



Legislative Fiscal Bureau

One East Main, Suite 301 • Madison, WI 53703 • (608) 266-3847 • Fax: (608) 267-6873
Email: fiscal.bureau@legis.wisconsin.gov • Website: <http://legis.wisconsin.gov/lfb>

May 4, 2023

Joint Committee on Finance

Paper #245

Family Resource Centers (Child Abuse and Neglect Prevention Board)

[LFB 2023-25 Budget Summary: Page 90, #2]

CURRENT LAW

Current law requires the Child Abuse and Neglect Prevention Board to distribute grants to family resource centers (FRCs) in rural and urban communities throughout the state to support effective parenting and safe, well-functioning families. FRCs use this funding to provide parent education, supportive services, and referrals to other family resources. FRCs are nonprofit organizations that deliver services on a regional or county basis.

FRCs deliver a variety of services aimed at providing parents and families with the skills, knowledge, guidance, and support that can prevent child abuse and neglect before it occurs. Different services can be delivered in different settings, including at the center, in other community centers or accessible locations throughout their service area, in the home, online, or by phone. FRC services can include parent and parent-child classes, hospital outreach to new parents, adult literacy programs, access to books and toys, supportive playgroups and parenting groups, phone support, referrals to community and social services including medical and hunger relief resources, distribution of information on effective parenting and resources available in their local area, and other supportive services. FRCs can also provide home visiting services, including services provided under the Family Foundations Home Visiting program administered by the Department of Children and Families (DCF). Under current law, state-funded FRC programs must emphasize serving families with children under age three; many FRC programs also serve expecting parents and families with children under age five, and some programs serve families with children of all ages.

In 2022-23, \$2,195,600 (\$995,000 GPR, \$750,600 PR, and \$450,000 FED) is budgeted for the Prevention Board to distribute as grants, both for the FRC grant program and to provide statewide information, services, and technical assistance to reduce child abuse and neglect. The

PR funding primarily accrues from the sale of duplicate birth certificates. Under state law, the Prevention Board receives \$7 of the \$20 fee for each duplicate copy of a birth certificate issued by the Wisconsin Department of Health Services Vital Records Office or county Registers of Deeds office. The federal funding is available under Title II of the Child Abuse Prevention and Treatment Act (CAPTA), which supports networks of prevention-focused family resource and support programs such as FRCs under the Community-Based Child Abuse Prevention (CBCAP) grant program.

From this grant funding, the Prevention Board provided \$582,800 in 2022-23 in grants to FRCs to strengthen their infrastructure, standards for service delivery, and organizational structure to improve the quality of services FRCs provide. State law requires grant recipients of these grants to provide funds or in-kind services matching 20% of the grant amount they receive, such as from local government revenues or private donations or grants. Ten FRCs received grants under this program, providing services in 20 counties. The Prevention Board also provided \$1,283,700 in grants in 2022-23 for parent education programs, many of which were delivered by FRCs. These grants require a 25% match. The Attachment shows the amounts and recipients of these grants and the other grant programs supported by the Prevention Board's base funding for grants.

DISCUSSION POINTS

1. Assembly Bill 43 and Senate Bill 70 would provide \$4,150,000 GPR annually to increase funding for grants to FRCs to expand service to more areas of the state, serve more families, and provide financial stability and service quality improvements for FRCs.

2. In 2022, child protective services agencies across the state conducted investigations into 22,500 allegations of child abuse and neglect. Of those cases, 3,900 necessitated removal of the child from the home and placement into out-of-home care, such as foster care. Neglect was the most common reason for removal, followed by parent substance use disorders. Preventing neglect and other forms of child maltreatment would strengthen families and reduce out-of-home care expenses borne by counties and the state.

3. A recent evaluation of FRCs in Colorado demonstrated statistically significant improvements for families served by FRCs across a variety of indicators, including financial health and self-sufficiency, housing stability, employment, child care, hunger, children's education, physical and mental health, and transportation. Other studies have demonstrated that FRCs reduce the incidence of child maltreatment investigations in the communities they serve and reduce the rate of substantiated findings of abuse and neglect.

4. Child protective services investigations, out-of-home care, and other child welfare services carry significant costs for county and tribal child welfare agencies and the state. Foster care placements require maintenance payments averaging \$980 per child per month, and placements in group homes or residential care centers for higher-needs children cost on average \$7,300 and \$14,100 per child per month respectively. The state bears these costs directly in Milwaukee County and for children in the state adoptions program, while other counties and tribes are responsible for operating local child welfare agencies. In 2022-23, the state provided \$101.2 million (\$45.7 million GPR and

\$55.5 million FED) to counties to partially offset out-of-home care and other child welfare system expenses, and will expend \$44.1 million (\$35.5 million in state and County funding and \$8.6 million FED) for out-of-home care in Milwaukee County.

