Child and Family Well-being System: Economic & Concrete Supports as a Core Component

October 25, 2023
2:00pm ET/1:00pm CT/12:00pm MT/11:00am PT

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Land Acknowledgement

Every community owes its existence and vitality to generations from around the world who contributed their hopes, dreams, and energy to making the history that led to this moment. Some were brought here against their will, some were drawn to leave their distant homes in hope of a better life, and some have lived on this land for more generations than can be counted.

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Land Acknowledgement

https://native-land.ca/

- **This meeting is being held on the traditional lands of the _____ People, and I pay my respect to elders both past and present, who have stewarded this land throughout the generations."**
  - Please take a moment to consider the many legacies of violence, displacement, migration, and settlement that bring us together here today.
- **Deliver** your statement in the chat including the land/people relevant to the land that you are occupying during this session.
- **Learn more** by taking time to learn about the Indigenous history of the land you live on. The Partnership team will share the link to the US Department of Arts and Culture in the chat now. Visit https://usdac.us/nativeland to get started.

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The Promise of Community Action

Community Action changes people's lives, embodies the spirit of hope, improves communities, and makes America a better place to live. We care about the entire community and we are dedicated to helping people help themselves and each other.

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Jeannie Chaffin

Special Advisor

National Community Action Partnership

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Agenda

- Welcome
- Introduction- NCAP and Chapin Hall Collaboration
- Presentation - Child and Family Well-being System: Economic & Concrete Supports as a Core Component
- Q & A
- Resources and Upcoming Events

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Introduction



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Chapin Hall provides public and private decision-makers with rigorous data analysis and achievable solutions to support them in improving the lives of children, youth and families.

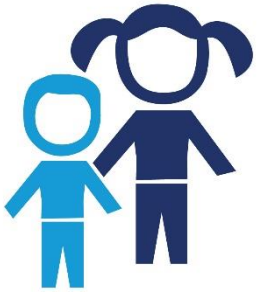


Child Welfare

Community Capacity

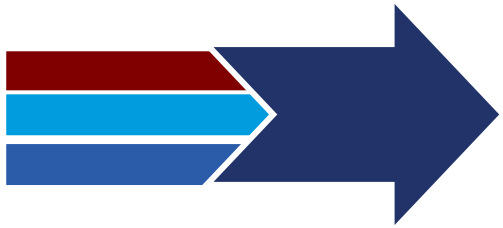
Youth Homelessness

COHORT STRUCTURE CONCEPT









Working groups			Blended working groups
Child welfare	Community Action	Community Leadership Grassroots Efforts	CAA, child welfare agency, and community leadership building relationships and working toward change

Presenter



Yasmin Grewal-Kök, J.D., M.Ed. ECE

Policy Fellow

Chapin Hall at the University of Chicago

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Menti Poll



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Child and Family Well-being System:

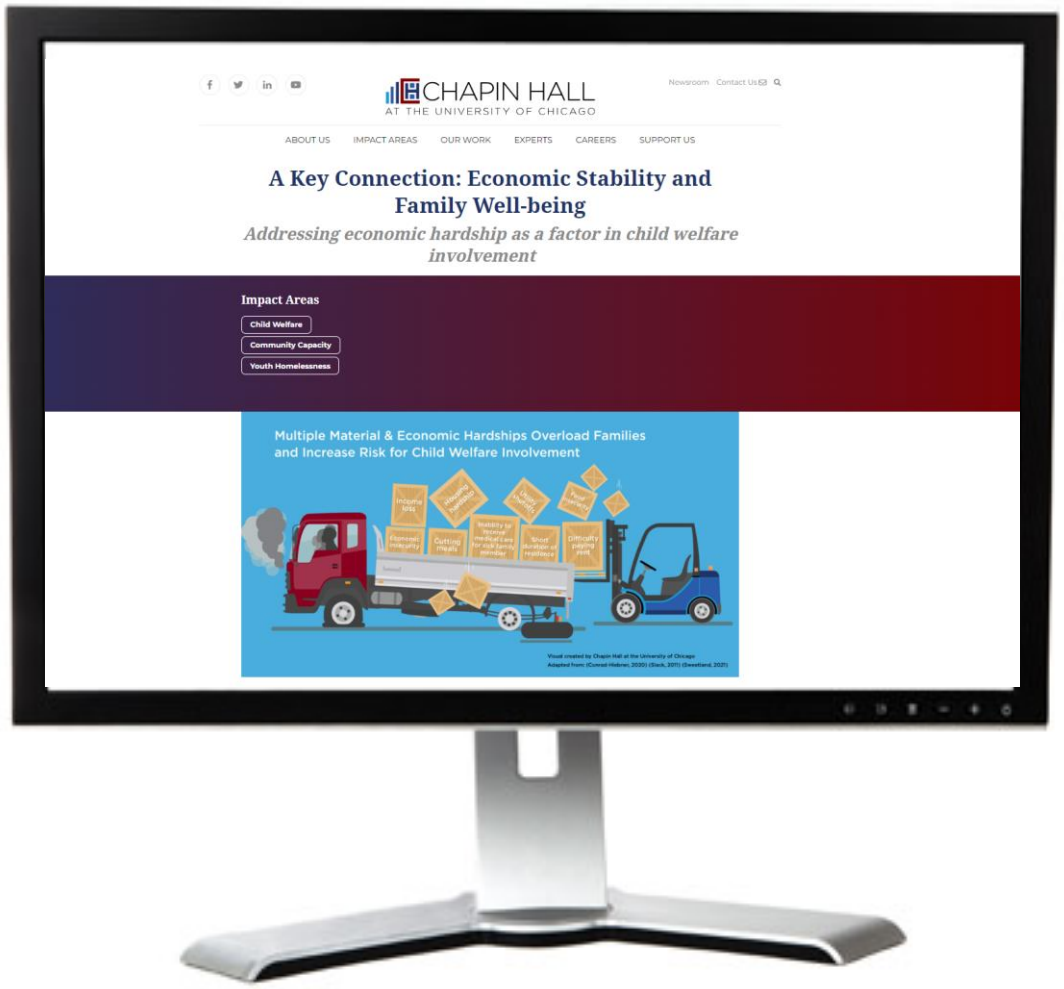
Economic & Concrete Supports as a Core Component

