

# Family and Child Well-being System:

*Economic & Concrete Supports  
as a Core Component*



# ACTION: Economic & Concrete Support Funding Opportunities Available NOW!

## Emergency Funding for MaryLee Allen Promoting Safe and Stable Families Program (PSSF)

**Amount:** \$72,450,000 to states/territories for FY 2021 (project period thru 9/30/22)

- ***Eligible grantees:*** All states, territories and tribes approved to receive FY 2021 PSSF funding are eligible to receive supplemental PSSF grants
- ***Approved Activities (No State Match Required):*** Supplemental PSSF funds may be used to provide community-based family support, family preservation, family reunification, adoption promotion and support services
- There are no other specific programmatic requirements or limitations on use of supplemental funding
- The Children's Bureau encourages child welfare agencies to reach out to families and community-based agencies to identify the unmet needs for services or supports

# ACTION: Economic & Concrete Support Funding Opportunities Available NOW!

## Enhanced Funding and Flexibility for Kinship Navigator Programs

- ***Time period:*** April 1, 2020 - September 30, 2021 (emergency period)
- ***No state match required:*** 100% Federal Financial Participation (FFP) for allowable costs (including administrative costs)
- ***Waiver of evidence standard:*** Kinship navigator programs do not need to be rated by the IV-E Clearinghouse (and can be rated "does not meet criteria") to receive federal reimbursement
- ***Assurance of evaluation:*** Title IV-E agency must provide assurance that kinship navigator program is or will be evaluated
- ***Select Other Allowable Uses of Funds:***
  - Short-term support to kinship families for direct services or assistance
  - Ensuring kinship caregivers/families at risk for contracting COVID have resources for necessities (including **food**)
  - Health care and other assistance, including legal assistance
  - Assistance to allow children to continue safely living with kin

[ACYF-CB-PI-21-05](#) (March 9, 2021) - *Temporary flexibilities for participating in the title IV-E Kinship Navigator Program*; [ACYF-CB-PI-18-11](#)

(November 30, 2018) - *Requirements for participating in the title IV-E Kinship Navigator Program*

Re-looking and Understanding  
Anew  
in 2021 Context

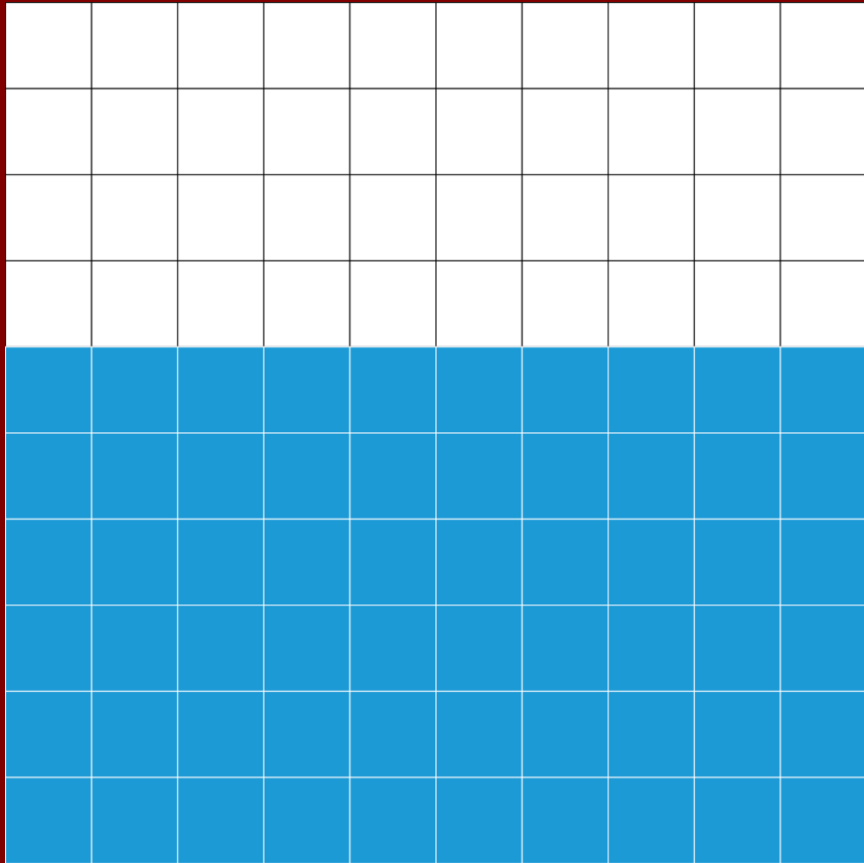


# ACYF Well-Being Framework

## April 2012 (ACYF-CB-IM-12-04)

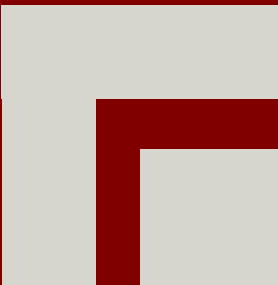
**Appendix 1: ACYF Well-Being Framework**

	Intermediate Outcome Domains		Well-Being Outcome Domains			
	Environmental Supports	Personal Characteristics	Cognitive Functioning	Physical Health and Development	Emotional/Behavioral Functioning	Social Functioning
Infancy (0-2)	Family income, family social capital, community factors (e.g., institutional resources, collective socialization, community organization, neighborhood SES)	Temperament, cognitive ability	Language development	Normative standards for growth and development, gross motor and fine motor skills, overall health, BMI	Self-control, emotional management and expression, internalizing and externalizing behaviors, trauma symptoms	Social competencies, attachment and caregiver relationships, adaptive behavior
Early Childhood (3-5)	Family income, family social capital, community factors (e.g., institutional resources, collective socialization, community organization, neighborhood SES)	Temperament, cognitive ability	Language development, pre-academic skills (e.g., numeracy), approaches to learning, problem-solving skills	Normative standards for growth and development, gross motor and fine motor skills, overall health, BMI	Self-control, self-esteem, emotional management and expression, internalizing and externalizing behaviors, trauma symptoms	Social competencies, attachment and caregiver relationships, adaptive behavior
Middle Childhood (6-12)	Family income, family social capital, social support, community factors (e.g., institutional resources, collective socialization, community organization, neighborhood SES)	Identity development, self-concept, self-esteem, self-efficacy, cognitive ability	Academic achievement, school engagement, school attachment, problem-solving skills, decision-making	Normative standards for growth and development, overall health, BMI, risk-avoidance behavior related to health	Emotional intelligence, self-efficacy, motivation, self-control, prosocial behavior, positive outlook, coping, internalizing and externalizing behaviors, trauma symptoms	Social competencies, social connections and relationships, social skills, adaptive behavior
Adolescence (13-18)	Family income, family social capital, social support, community factors (e.g., institutional resources, collective socialization, community organization, neighborhood SES)	Identity development, self-concept, self-esteem, self-efficacy, cognitive ability	Academic achievement, school engagement, school attachment, problem solving skills, decision-making	Overall health, BMI, risk-avoidance behavior related to health	Emotional intelligence, self-efficacy, motivation, self-control, prosocial behavior, positive outlook, coping, internalizing and externalizing behaviors, trauma symptoms	Social competence, social connections and relationships, social skills, adaptive behavior
<b><i>Social and Emotional Well-Being Domains</i></b>						



