Improving the Quality of the Evaluation of Prevention Programs in Wisconsin: Policy Options Presented to the Special Committee on Programs for Prevention Services* (undated).
20. Handout, *Improving the Evaluation of Prevention Programs in Wisconsin: Policy Options*, submitted by Karen Bogenschneider and Dave Riley (December 17, 1998).
21. *Program Evaluation - An Overview*, submitted by D. Paul Moberg, Ph.D., Director and Senior Scientist, Center for Health Policy and Program Evaluation (undated).
22. *Wisconsin Prevention Initiative, Program Model Example: Prevention Services Network*, submitted by Dennis Schultz and Jim Kennedy, Kenosha Department of Human Services (undated).

23. Draft Proposal, *Wisconsin Prevention Initiative*, submitted by Dennis Schultz and Jim Kennedy, Kenosha Department of Human Services (January 19, 1999).
24. Presentation, *What Works in Prevention and How to Know*, by Arthur J. Reynolds, Associate Professor, School of Social Work, Institute for Research on Poverty, UW-Madison (undated).
25. Draft, *Brighter Futures Initiative*, from DHFS (January 19, 1999).
26. Letter, from John T. Benson, State Superintendent, DPI (January 28, 1999).
27. Letter, from John T. Benson, State Superintendent, DPI (February 22, 1999).
28. Handout, *FACTS: Family and Community Town Suppers*, Wisconsin Clearinghouse for Prevention Resources (January 20, 1999).
29. Brochure, *Serving Communities in Wisconsin and the Nation*, Wisconsin Clearinghouse for Prevention Resources (undated).
30. Publication, *Prevention Outlook*, Wisconsin Clearinghouse for Prevention Resources, Vol. 8, No. 3 (Winter 1998).
31. Presentation, *Wisconsin Promise Challenge Grant*, by Kathryn L. Wolf, Associate Director, Wisconsin Clearinghouse for Prevention Resources, UW-Madison Health Services (February 1999).
32. Recommendations from Sue Panek (February 1999).
33. Draft letter to Joint Committee on Finance regarding the Brighter Futures Program in the Governor's 1999-01 Biennial Budget Bill (undated).
34. Handout, *Contract Consolidation Plan, Division of Public Health*, submitted by John D. Chapin, DHFS (December 1, 1998).
35. Handout, *Consolidated Contract Sequence*, submitted by John D. Chapin, DHFS (undated).
36. Handout, *Consolidated Contract--Talking Points*, submitted by John D. Chapin, DHFS (March 24, 1999).
37. Letter to Joint Committee on Finance regarding the Brighter Futures Program in the Governor's 1999-01 Biennial Budget Bill (April 23, 1999).