Yasmin Grewal-Kök, JD, M.Ed. ECE
Policy Fellow, Chapin Hall

CHAPIN HALL
AT THE UNIVERSITY OF CHICAGO

NCAP Webinar
October 25, 2023

Chapin Hall Resources



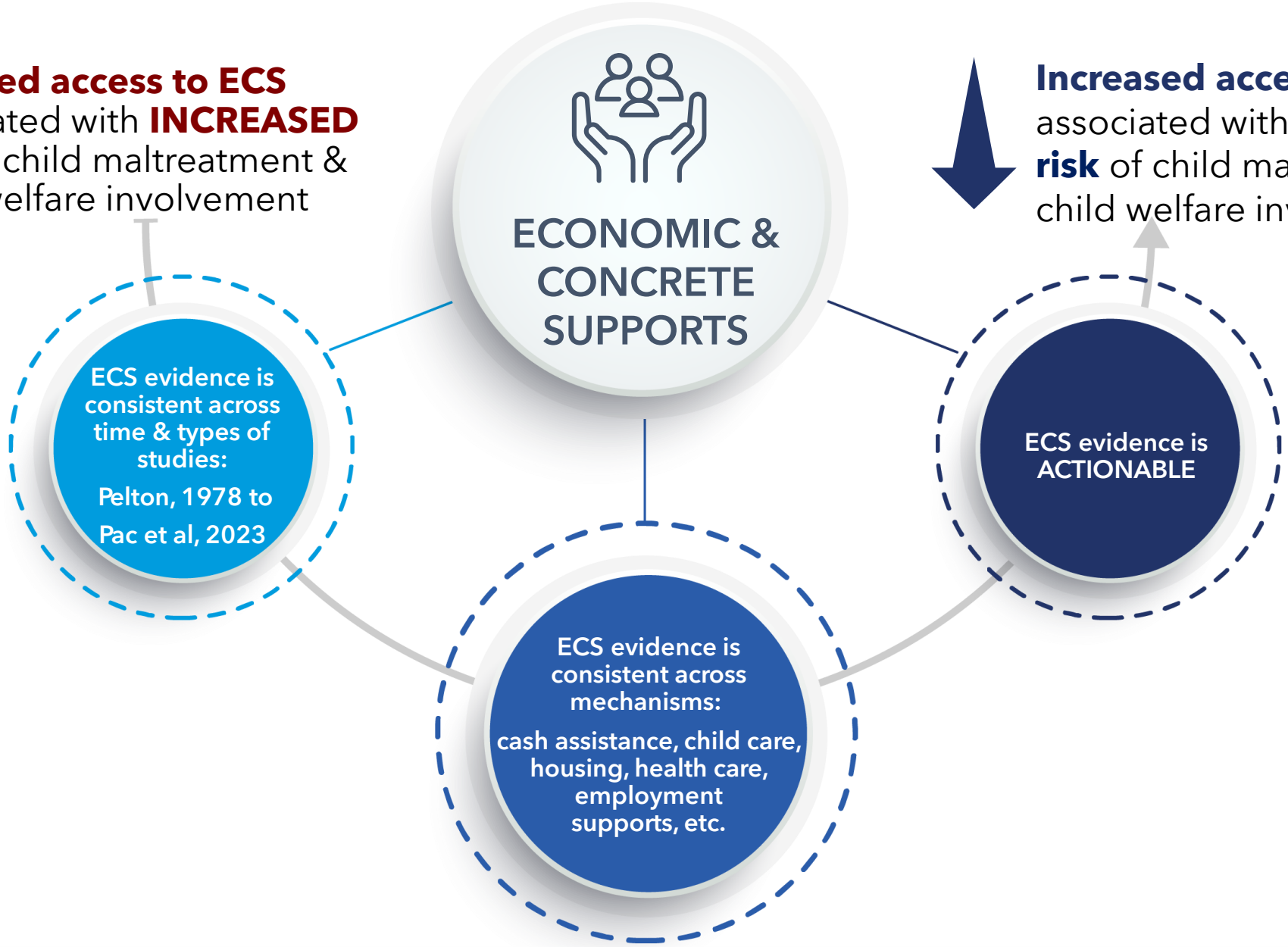
Chapinhall.org/ecsproject

(Weiner, Anderson & Thomas, 2021)
(Anderson, Grewal-Kök, Cusick, Weiner & Thomas, 2021)

Economic and Concrete Supports (ECS): An Overview

Reduced access to ECS associated with **INCREASED risk** of child maltreatment & child welfare involvement

Increased access to ECS associated with **DECREASED risk** of child maltreatment & child welfare involvement



Historical & Contemporary Context

Child Welfare's Historic Structure

- Child welfare has been **reactive**—responding to allegations of maltreatment with investigations & foster care
- From the onset of child and family services, **policymakers repeatedly separated programs designed to address poverty from programs designed to protect children**
- **Prevention** services receive less consistent funding
- Economic & concrete support policies and programs are administered as if **unrelated to child welfare**
- **Root causes** of maltreatment have not been consistently addressed, perpetuating family separation, structural racism & intergenerational trauma



Policy Milestones & Choice Points: Repeated Bifurcation of Concrete and Social Supports

Early 1900s

Mother's Pensions

for poor single mothers recognized the importance of financial supports to address economic hardship & promote family stability. However, these supports were largely limited to white, widowed mothers.