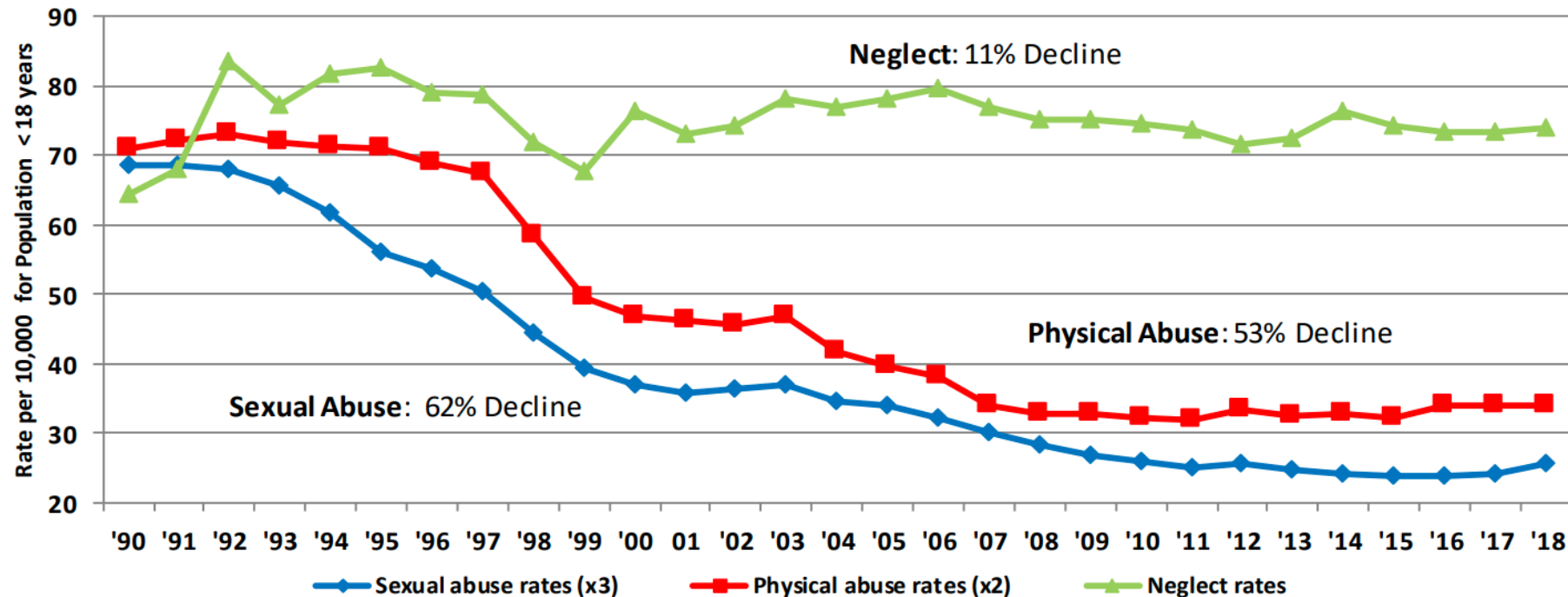
60%+

of substantiated CPS  
responses nationally  
involve neglect only



# Rates of Neglect Remain Unchanged

## U.S. Maltreatment Trends: 1990-2018



(Finkelhor, 2020)

Note: Trend estimates represent total change from 1992 to 2018. Annual rates for physical abuse and sexual abuse have been multiplied by 2 and 3 respectively in Figure 1 so that trend comparisons can be highlighted.

<sup>1</sup> The statistics in Table 1 and Figure 1 concern substantiated cases of sexual abuse, physical abuse and neglect. A substantiated case means a case that has been reported to a child protection agency, investigated and deemed to have occurred according to a “preponderance of evidence.” The child maltreatment cases referred and investigated by state child protection agencies primarily involve abuse by caregivers. The cases do not include many involving stranger abusers, unless some element of caregiver neglect was involved.

# Poverty & Child Welfare Involvement

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Economic hardships are associated with increased risk of child welfare involvement among high-risk families:

**Utility shutoffs**

**Difficulty paying for housing**

**Food insecurity**

**Self-reported material economic stress**

Caregiver risk factors for children with substantiated maltreatment reports in FY 2019 were often associated with poverty:

<b>26.9%</b>	<b>Family participation in social service programs</b>
<b>13.7%</b>	<b>Family unable to provide sufficient financial resources to meet minimum needs</b>
<b>9.6%</b>	<b>Inadequate housing</b>



# Intersection of Neglect & Family Income

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- **Family income** is the greatest predictor of maltreatment & child welfare entry
- Families living below poverty line are **over 40x** more likely to enter child welfare than median income families
- Children in families of low socioeconomic status are:
  - **7 times** more likely to experience neglect
  - **5 times** more likely to experience maltreatment

# Poverty in the U.S. Disproportionately Impacts Children of Color

- Nearly **73%** of children in poverty are children of color
- Living in poverty:

Nearly **1 in 3**  
Black children

Nearly **1 in 3**  
American  
Indian/Alaska  
Native children

Nearly **1 in 4**  
Latinx children

**1 in 11** white  
children

*Disproportionality and disparities are due to racism both internal and external to the child welfare system.*

(Dettlaff, 2020)

(CDF, 2020) (Kids Count, 2020)

(Census Bureau, 2020)

- While 14% of U.S. children are Black, they make up **27%** of children living below the poverty line

# Disparity & Disproportionality in Child Welfare Decision-making: Race Equity Requires a Focus on Economic & Concrete Supports

