



Legislative Fiscal Bureau

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Joint Committee on Finance

Paper #176

Grant Requirements (Child Abuse and Neglect Prevention Board)

[LFB 2013-15 Budget Summary: Page 90, #5 and #6]

CURRENT LAW

The mission of the Child Abuse and Neglect Prevention (CANP) Board is to promote the development of a sustainable, comprehensive prevention infrastructure that reflects research and promising practices in child abuse and neglect prevention. The Board administers the Children's Trust Fund (CTF) and several grant programs: (a) family resource center grants; (b) community-based family resource and support program grants; and (c) statewide projects. The Board is also responsible for providing funds for public education and awareness.

The Board is budgeted \$2,998,200 (\$999,600 GPR, \$615,100 FED, \$1,360,400 PR, and \$23,100 SEG from the CTF) in 2012-13. The federal funding is available under Title II of the Child Abuse Prevention and Treatment Act, which supports networks of community-based, prevention-focused family resource and support programs. The program revenue funding is available from the sale of duplicate birth certificates (under state law, the Board receives \$7 of the \$20 fee for a duplicate birth certificate).

Family Resource Center Grants. The Board has awarded \$1,200,000 in 2012-13 to fund nine family resource center networks. Grants are awarded to organizations for direct parent education, family support, and referrals to other social services programs and outreach programs, including programs that provide education to parents in their homes. The Board must give favorable consideration in awarding grants for programs in communities where home visitation programs that provide in-home visitation services to parents with newborn infants are in existence or in development. Recipients of the grants are required to maximize coordination with home visitation programs. The maximum grant amount that may be awarded is \$150,000 and grantees are required to provide a 20% match to their grant, which may be in cash, in-kind services, or both.

In addition, current law limits the total maximum grant amount to \$150,000 for all organizations in Milwaukee County. As a result, the total amount that may be awarded to recipients in Milwaukee County is \$150,000 regardless of the number of organizations in Milwaukee County that are awarded a family resource center grant.

Community-Based Family Resource and Support Program Grants. The Board has awarded \$378,900 in 2012-13 for several community-based family resource and support program grants. These grants support programs that provide services or education to families, including services or education relating to support of parents, perinatal bonding, child development, care of children with special needs, respite care, and prevention of sexual abuse. Grants also support programs relating to crisis care, early identification of children at risk of child abuse or neglect, and education, training, and support groups for parents, children, and families. The grant funds cannot be used to supplant existing funds and grantees are typically required to provide a 25% match during the first year of the grant and 50% during the second and subsequent grant years (if applicable). The match can be made through cash, in-kind services, or both, and must be used only to enhance the services provided with the grant from the Board.

GOVERNOR

Family Resource Center Grants. Eliminate the maximum award amount of \$150,000, beginning with grant applications submitted on the effective date of the bill. In addition, eliminate the requirement that the Board allocate not more than \$150,000 for family resource center grants to organizations in Milwaukee County.

Community-Based Family Resource and Support Program Grants. Modify the match amount required of recipients to be at least 10%, or a larger percentage at the Board's discretion, which first applies to grant applications submitted on the effective date of the bill.

DISCUSSION POINTS

Family Resource Center Grants -- Non-Milwaukee Counties

1. The early childhood family education center grant program was created under 1989 Wisconsin Act 31. These grants were provided to private nonprofit or public agencies for parenting education services, including direct parent education, referral to other social services, and outreach services. The maximum grant award was \$75,000. The maximum grant amount was changed under 1997 Wisconsin Act 293 to \$150,000, and the grant program was renamed the family resource center grant program under 2005 Wisconsin Act 319.

2. Under current law, family resource center networks promote the dissemination of evidence-based practice in geographic areas at highest risk of child abuse and neglect. Each agency awarded a grant must provide: (a) community response programs, which are volunteer services for families reported to child protective services but screened out or closed after an investigation; (b) coordination of public benefits and economic supports to ensure families can meet their basic needs

and move towards self-sufficiency; (c) evidence-based home visiting, using a federally approved home visiting model or coordinating with existing evidence-based home visiting services; (d) family team meetings, which are structured group discussions with informal supports that collectively assist families in developing their action plans; and (e) cross-systems leadership aimed at improving coordination of services at the community level.