1935

Social Security Act

bifurcates supports to families by nesting Aid to Dependent Children (ADC, later AFDC) under the Social Security Administration but social services under the Children's Bureau.

1960

Flemming Rule (FR)

implemented in response to states denying ADC benefits to families, mostly Black, because their homes were deemed "unsuitable." It required states to either 1) provide supports to these families OR 2) remove the children and place them in foster care.

1961

Social Security Act Amendments

establish AFDC-FC (later title IV-E) as an open-ended entitlement for foster care services (part 2 of FR) without analogous funding for family support services (part 1 of FR).

1974

CAPTA

requires state mandated reporting laws but does not include standard guidelines, training, or opportunities for reporters to explore alternative family support options. This has resulted in high reporting rates by teachers, the majority of which are unsubstantiated.

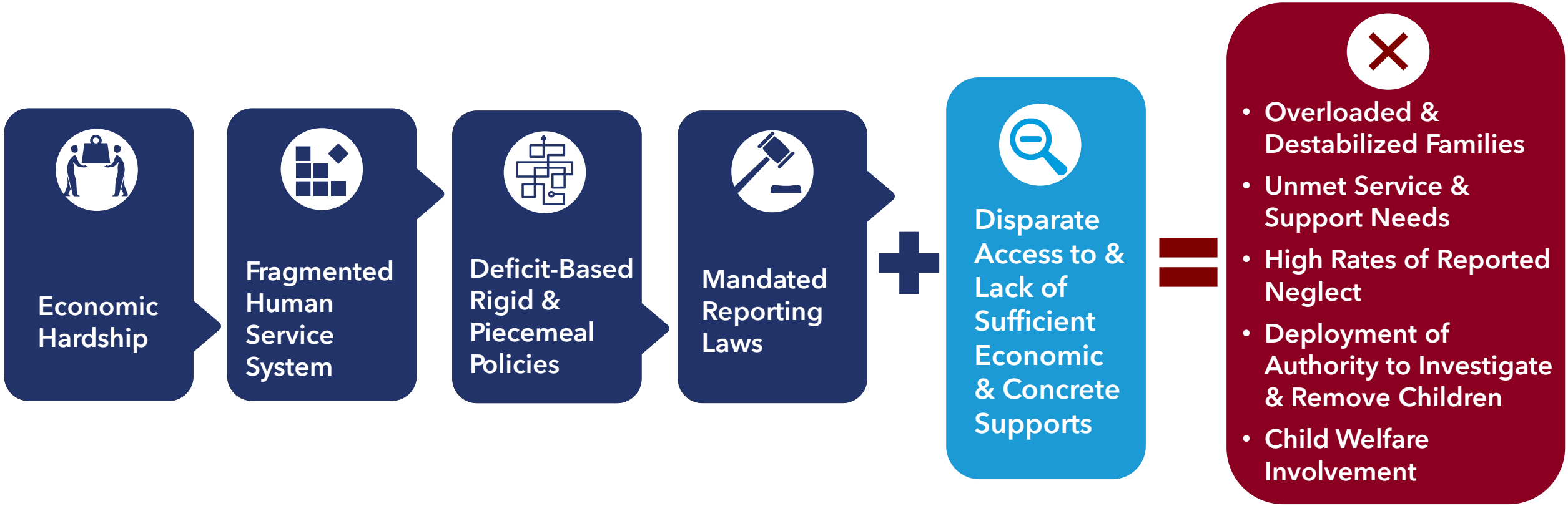
2018

Family First Prevention Services Act

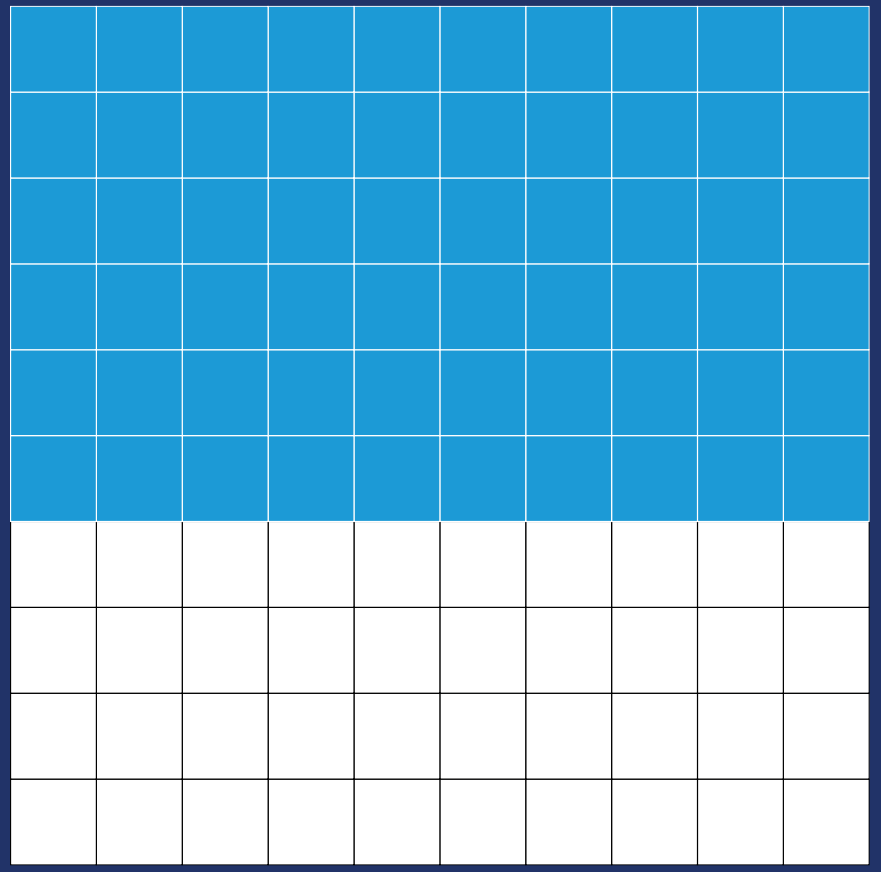
does not explicitly include economic & concrete supports and focuses on treating the parent or child rather than addressing the context.