## Children investigated for abuse and neglect

- 53% of all Black children experience a CPS investigation by age 18

## Children determined to be “victims” of maltreatment

- American Indian/Alaska Native children experience highest rate at 14.8 per 1,000 children
- Black children experience second highest rate at 13.8 per 1,000 children
  - These rates are almost double white children’s rate of 7.8 per 1,000 children

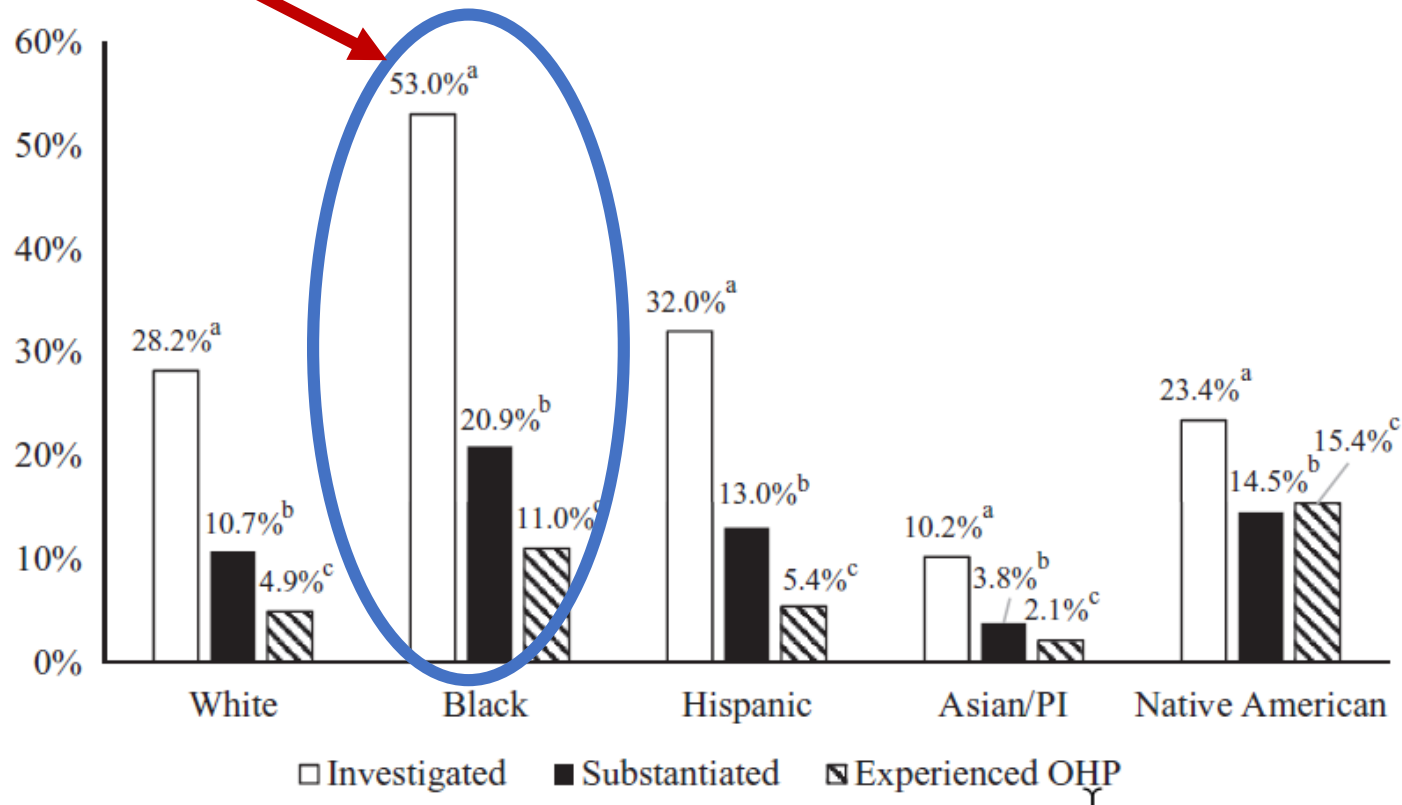
## Children placed in foster care

- Black children: 14% of general child population but 23% of children in foster care
- American Indian/Alaska Native children: 1% of general child population but 2% of children in foster care



# Lifetime Incidence of CPS Involvement by Race/Ethnicity: Over Half of all Black Children Experience Investigation

Lifetime (Birth–18) Incidence of CPS Involvement in the United States by Race/Ethnicity



(Berger, 2020)

# Maltreatment in White Families Requires a Focus on Economic & Concrete Supports

- At similar poverty levels, maltreatment of white children trends higher than of Black children
- White children have significantly higher risk for physical neglect when residing in low socio-economic households than Black children
- White children remain high proportion of children entering and in foster care:
  - § Entered foster care in FY19: 114,462 (46% of total)
  - § In foster care in FY19: 185,825 (44% of total)
- Social disadvantage is more strongly correlated with increased placement rates among white children than among black children



(Kim, 2018) (Wulczyn, 2009)  
(Sedlak, 2010)  
(Child Maltreatment 2019)  
(Wulczyn, 2013)

# Annual Costs of Child Maltreatment in the U.S.

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- **\$80 billion** = direct & indirect costs of child maltreatment (2012)
- **\$428 billion** = economic burden due to substantiated child maltreatment (lifetime costs incurred annually) (2015)
- **\$33 billion** = direct public expenditures by state & local child welfare agencies (SFY 2018)
  - *Only 15% used for prevention services*
  - ❑ *Find your state's prevention percentage at Child Trends Financing Study*
  - ❑ *What would it take to flip this percentage?*

# Research:

Economic & Concrete Supports and  
Child Maltreatment/CPS Involvement



# A 2021 Perspective on Long-standing Knowledge

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- A study of family preservation programs cited **concrete services** as central to achieving positive outcomes
- Failure to offer concrete services to “neglectful” families may avoid the root of the problem because families often need **very basic assistance**
- A review of a large sample of case file data from all 50 states found that the lack of child welfare services to meet the **concrete needs** of poor families affected African-American families negatively and disproportionately



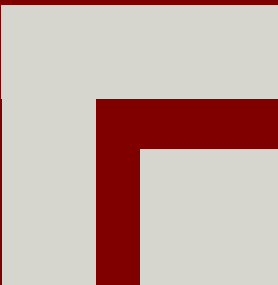
# ...And New Knowledge Informs the Direction