3. Under the current five-year grant cycle (July 1, 2011, through June 30, 2016), nine annual grants of \$150,000 are awarded to family resource center networks. The following table shows the agencies awarded the grant and the counties served by the agency.

Family Resource Center Networks

<u>Agency</u>	<u>Counties Served</u>
Children's Service Society of Wisconsin	Rock
Children's Service Society of Wisconsin	Langlade, Oneida, and Vilas
The Parenting Place	La Crosse
Green Lake County Department of Health and Human Services	Green Lake, Adams, Marquette, and Waushara
Kenosha County Department of Human Services	Kenosha
Lakeshore Community Action Program	Manitowoc
Northwest Connection Family Resources	Sawyer and Washburn
United Way of Racine County	Racine
University of Wisconsin-Milwaukee	Milwaukee

4. The bill would eliminate the maximum award amount for family resource center grants, which would first apply to grant applications submitted on the effective date of the bill. The grant recipients would still be required to provide a 20% match to their grant. As a result, the Board would have flexibility to provide larger grants to specific family resource center networks, which could result in fewer counties receiving these services.

5. It should be noted that the Board does not anticipate changing the current grantees until the end of current grant cycle (through June 30, 2016). At that time, a new request for proposals would be issued, and new grant applications would be submitted. Therefore, as long as the current grantees are meeting performance requirements, the requested changes for the family resource center maximum award amounts under AB 40 would not take place until July 1, 2016.

6. The Committee could deny the proposal to eliminate the maximum award amount for family resource center grants (Alternative A4). With a maximum award amount of \$150,000 in place, at least nine grants could be made throughout the state (assuming continued funding level of \$1,350,000). This would ensure a minimum level of counties that could be served with services provided by the family resource center networks, rather than consolidate the available funds to fewer areas in the state.

7. However, CTF and the Wisconsin Council on Children and Families (WCCF) released a research report series in 2010, *What it will take: Investing in Wisconsin's future by keeping kids safe today*. CTF and WCCF, in partnership with the Department of Children and

Families and the University of Wisconsin-Madison School of Social Work and Institute for Research on Poverty, reviewed the state of child maltreatment prevention programs and services in the state and found that families have access to very different services depending on where they live. In addition, various policy recommendations were made to provide more statewide consistency in the services provided and in the reporting framework to keep track of programs and initiatives.

8. During this process, the overall risk for child maltreatment by county was determined based on the characteristics of families, children, and communities. Counties were determined to be low risk, average low risk, average high risk, high risk, or very high risk. The attachment shows the 2008 overall risk for child maltreatment by county. CTF staff indicate a series of focus groups with family resource centers across the state were conducted as well. Due to these efforts, the Board was better able to determine where and how to disburse limited grant funding for child abuse and neglect prevention.

9. In determining the family resource center grant awards, the Board considers where the highest need for services is located in the state and the geographic representation of the family resource center network that would be awarded a grant. In 2010-11, there were 20 family resource centers that received a grant of \$82,000. Following the research report series, a new request for proposals was issued, and grants of \$150,000 are provided to nine family resource center networks annually until June 30, 2016, in order to target the services to higher risk counties. CTF staff has indicated that due to the research and focus groups prior to the change in grant recipients from 20 to nine, there were few complaints about reducing the number of grants.

10. The Committee could approve the proposal to eliminate the maximum award amount for a family resource center grant (Alternative A1). Based on research about which areas are at high risk for child maltreatment in the state, the Board could use the flexibility to provide more money to fewer areas to target the counties where children are at a higher risk of abuse or neglect. The ability to target the funds could achieve a policy goal of providing more consistent services throughout the state.

11. Alternatively, the Committee could increase the maximum amount of the family resource center grant amount to \$225,000 (Alternative A2). With the current amount of funding for family resource center grants (\$1,350,000), the Board would have to provide at least six grants throughout the state, but would give additional flexibility in providing more funds to locations at higher risk of child abuse and neglect. The maximum amount of the grant has not been increased since 1997. This alternative would increase the maximum grant amount by 50%. The Committee could also establish a different maximum grant amount (Alternative A3).