(Anderson, 2022) (Thomas, 2022) (Feely, 2020) (Weiner, 2021) (Lawrence-Webb, 2018)

Impact of Historical & Contemporary Policy Choices



Overview of Family Economic Insecurity, Income & Child Welfare Involvement



60%+

of substantiated CPS responses nationally involve **neglect only**

…and provision of economic & concrete supports is associated with decreased risk for *both* neglect and physical abuse

(Child Maltreatment 2019)

nearly **85%**

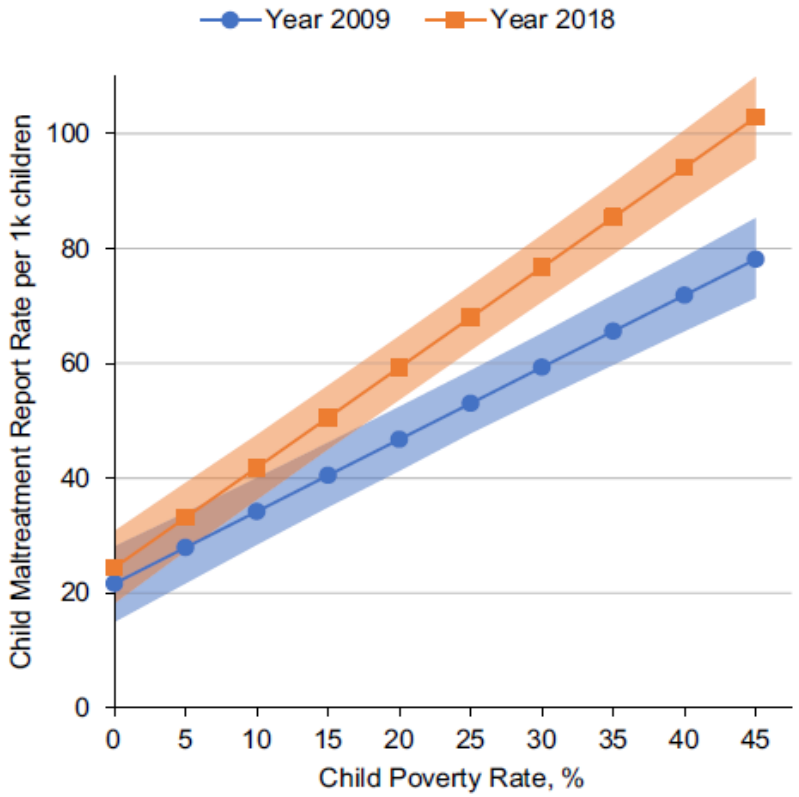
of families investigated by child protective services have incomes below 200% of the federal poverty line

($49,720 for a family of 3 in 2023)

(Dolan, 2011 - *National Survey of Child & Adolescent Well-Being II Baseline Report*)
(HHS Poverty Guidelines, 2023)

County-Level Relationship Between Child Poverty Rates & CPS Reporting Rates Has Intensified

The relationship between child poverty rates & CPS reporting rates at the county level **intensified by almost 40%** from 2009 to 2018 *(particularly for neglect)*



Two core approaches to reducing child maltreatment through economic means are offered:

- Build **policies & practices to reduce the level of economic hardship** for families <u>in general</u>
- **Reorient human services** to recognize the core & expanding importance of **poverty as a fundamental threat to human functioning**

> Our findings . . . could be interpreted as supporting an increased emphasis on reducing child maltreatment incidents & reports through **poverty amelioration efforts** & **the provision of material family supports.**

(Kim & Drake, 2023)

Material Hardship Increases Risk for Child Welfare Involvement: **Both Neglect & Abuse**

If low-income families experience **at least one** material hardship

- **~3x higher likelihood of neglect investigation**
- **~4x higher likelihood physical abuse investigation**

If low-income families experience **multiple types of material hardship** *(after experiencing no hardships)*

- **~4x higher likelihood of CPS investigation**
- **~7x higher likelihood physical abuse investigation**

(Yang, 2015)

**Dimensions of material hardship in this study included: food, housing, utilities & medical hardship*

The Intersection of Family Economic Insecurity & Child Welfare Involvement

Most reliable **economic predictors of child welfare involvement**

- Income Loss
- Cumulative Material Hardship
- Housing Hardship

(Conrad-Hiebner, 2020 systematic review)