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Recent research on economic & concrete supports and the effect on child maltreatment and child protective services involvement:

- ❑ Increases our understanding of economic & concrete supports as a prevention strategy
  - ❑ Raises new questions about prioritizing economic & concrete supports in child welfare
  - ❑ Clarifies the policy, resource allocation & infrastructure choice-points
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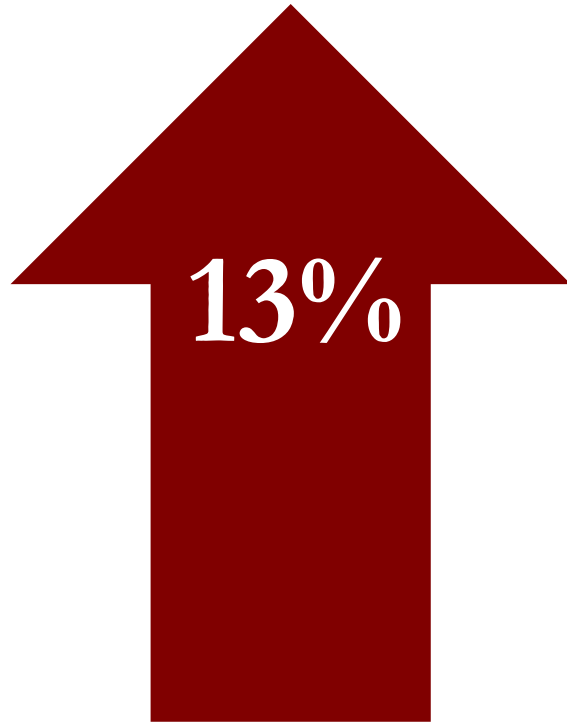
But first, what happens when economic and concrete supports or income are reduced?



# Reduced Economic Supports

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States that implemented TANF sanctions  
of loss of all benefits for not working



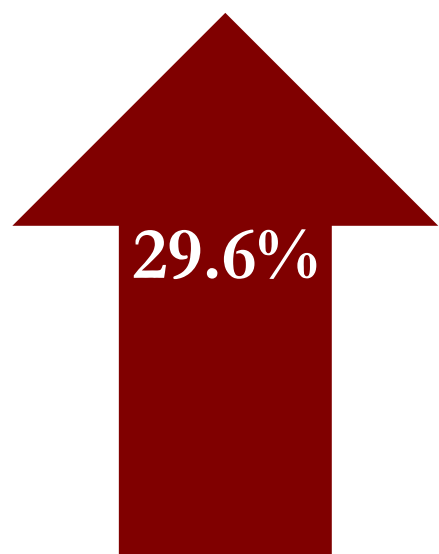
**Increase in  
foster care entries**

(Ginther, 2017)

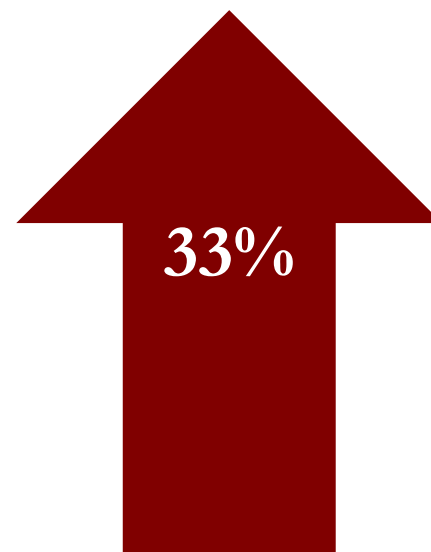
# Reduced Economic Supports

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States that implemented TANF time limits  
of less than five years



**Increase in  
identified  
child victims**

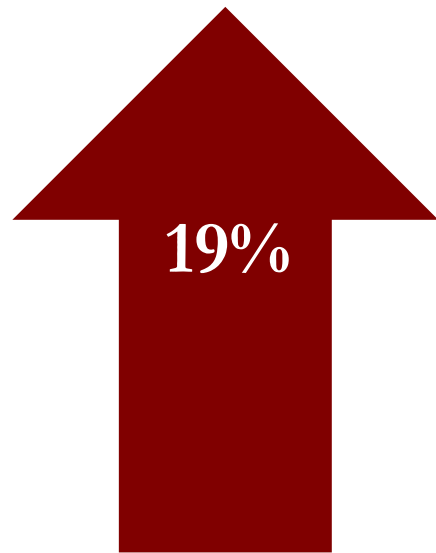


**Increase in  
neglect**

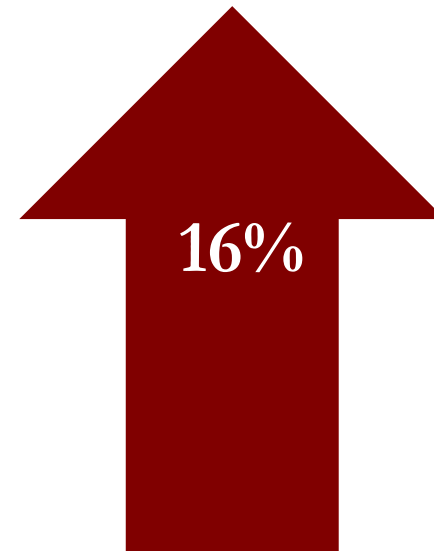
# Reduced Economic Supports

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States with TANF denial rates that increase more than 20% in two years:



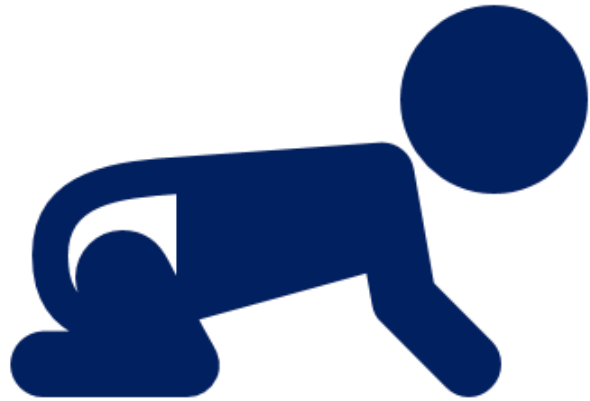
**Increase in  
identified  
child victims**