Family Resource Center Grants -- Milwaukee County

12. Under current law, organizations in Milwaukee County may receive the equivalent of one family resource center grant that is capped at \$150,000. As shown in the table above, the University of Wisconsin-Milwaukee currently receives a \$150,000 family resource center grant. As a result, eight other grants of \$150,000 each are available to provide services to counties outside of Milwaukee County.

13. The Committee could deny the proposal to eliminate restrictions on the maximum amount of family resource grant funding that may be awarded to organizations in Milwaukee County (Alternative B4). With a maximum of nine grants of \$150,000, the restriction on Milwaukee County would ensure that there would be at least eight other family resource center grants that would be awarded to provide services in the rest of the state. If the maximum award amount for individual recipients is raised or eliminated altogether, maintaining current law with respect to Milwaukee County would ensure that only a portion of the family resource center grants (\$150,000) would be awarded to recipients in Milwaukee County so that the remainder of the state would have family resource center services available.

14. However, as the Attachment shows, Milwaukee County is one of only two counties that fit the category of "very high risk" for child maltreatment. It may be prudent to invest more family resource grant funding at the Board's discretion in Milwaukee County to target services to a larger number of children at risk of child abuse or neglect. Therefore, the Committee could approve the Governor's request (Alternative B1).

15. Alternatively, the Committee could increase the total maximum award amount for family resource center grants, but not eliminate the cap. Similar to the cap on individual grant recipients, the Committee could instead increase the maximum award amount for Milwaukee County by 50% to \$225,000 (Alternative B2). The Committee could also choose some other amount to set the total maximum award for all organizations in Milwaukee County (Alternative B3).

Community-Based Family Resource and Support Program Grants

16. The Child Abuse and Neglect Prevention Board was created under 1983 Wisconsin Act 27, and the community-based family resource and support program grant program was created at the same time as one of the Board's responsibilities. The grants were intended to be awarded for: (a) community-based educational programs about prenatal care, perinatal bonding, and basic child care; (b) identification of families where potential for child abuse and neglect existed; and (c) child abuse and neglect counseling and crisis intervention. Grant recipients were required to provide a 25% match in the first year and a 50% match in each subsequent year.

17. In 2012-13, three community-based family resource and support program grants have been awarded to: (a) Social Development Commission; (b) cooperative educational service agency (CESA) 6; and (c) Children's Hospital and Health System. These grants are typically awarded for a three-year period, with annual renewals, contingent upon satisfactory performance.

18. Beginning in 2011-12, CTF contracted with the Social Development Commission in Milwaukee to implement the Milwaukee Community Response Program (MCRP). The MCRP was awarded a three-year grant at \$300,000 annually. The program addresses economic needs as a means to prevent future incidents of child abuse and neglect that result in substantiated reports to child protective services. MCRP is the first randomized experimental evaluation to test whether assisting families in building financial stability through increased earnings, access to basic necessities (such as food, housing, and medical care), and reduced financial stressors (such as utility shut-offs, rent arrears, debt, and credit problems) results in decreased subsequent contacts with child protective services.

19. CESA 6 was awarded \$3,900 in 2012-13 to develop parent cafés in Outagamie and Winnebago Counties. Parent cafés are a series of structured small group conversations that bring parents together to discuss issues important to them. The goal is to directly engage parents in building the protective factors needed to prevent child abuse and neglect and to promote healthy outcomes for their children. CTF staff indicates that CESA 6 will train an initial group of 25 facilitators to provide training to 20 to 30 parent hosts. A parent café session cycle will be conducted at two locations and include approximately 120 parents.

20. Children's Hospital and Health System was awarded an awareness to action grant of \$75,000 in 2012-13. Awareness to action is a child sexual abuse prevention initiative that trains professionals across multiple systems with a focus on adult and community responsibility. The initiative works to empower youth and child serving agencies to improve internal policies, procedures, and training related to keeping children safe from sexual harm.

21. In 2010-11, these grants funded 11 community response programs throughout the state. As noted above with the MCRP, community response programs provide voluntary services to families who are either screened out of child protective services at intake or have their cases closed after the initial assessment. These programs work with families to identify the services they need and address the issues that brought them into contact with child protective services. Funding of \$729,800 was allocated for these community response programs in 2010-11. In 2011-12, only MCRP received a grant (\$300,000).