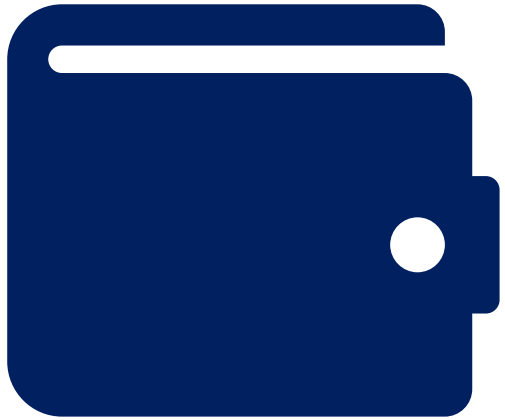
Strongest predictors of **investigated neglect reports**

- Food pantry use
- Cutting meals
- Short duration of residence
- Difficulty paying rent
- Utility shutoffs
- Inability to receive medical care for sick family member
- Public benefit receipt

(Slack, 2011 cross-study comparison)

Negative Earnings Shocks Are Associated with Increased Risk for Subsequent Child Welfare Involvement
(slide 1 of 2)

For low-income families with recently closed CPS investigations:



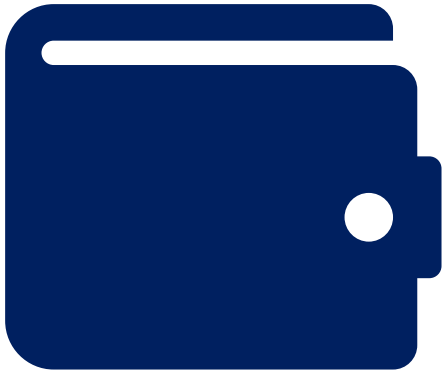
Experiencing a **negative earnings shock**
(quarterly reduction in earnings of 30% or more):

- Increases risk of subsequent CPS investigation by 18%
- Increases risk of physical abuse investigation by 26%

(Cai, 2021)

But the Association Diminishes When Negative Earnings Shocks Are Offset by Public Benefits
(slide 2 of 2)

For low-income families with recently closed CPS investigations:



- **Accessing sufficient public benefits** when negative earnings shocks occur **<u>effectively buffers</u> against the risk of child welfare involvement**
  - Buffer is particularly strong for families with young children (ages 0–4), who are associated with a:
    - **12% decrease** in risk for CPS involvement
    - **50% decrease** in risk for physical abuse investigation

(Cai, 2021)

Lower Family Income Is Associated with Longer Time to Reunify

Children in foster care take longer to reunify with their families when:

- **Their families have lower average monthly incomes post placement**

  Every $100 increase in a mother's post-placement income increases her child's speed of reunification by 6%

- **Their families lose a significant amount of cash assistance post placement**

  Percentage of children remaining in foster care after a year whose mothers lost a significant amount of income from cash assistance post placement is more than double that of children whose mothers did not lose income from cash assistance post placement (87% vs. 41%)

- **Their families must pay the state for the costs of foster care**

  $100 increase in monthly child support order amount predicted to delay reunification by 6.6 months

(Wells, 2006) (Kang, 2016) (Cancian, 2017) (Howard, 2019)

Exploring Context and Drivers of Family Economic Insecurity & Child Welfare Involvement

Economic Insecurity Is Widespread, But Families Move In and Out of Poverty

(Drake, 2014)
(Cellini, 2008)
(Mistry, 2002)
(Han, 2021)

Economic insecurity is widespread



Almost 50% of American families with young children are at risk of poverty before their child enters kindergarten



More than 50% of all Americans will spend a year in poverty *(by age 65)*



84% of all Black Americans will spend a year in poverty *(by age 65)*

Families move in and out of poverty over time



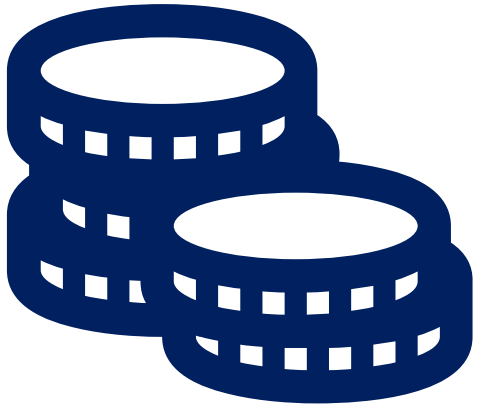
Almost 50% of those who become poor are out of poverty a year later



But more than 50% of those who previously left poverty will return to poverty within 5 years

THE VOLATILITY AND TURBULENCE CREATED BY ENTERING & LEAVING POVERTY MAY CREATE SERIOUS STRESS FOR PARENTS AND IMPACT PARENTING

Family Income Instability Increases Risk for Child Welfare Involvement



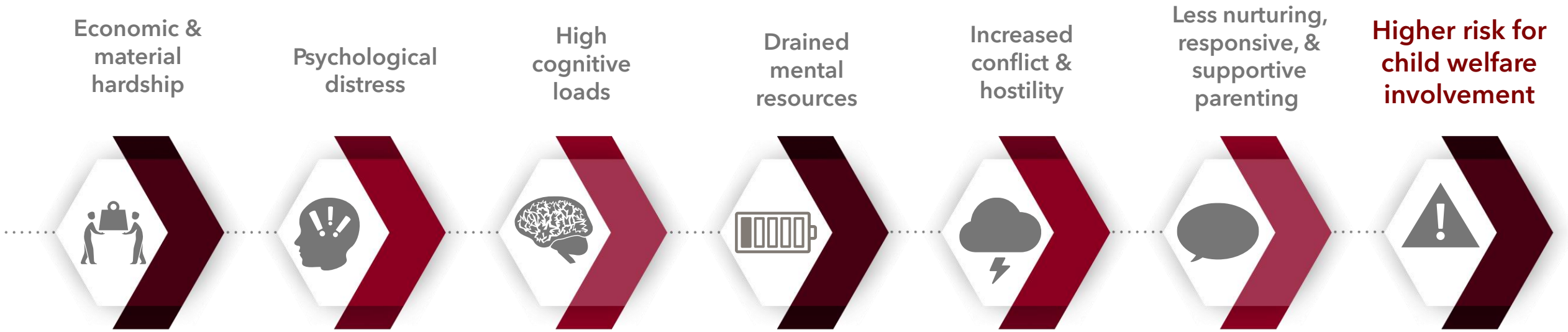
Low-income families at risk for child welfare involvement who have experienced **income instability** in the past year *(including changes in both earnings and public benefits)* are at **increased risk for CPS investigations**, even after controlling for household income level