**Increase in  
foster care  
entries**

# Lack of Access to Child Care

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- For every additional child-care concern reported by families receiving TANF, the **risk of supervisory child neglect increased by 20%**
- Mothers with substance abuse who were unable to secure child-care were **82% more likely to self-report child neglect**
  - Difficulty finding child-care was a stronger predictor of maternal neglect than almost any other factor, including mental health, severity of drug use, history of abuse as a child & use of public assistance

# Reduced Employment

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A 1% increase in the monthly unemployment rate is associated with an increase of 61 screened-in reports for child maltreatment

(but not for “neglect only” in one urban county)

# Reduced Disposable Income due to Increased Gas Prices

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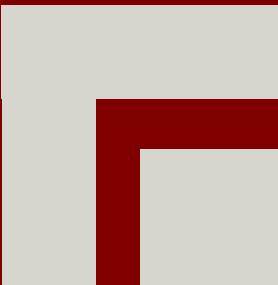


A \$1.00 increase in the price of gas for a state with 100,000 children would be associated with an additional 642 child maltreatment referrals



What happens when  
economic supports are increased?

(consider this information collectively rather than as the  
deployment of any one policy or support)





## **Child Welfare Interventions Augmented with Concrete Supports**

- **Differential Response**
- **Family Preservation**

## **Concrete Supports**

- **Medicaid Expansion**
- **Supportive Housing**
- **Child Care**
- **SNAP & WIC**

## **Economic Supports**

- **Minimum Wage Increase**
- **Earned Income Tax Credit (EITC)**
- **Child Support**
- **Sustained Income Support**

# Differential Response with Concrete Supports

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Concrete supports provided to impoverished families via Differential Response resulted in:

- **Fewer subsequent neglect reports** (43.2%) compared to families receiving no concrete supports (52.7%)
- **Fewer removals into foster care**

*Concrete supports included housing, rent, utilities, food or clothing, appliances, furniture or home repair and other financial help*

# Family Preservation with Concrete Supports

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Families with open child welfare cases (mostly neglect) who received a home-based services program offering concrete supports (averaging \$314 per family) were **less likely to experience a child maltreatment report** during the first year

Estimated, on average, in the first year of the program:

- Concrete supports to a family costing \$3,361 could **avert one maltreatment report**
- Receiving any concrete support (vs. no support) **reduced the odds of a subsequent maltreatment report by nearly 17%**

# Medicaid Expansion

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States with **expanded Medicaid**, compared to those without, experienced a **decrease in reported neglect**

- 422 fewer cases per 100,000 children < age 6 for each study year

(baseline rate in 2013 of 3,944 cases per 100,000 children < age 6)

# Supportive Housing

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In child welfare involved families who faced housing instability, children of families receiving a supportive housing program (housing voucher + case management) experienced:

- **Fewer removals** (9% vs. 40% in control group after 2 years)
- **Lower prevalence of substantiated maltreatment** (8% v. 26% in control group after 18 months)
- **Increased reunification** (30% vs. 9% in control group after 2 years)

# Permanent Housing Subsidies (slide 1 of 2)

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HUD's **Family Options Study** found that homeless families referred for permanent housing subsidies experienced:

- **50% reduction in foster care placements** (after 20 months)
- Lower rates of psychological distress
- Less intimate partner violence
- Fewer child behavior problems
- Greater housing stability & food security

# Permanent Housing Subsidies (slide 2 of 2)

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## HUD's **Family Options Study**

More positive outcomes than families referred for transitional housing + supportive services, including:

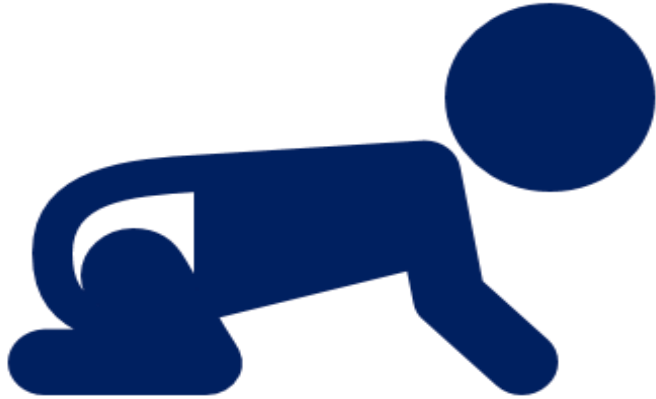
- Fewer child separations from family
- Better child well-being
- More housing stability
- More food security



# Child Care Subsidies

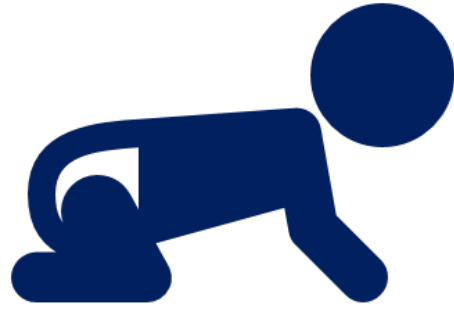
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## Child Care Subsidies have a Protective Effect



- States with more flexible Child Care Development Fund (CCDF) program policies regarding child-care subsidies for child welfare-supervised children have, on average, **significantly fewer child removals** from their parents' care than other states
- Low-income mothers who receive child-care subsidies:
  - Are **less likely to have a CPS investigation for neglect**
  - Experience **significantly reduced parenting stress**

# High-Quality Child Care



- **Helps prevent child maltreatment**

- ✓ Children participating in Chicago Child-Parent Center preschool were **52% less likely to be victims of confirmed maltreatment** by age 17 & experienced **significantly lower rates of reported neglect** than nonparticipating peers

- **Reduces likelihood of child welfare involvement**

- ✓ Children who attended Early Head Start had **significantly fewer child welfare encounters** between ages 5 and 9 than those who didn't attend

- **Reduces likelihood of foster care entry**

- ✓ Children (ages 0-5) who participated in Head Start and were referred to child welfare for suspected maltreatment were **93% less likely to enter foster care** than children who did not receive any ECE