5. The child welfare system and associated state, local, and private programs can seek to prevent child abuse and neglect at multiple different stages. Tertiary interventions, typically provided or referred to by child welfare agencies, are treatments and supportive services for families where maltreatment has already occurred or is determined to be likely to occur. Earlier interventions that seek to provide education, guidance, and support to families with strong risk factors for maltreatment are referred to as secondary prevention. The Family Foundations Home Visiting program is the largest secondary prevention program in the state, and other services such as targeted parent education programs provided by some FRCs also provide secondary prevention. Primary prevention consists of the earliest interventions, seeking to strengthen all families and stop maltreatment before risk factors become apparent. Family resource centers are the main providers of universal primary prevention in Wisconsin.

6. Later stages of intervention have the advantage of directing resources more narrowly to the families with the highest needs. Earlier interventions, on the other hand, have the advantage of acting before conditions have worsened or maltreatment has already occurred, at a point when less-costly interventions may be all a family needs to prevent conditions that would lead to abuse or neglect. Providing robust services at all stages ensures that all families are reached by the appropriate services at the earliest opportunity.

7. There are currently 28 FRCs in the state, as well as some other organizations that provide substantially similar services. Their service areas vary, from single tribes or bands to multi-county partnerships. In total, FRCs provide services in 37 counties. Under current funding, typically 15 to 18 FRCs have received grants each year from the Prevention Board.

8. The number of families served and types of services delivered in a year vary, depending on the size of the population covered by a FRC and their capacity. In 2021-22, FRCs answered approximately 3,000 calls to parent assistance phone lines. The number of parents or grandparents each FRC served that year in parenting classes ranged from 30 to 652, the number attending parenting support sessions ranged from 16 to 230, and the number attending education sessions on child development ranged from 24 to 300. These figures illustrate the scale of demand for services in the largest service areas, as well as the current range of capacities of the 28 FRCs in the state.

9. FRCs often have unstable funding and rely on multiple sources of grant funds, often five or more at any time. This requires considerable administrative resources to apply for grants, and grants are often restricted to serving specific populations or delivering specific services. These restrictions prevent many private grants from being used to effectively deliver primary prevention services without eligibility restrictions. FRCs report a lack of stable base funding, and estimate that \$100,000 per year would be necessary for a typical FRC to provide a base level of operations and primary prevention services. If this level of funding were available, FRCs would be well positioned to continue using grant funds to provide other services and administer targeted programs.

10. Beginning in 2021, the Prevention Board has used one-time federal funding to provide

training, technical assistance, and financial support for quality improvement and accreditation for FRCs. Coordinated by the statewide FRC association, Supporting Families Together Association (SFTA), this FRC Network program assists FRCs in implementing quality primary prevention services and infrastructure. The Prevention Board indicates that additional grant funding could be used to support FRCs in making any necessary programmatic changes and completing this accreditation, and to support the ongoing services or expanded capacity of FRCs that have already completed the accreditation.

11. The American Rescue Plan Act (ARPA) authorized a one-time supplement to the CBCAP grant; Wisconsin received \$4,224,600 in the summer of 2021, available to be used for expenditures through September, 2025. In 2021-22 and 2022-23 the Prevention Board used these funds to provide grants to FRCs to support for primary prevention, as well as statewide public awareness programs and training and technical assistance including support for the FRC Network program. In 2022-23, there were 26 FRCs that received direct grant funding to support primary prevention programming from this funding, totaling \$1.1 million.

12. ARPA also authorized a one-time supplement to the Child Care and Development Block Grant (CCDBG) received by DCF. DCF will transfer \$2.4 million per year from these funds to the Prevention Board in 2022-23 and 2023-24. The Board used \$0.8 million of this funding in 2022-23 to support statewide training and technical assistance provided by the FRC Network and provided \$1.6 million in grants to 20 FRCs to support coordination of FRC programs with professional child care providers and supplement other primary prevention activities. The Board intends to provide recipients a second year of funding at the same levels using the 2023-24 CCDBG transfer.

13. In light of the efficacy of primary prevention programs at reducing the incidence of child abuse and neglect, and the current lack of stable base funding for these services in Wisconsin, the Committee could provide \$4,150,000 GPR per year as proposed in AB 43/SB 70. This funding could support base funding of \$75,000 per year for each accredited FRC under the FRC Network program, additional funding to incentivize accredited FRCs to expand their services and capacity, grant funding to support FRCs delivering core primary prevention services and improving services offered to attain accreditation, and grant funding to support primary prevention programs tailored to communities and population groups overrepresented in the child welfare system, among other implementation strategies. [Alternative 1]

14. Given the availability of supplementary federal funding for similar purposes in 2023-24, the Committee could decrease the GPR funding provided in the first year of the biennium by some amount. Based on total grants of \$2.7 million provided from ARPA funds in 2022-23 and a similar amount being expected to be available in 2023-24, the Committee could reduce GPR funding by this amount and provide \$1,500,000 in 2023-24 and the full \$4,150,000 in 2024-25. As compared to Alternative 1, this would reduce the level of primary prevention services available in 2023-24. [Alternative 2]