- These findings suggest a <u>unique relationship</u> between **income instability** & child welfare involvement

(Monahan, 2020)

How Might Economic & Material Hardship Impact Parenting and Child Well-Being?

Family Stress Model



(Conger, 1994) (Neppl, 2016) (Duncan, 2014) (Mistry, 2002)

Multiple Material & Economic Hardships Overload Families and Increase Risk for Child Welfare Involvement



Visual created by Chapin Hall at the University of Chicago

Adapted from: (Conrad-Hiebner, 2020) (Slack, 2011) (Sweetland, 2021)

Economic & Concrete Support Packages (NAS) to Improve Context and Prevent Child Welfare Involvement

Analysis simulating the effects of increased household income under 3 anti-poverty policy packages found these could **reduce CPS investigations by 11 to 20% annually** *(386,000 to 669,000 fewer children investigated per year)*

- Reductions were **particularly large** for Black and Latinx children & those living with single parents
- Analysis suggests implementation would **substantially reduce racial disproportionality** in CPS involvement:
  - 19 to 29% reduction in investigations for Black children
  - 13 to 24% reduction in investigations for Latinx children
  - 7 to 13% reduction in investigations for white children

National Academy of Sciences Consensus Report (2019)

A Roadmap to Reducing Child Poverty

- **Anti-poverty package 2:** expansion of EITC & Child and Dependent Care Tax Credit (CDCTC) + universal monthly child allowance
- **Anti-poverty package 3:** expansion of EITC, CDCTC, Housing Choice Voucher Program & SNAP
- **Anti-poverty package 4:** expansion of EITC & CDCTC, increase in federal minimum wage (to $10.25/hr) + monthly child allowance

(Pac, 2023)
(*A Roadmap to Reducing Child Poverty*, 2019)

Economic & Concrete Supports: A Race Equity Strategy to Address Disparity & Disproportionality in Child Welfare

Economic & Concrete Supports:
A Race Equity Strategy to Address Disparity & Disproportionality in Child Welfare

Poverty & economic hardship puts families at **increased risk of child welfare involvement**

Economic & concrete supports to stabilize families and prevent child welfare involvement may be a mechanism to **reduce racial disparities**



Due to systemic inequities, families of color are **more likely to experience economic hardship** & this may contribute to their disproportionate child welfare involvement

Disproportionality and disparities are due to racism both internal and external to the child welfare system (Dettlaff, 2020)

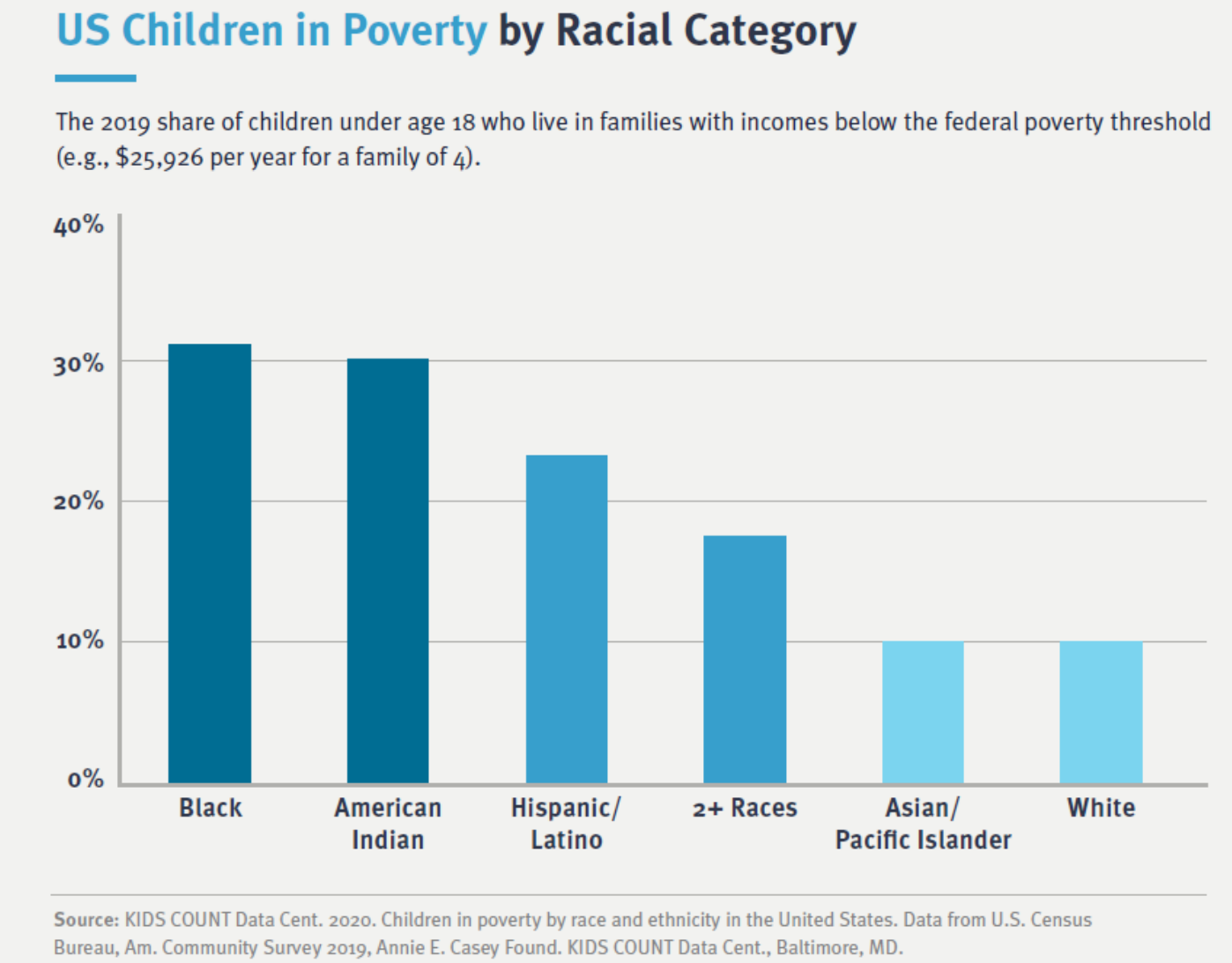
What Current & Historic Systemic Inequities Put Families of Color at Disproportionate Risk of Economic Hardship?