**Less than 1/3** of young children with child welfare supervision who live at home receive ECE services

# Supplemental Nutrition Assistance Program (SNAP) & Women, Infants, and Children (WIC)

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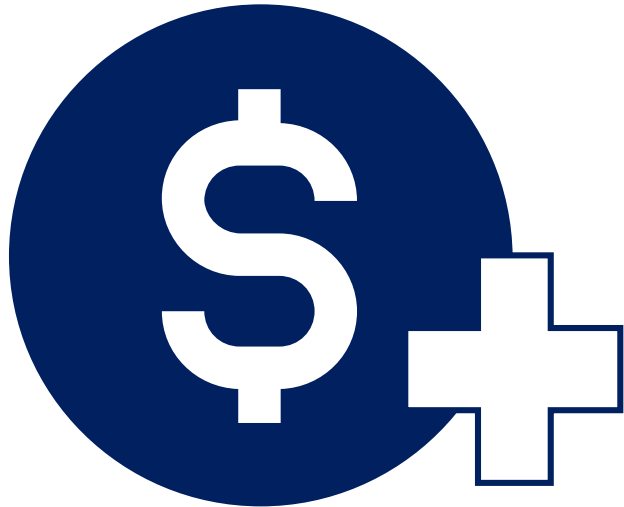


Participation in SNAP or the Special Supplemental Nutrition Program for Women, Infants, and Children (WIC), jointly or alone, is associated with a **lower risk of abuse and neglect reports**

(Lee, 2007)

# Minimum Wage

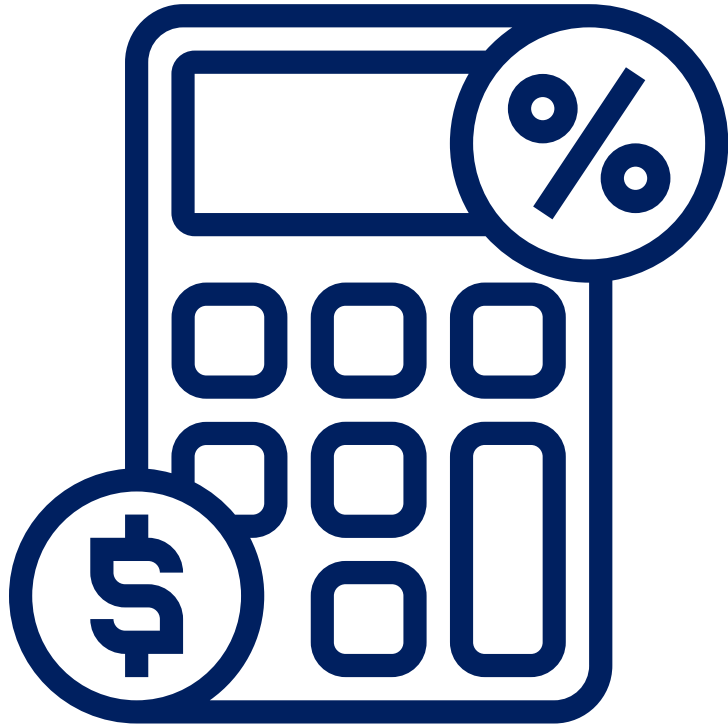
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- States that increased the minimum wage beyond \$7.25 per hour experienced a **reduction in child maltreatment reports**
- For every \$1 increase in the minimum wage, there was a **9.6% reduction in neglect reports** (primarily for children < 12)

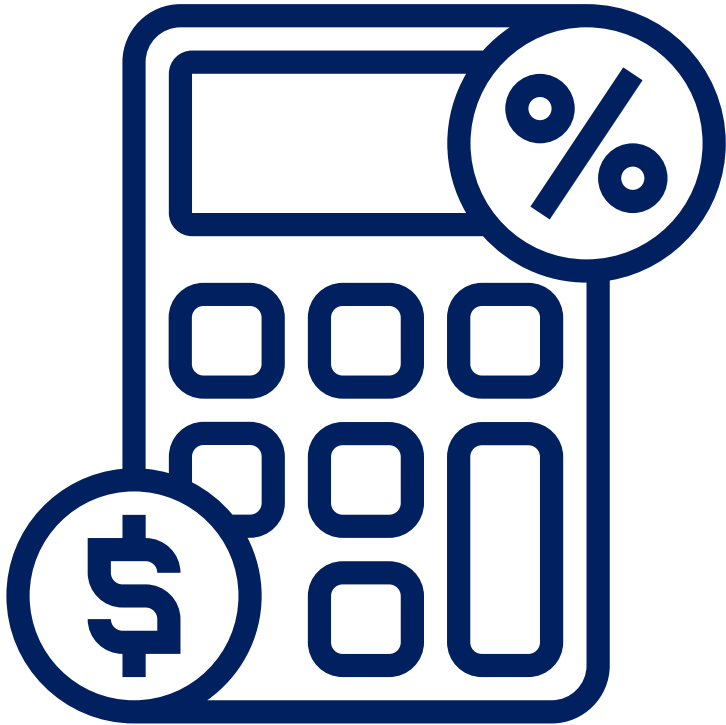
# Earned Income Tax Credit (EITC)

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- EITC is associated with reductions in child protective services involvement particularly for single-mother families and larger families
- A \$1000 increase in income via EITC is associated with **8-10% reduction in child protective services involvement** for low-income single-mother households

# Earned Income Tax Credit (EITC)



- Expansion of EITC **decreased foster care entry rates by 7.4%** per year in states with a state-level EITC, relative to those without
- States with state-level *refundable* EITC, compared to those without, had **11% fewer entries into foster care** (even after controlling for poverty, race/ethnicity, education & unemployment)
- If states without any EITC implemented a *refundable* EITC, an average of **668 fewer children would enter foster care annually in each state**

# Earned Income Tax Credit (EITC)

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- 10% increase in refundable state EITC benefits is associated with:
  - 5% decline in rates of reported maltreatment
  - 9% decline in rates of reported child neglect
- Refundable EITC (averaging \$400 per year) is associated with a **decrease in hospital admissions for abusive head trauma** for children < 2yrs (decrease of 3.1 per 100,000) even after controlling for child poverty

# Child Support Payments

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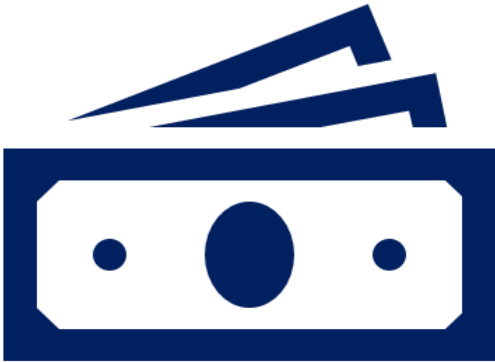
- Mothers participating in TANF and eligible to receive full child support paid on behalf of their children (and the child support was disregarded in determining welfare benefits) were **10% less likely to have a child subject to a screened-in maltreatment report** than mothers who could receive only partial child support payments
- Even a modest increase in child support payments – averaging \$100 per year – resulted in a decrease in screened-in maltreatment reports