22. The bill would modify the match amount required of recipients to be at least 10%, or a larger percentage at the Board's discretion, which would first apply to grant applications submitted on the effective date of the bill. The Committee could approve this proposal (Alternative C1). CTF has indicated that several grantees have had difficulty raising the necessary match amounts, especially in the second and subsequent years when the match is 50%. In addition, rural communities have not even applied for the grants because the match requirement appears cost-prohibitive. As a result, the grants are becoming restricted to larger counties. Lowering the match requirement to at least 10% would provide an opportunity for agencies in smaller counties to be able to apply for these grants.

23. On the other hand, the Committee could deny this proposal (Alternative C2). The match requirement of 25% in the first year and 50% in the second and subsequent years was established when the Board was created. This match level requires the recipients to invest in the prevention of child abuse and neglect in their own communities. Lowering the match requirement could result in shifting the costs of child abuse and neglect prevention from local communities to the state.

24. However, the effects of the economic downturn have negatively impacted local communities. Reducing the match requirement to at least 10% may provide an incentive for more agencies in smaller counties and in more rural areas to apply for these grants. This modification would still require a match and, as the economy improves, the Board would have the authority to increase the match requirement, which would be specified in the request for proposals issued for the grants.

ALTERNATIVES

A. Family Resource Center Grants -- Cap on Individual Recipients

1. Approve the Governor's proposal to eliminate the maximum award amount for family resource center grants made to individual recipients, which would first apply to grant applications submitted on the effective date of the bill.

2. Modify the Governor's proposal to increase the maximum award amount for family resource center grants from \$150,000 to \$225,000, which would first apply to grant applications submitted on the effective date of the bill.

3. Modify the Governor's proposal to increase the maximum award amount for family resource center grants from \$150,000 to a different amount specified by the Committee, which would first apply to grant applications submitted on the effective date of the bill.

4. Deny the Governor's proposal to eliminate the maximum award amount for family resource center grants.

B. Family Resource Center Grants -- Milwaukee County

1. Approve the Governor's proposal to eliminate the requirement that the Board allocate not more than \$150,000 for family resource center grants to organizations in Milwaukee County.

2. Modify the Governor's proposal to increase the total maximum award amount for family resource center grants in Milwaukee County from \$150,000 to \$225,000, which would begin with grant applications submitted on the effective date of the bill.

3. Modify the Governor's proposal to increase the total maximum award amount for family resource center grants in Milwaukee County from \$150,000 to an amount specified by the Committee, beginning with grant applications submitted on the effective date of the bill.

4. Deny the Governor's proposal to eliminate the maximum award amount for family resource center grants in Milwaukee County.

C. Community-Based Family Resource and Support Program Grants

1. Approve the Governor's proposal to modify the match amount required of recipients to be at least 10%, or a larger percentage at the Board's discretion, which would first apply to grant applications submitted on the effective date of the bill.

2. Deny the Governor's proposal.

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Attachment

ATTACHMENT

2008 Overall Risk for Child Maltreatment by County

Low Risk (7)

Calumet
Iowa
Lafayette
Ozaukee
Pierce
Washington
Waukesha

Average High Risk (25)

Barron
Brown
Burnett
Crawford
Douglas
Eau Claire
Green Lake
Iron
Jackson
Juneau
La Crosse
Langlade
Manitowoc
Marinette
Marquette
Monroe
Oconto
Oneida
Rock
Rusk
Sheboygan
Vilas
Washburn
Waupaca
Wood

Average Low Risk (32)

Bayfield
Buffalo
Chippewa
Clark
Columbia
Dane
Dodge
Door
Dunn
Florence
Fond du Lac
Grant
Green
Jefferson
Kewaunee
Lincoln
Marathon
Outagamie
Pepin
Polk
Portage
Price
Richland
Sauk
Shawano
St. Croix
Taylor
Trempealeau
Vernon
Walworth
Waushara
Winnebago

High Risk (6)

Adams
Ashland
Forest
Kenosha
Racine
Sawyer

Very High Risk (2)

Menominee
Milwaukee