Some examples include:

- Exclusion from homeownership via red-lining
- Denial of access to mortgages, banking & financial services
- Lending discrimination
- Exclusionary zoning policies
- Discriminatory federal housing policy
- Residential segregation
- Racially restrictive covenants & laws
- Denial of access to quality housing
- Discrimination in labor markets & commerce
- Inequitable hiring practices
- Denial of access to quality education
- Lack of access to health care
- Discriminatory law enforcement & criminal legal system policies
- Political disenfranchisement

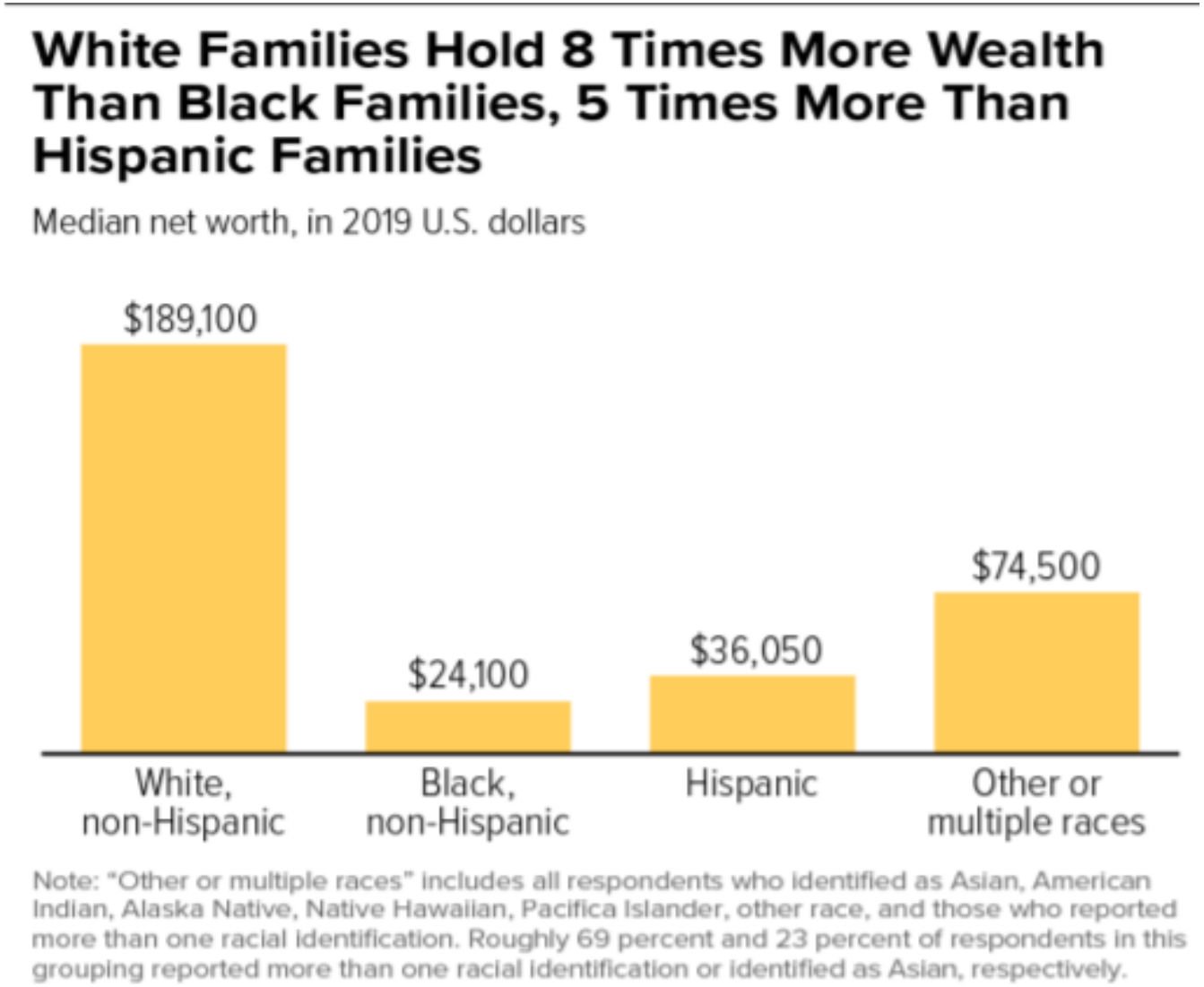
(AB 3121 Task Force Report, 2022)