# Sustained Income Support

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## Stockton, CA - Guaranteed Income Program (2019 - 2021)

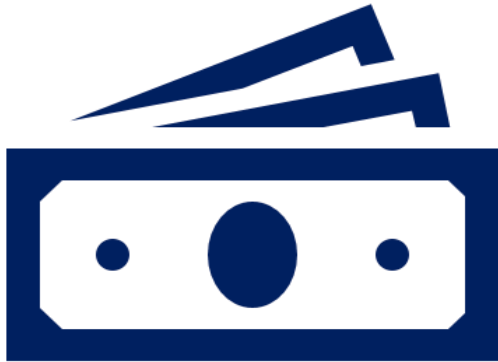


- 125 residents who lived in neighborhoods with a median income < \$46,033 received \$500 per month
- After 1 year, recipients experienced:
  - ✓ **Improved financial stability**
  - ✓ **Improved adult mental health**
    - Lower levels of anxiety & depression
  - ✓ **Improved employment**
    - 28% had full-time jobs at start of program → one year later, 40% had full-time jobs

# Sustained Income Support

## Eastern Band of Cherokee Indians Guaranteed Income Program (1997 – present)

Cherokee Indian residents receive several thousands of dollars annually from casino profits



### ✓ Improved child well-being & mental health

- Children whose families' income rose above the poverty rate showed a *40% decrease* in behavioral problems
- Before the program, poor children scored 2x as high as children who were not poor for symptoms of psychiatric disorders
- Just 4 years after the program, poor children were behaviorally *no different* from children who had never been poor at all

### ✓ Improved educational attainment

- For poor children, an extra \$4,000 in annual household income added up to *an additional year of education*

(Akee, 2010) (Costello, 2003)  
(Costello, 2010)

Child and Family Well-being System:  
Implications for  
Prevention Strategies & Family First



# Leveraging Family First: Evidence-Based Economic & Concrete Supports?

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## Family First Prevention Clearinghouse

### Eligible Programs

- Mental Health Prevention & Treatment

- Programs that aim to reduce or eliminate any mental health issue or risk for any mental health issue
- Can be delivered to children and youth, adults or families

- Substance Abuse Prevention & Treatment

- Programs with **explicit focus on the prevention**, reduction, treatment, remediation, and/or elimination of any type of substance use, misuse or **exposure in general**
- Can be delivered to children and youth, adults or families

- In-Home Parent Skill-Based

- Programs that are psychological, educational or behavioral interventions or treatments, **broadly defined**, that involve **direct intervention with a parent or caregiver**

# Leveraging Family First: Evidence-Based Economic & Concrete Supports?


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## **Family First Prevention Clearinghouse** Eligible Target Outcomes

### **Child Safety**

- Child Maltreatment & Risk of Maltreatment

### **Child Well-being**

- Behavioral & Emotional Functioning
  - Social Functioning
  - Cognitive Functions & Abilities
  - Educational Attainment & Achievement
  - Delinquent Behavior
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# Leveraging Family First: Evidence-Based Economic & Concrete Supports?

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## Family First Prevention Clearinghouse Eligible Target Outcomes

### Adult Well-Being

- **Parent/Caregiver Mental or Emotional Health** - Depression, anxiety, caregiver stress, relationship stress, resilience and emotional adjustment
- **Family Functioning** - Capacity or lack of capacity of a family to meet the needs of its members and includes physical care and maintenance of family members; socialization and education of children; and economic and financial support of family
- **Economic & Housing Stability** - Indicators of financial or economic stability (e.g., level of income, employment/ unemployment, financial assistance) and/or housing stability (e.g., number of moves, quality of housing, homelessness)

# Leveraging Family First: Evidence-Based Economic & Concrete Supports?

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## Family First Prevention Clearinghouse

### Eligible Programs - Kinship Navigator Programs

#### Support Services

- Support services for kinship caregivers may include any combination of financial supports, training or education, referrals to other social, behavioral or health services, and assistance with navigating government & other types of assistance, financial or otherwise

#### Access to Services

- Parent, caregiver or family's knowledge of and ability to access or utilize services to support the family's financial, legal, social, educational, and/or health needs such as medical care, financial assistance and social services
- Referrals to any needed financial, legal, social, educational or health services

# ACTION: Preparing for the Next Family First Clearinghouse Call for Submissions

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## October 2020 Call for Submissions:

The Family First Prevention Services Clearinghouse has indicated it will prioritize for review recommended *programs and services that address COVID relevance*

- **Priority due to COVID-19:** Specify whether review of the recommended program or service is of particular interest due to the COVID-19 pandemic. For example, in-home programs and services aiming to support or enhance the protective capacities of families.

<https://preventionservices.abtsites.com/about/public-call>



# ACTION: Defining Imminent Risk & Candidacy

Current Law [472(i), SSA]	FFPSA [475(13), SSA]
Imminent risk of removal	Imminent risk of entering foster care
Identified in defined case plan, IV-E eligibility form or court order	Identified in prevention plan
Absent preventive services, foster care is the planned arrangement for the child	Service needs directly related to the child's safety, permanence, or well-being or to prevent entry
Renewed every 6 months	Not more than 12 months – <b>but additional 12-month periods permitted including contiguous</b>
No services – Administration 50% match subject to participation rate (also called penetration rate, eligibility rate, discount rate).	Specified services 50% match (with some restrictions) - Administration 50% match not subject to 1996 AFDC eligibility
CWPM 8.1D Applies	<b>CWPM 8.6B.2 Applies</b>