15. The Committee could reduce the ongoing GPR funding provided to any level. As an example, Alternative 3 would provide \$3,000,000 per year. While this would fund only a subset of the grant programs described under Discussion Point 13, it would be equivalent to the funding required to provide \$100,000 per year to 30 FRCs, which could include most existing FRCs and

support a limited number of new FRCs, among other implementation strategies. [Alternative 3]

16. The Committee could also elect to reduce the ongoing funding and further reduce the funding in 2023-24, combining the considerations discussed for Alternatives 2 and 3. [Alternative 4]

17. Finally, in light of the availability of one-time federal funds the agency will have through 2023-24, the Committee could determine that the base funding available of approximately \$582,800 is sufficient to support primary prevention infrastructure, and take no action. [Alternative 5]

ALTERNATIVES

1. Provide \$4,150,000 GPR annually to increase funding the Prevention Board distributes as grants to support family resource centers.

ALT 1	Change to Base
GPR	\$8,300,000

2. Provide \$1,500,000 GPR in 2023-24 and \$4,150,000 GPR in 2024-25 to increase funding the Prevention Board distributes as grants to support family resource centers.

ALT 2	Change to Base
GPR	\$5,650,000

3. Provide \$3,000,000 GPR annually to increase funding the Prevention Board distributes as grants to support family resource centers.

ALT 3	Change to Base
GPR	\$6,000,000

4. Provide \$300,000 GPR in 2023-24 and \$3,000,000 GPR in 2024-25 to increase funding the Prevention Board distributes as grants to support family resource centers.

ALT 4	Change to Base
GPR	\$3,300,000

5. Take no action.

Prepared by: Carl Plant
Attachment

ATTACHMENT

Child Abuse and Neglect Prevention Board Grants State Fiscal Year 2022-23

<u>Agency</u>	<u>Counties Served</u>	<u>Prevention Board Budgeted Funding</u>	<u>Limited-Term Supplemental Federal Funding*</u>	<u>Required Match</u>
Parent Education (Required Match is 25%)				
Bayview Community Center of Milwaukee, Inc.	Greater Milwaukee	\$150,000	\$75,000	\$56,300
Children's Hospital and Health System, Inc.	Greater Milwaukee	150,000	0	38,400
Family & Childcare Resources of N.E.W.	Brown, Oconto, Shawano	150,000	75,000	58,000
Family Resource Center, Inc.	Eau Claire	105,000	0	26,300
Lakeland Family Resource Center	Barron, Burnett, Douglas, Rusk, Sawyer, and Washburn	150,000	75,000	56,300
Kenosha County Dept. of Human Services	Kenosha	128,700	0	33,000
The Parenting Network	Greater Milwaukee	150,000	75,000	57,100
The Parenting Place	La Crosse, Monroe, Vernon	150,000	75,000	57,100
Watertown Family Connections	Dodge and Jefferson	<u>150,000</u>	<u>22,700</u>	<u>44,100</u>
Subtotal		\$1,283,700	\$397,700	\$426,500
Family Resource Center Infrastructure (Required Match is 20%)				
Burnett County Family Resource Center, Inc.	Burnett	\$47,800	\$25,000	\$14,600
Children's Service Society of Wisconsin	Jackson and Trempealeau	60,000	25,000	18,400
Family & Childcare Resources of N.E.W.	Brown, Oconto, and Shawano	60,000	25,000	17,000
Family Connections of Southwest Wisconsin	Grant and Lafayette	60,000	25,000	17,000
Family Resource Center of Sheboygan County	Sheboygan	60,000	25,000	17,000
Family Resource Center St. Croix Valley	Pierce, Polk, and St. Croix	60,000	25,000	17,000
Family Resource Center, Inc.	Eau Claire	60,000	25,000	17,000
Northwest Connection Family Resources	Sawyer and Washburn	60,000	25,000	17,000
The Parenting Network	Milwaukee	55,000	30,000	17,000
The Parenting Place	La Crosse, Monroe, and Vernon	<u>60,000</u>	<u>25,000</u>	<u>17,000</u>
Subtotal		\$582,800	\$255,000	\$169,000
Child Sexual Abuse Prevention (Required Match is 25%)				
Children's Service Society of Wisconsin	Statewide	\$150,000	\$0	\$37,500
Abusive Head Trauma Prevention				
Children's Hospital and Health System, Inc.	Statewide	\$17,500	\$0	\$4,400
Children's Hospital and Health System, Inc.	Milwaukee	19,500	0	0
Lakeshore CAP	Manitowoc	<u>3,500</u>	<u>0</u>	<u>0</u>
Subtotal		\$40,500	\$0	\$4,400
Other Grants Supported by ARPA Supplemental Funding				
34 Organizations and Native American Tribes and Bands	Statewide	\$0	\$2,322,300	\$555,800
Grand Total		\$2,057,000	\$2,975,000	\$1,193,200

* Supplemental funding consists of funding under the federal Preschool Development Grant (available through SFY 2022-23) and supplements authorized under the American Rescue Plan Act (ARPA) to both the Child Care and Development Block Grant (available through SFY 2023-24) and Title II of CAPTA (available through SFY 2024-25).