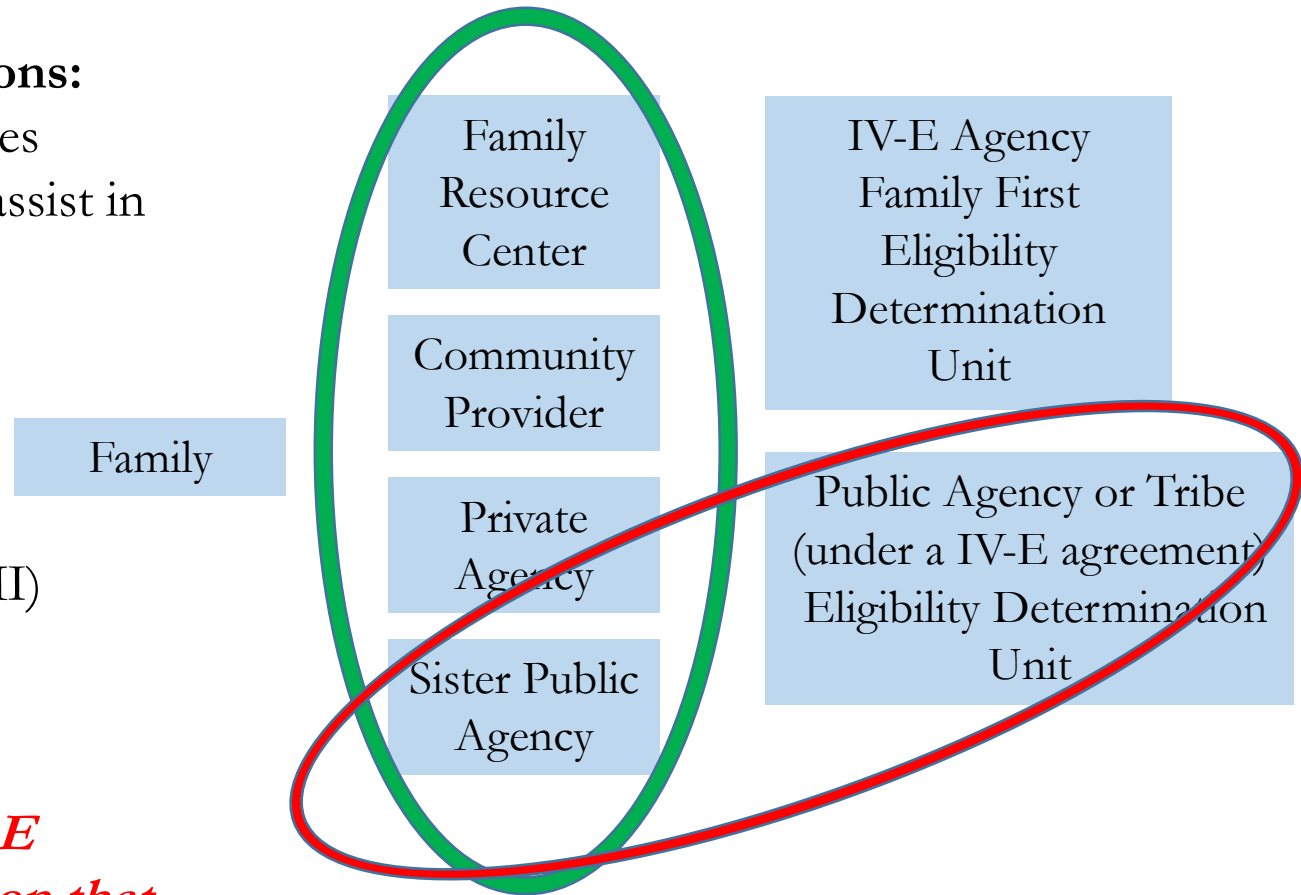
Children's Bureau Program Instruction  
[ACYF-CB-PI-18-09](#)

*“We are not further defining the phrase “candidate for foster care” as it appears in section 475(13) of the Act or further defining the term “imminent risk” of entering foster care for the title IV-E prevention program.”*

# ACTION: Restructuring Child Welfare Leveraging the Child Welfare Policy Manual Update - [Section 8.6C](#) Contracting out Administrative & Service Functions

## Example Administrative & Service Functions:


- Assessment of need for Family First services
- Information sharing with IV-E Agency to assist in eligibility determination
- Prevention Plan development
- Safety and risk monitoring
- Case management if indicated
- Referral for services & EBPs
- Provision of services & EBPs (including MI)
- Data Reporting
- Supporting Redetermination



***Public Agencies & Tribes under a title IV-E Agreement can also make the determination that a child is a candidate for foster care.***

# ACTION: Creating Family First Prevention Plans

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- **Plans Under Development:** Integrate emphasis on economic and concrete supports
  - **Submitted & Approved Plans:** Amend to include emphasis on economic and concrete supports
  - **Systematic Reviews & Transitional Payments:** Conduct review and submit for transitional payments (Indiana)
  - **IV-E Agreements with Public Agencies and Tribes:** Create IV-E agreements with sister agencies or Tribes allowing them to make Family First candidacy determinations in order to better align systems, services and supports for families
  - **Cost Allocation Plans:** Align with economic and concrete supports
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# Integrating Economic & Concrete Supports into Family First Prevention Plans

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**New York** – Prevention Plan to be submitted in summer 2021

- Incorporating **economic & concrete supports as key strategy**
- Partnering with sister agencies to center **economic & concrete supports**, race equity, and a public health approach
- Exploring a broad definition of imminent risk and candidates

**Indiana** – Prevention Plan submitted in April 2021

- **Prevention service array includes:**
  - **Concrete supports & services** – systematic review/transitional payment checklist submitted
  - **Indiana Family Preservation Services** – in-home parenting skill program (evaluation pending)
- **Candidacy definition** – going upstream to children/families served by community-based providers (outside of DCS)
  - All children and families receiving Healthy Families America

# Family & Child Well-being System: Implications

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Evidence-based economic and concrete supports at the center of prevention strategies **before** families and children come to the attention of child protective services

Evidence-based economic and concrete supports as a first line intervention **when** families and children come to the attention of child protective services

***Identify and address poverty related neglect differently than current practice***



# New Issue Brief – Casey Family Programs

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**How Can Concrete  
Supports Help  
Strengthen Families  
and Support  
Communities?**



# Article Under Development

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## *Investing in Families through Economic Supports: An Anti-Racist Approach to Supporting Families and Reducing Child Welfare Involvement*

Alexandra Citrin, Senior Associate, Center for the Study of Social Policy

Megan Martin, Executive Vice President, Public Policy, Center for the Study of Social Policy

Clare Anderson, Senior Policy Fellow, Chapin Hall at the University of Chicago



**Center for the  
Study of Social Policy**  
Ideas into Action

# Contact

Clare Anderson, Senior Policy Fellow  
[canderson@chapinhall.org](mailto:canderson@chapinhall.org)

Slides available at:

<https://www.chapinhall.org/project/partnerships-with-jurisdictions-improve-implementation-of-family-first/>



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