Children in Families of Color Are More Likely to Experience Poverty



(Kids Count, 2020)
(US Census Bureau, 2020)
(Center on the Developing Child at Harvard University, 2021 - graphic)

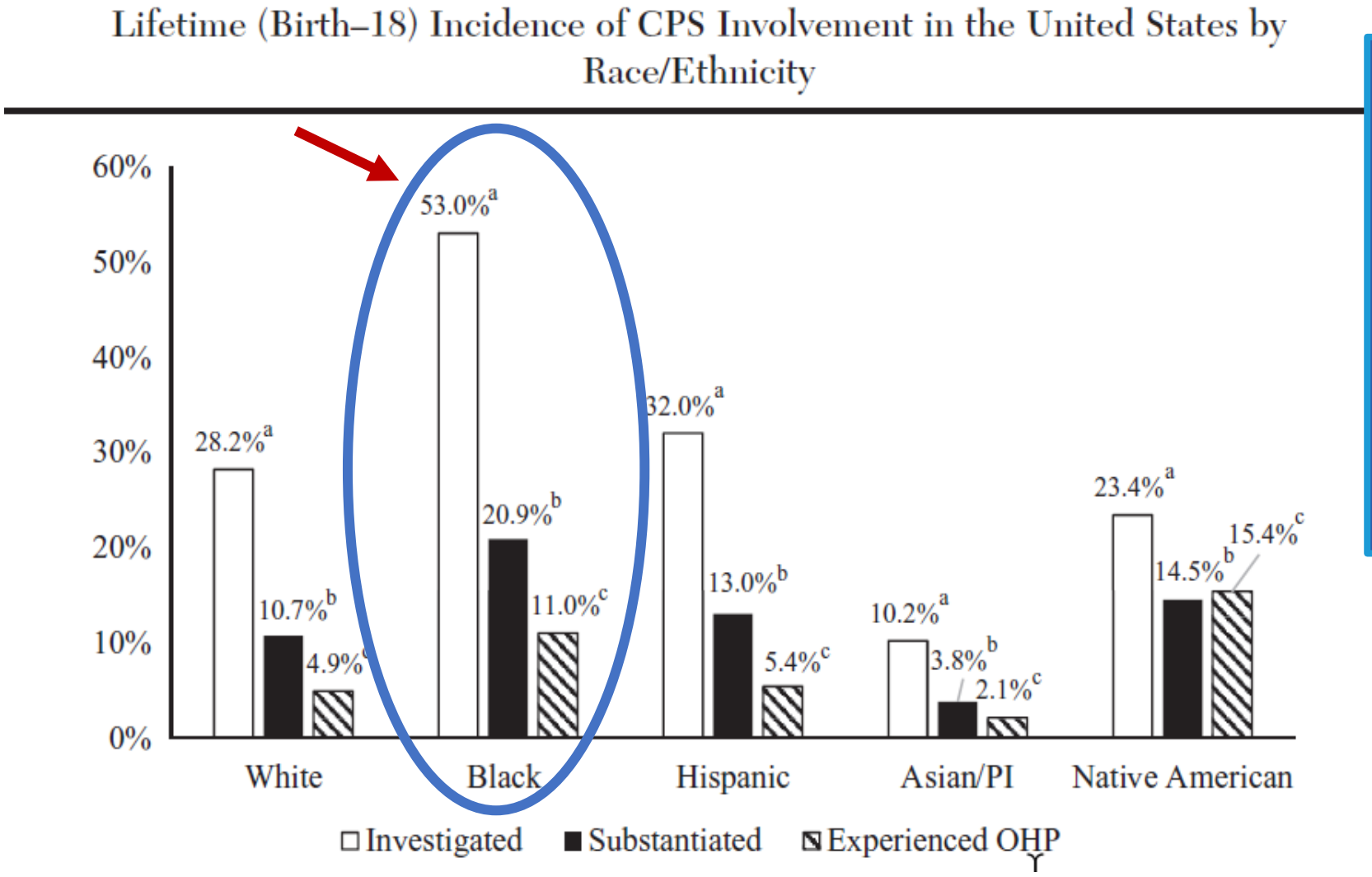
Macroeconomic Policy Context: Racial Wealth Gap Exacerbates Economic Insecurity for Families of Color



- Black Americans represent **13%** of the U.S. population, but possess **only 4%** of the nation's household wealth
- The median wealth of young Black families is **$600**
- Nearly **1 in 5** Black households has **zero or negative net worth**
- Native American households own **$0.09** for every dollar of wealth held by white households *(as of 2000)*

(CBPP, 2021 – graphic) (Federal Reserve, 2020) (Brookings, 2020) (Prosperity Now, 2020) (Insight Center, 2010)

CPS Interventions Are Pervasive: Over Half of All Black Children Experience an Investigation



- **37% of all children** and 41% of children in the 20 most populous U.S. counties experience at least one CPS investigation by age 18
- From 2006-2019, there were almost **30 million** CPS-investigated reports in the US
- An estimated **1 in every 100 children** experience a termination of parental rights

(Berger, 2020 - graphic) (Kim, 2017) (Edwards, 2021) (Child Maltreatment 2021) (Wildeman, 2020) (Austin, 2023)

Reflection

Share something you learned or something that was surprising to you in this presentation so far

Evidence:

Relationship between Economic & Concrete Supports and Child Welfare Involvement

Sources of Evidence

How do the following studies show the impact of programs, policies, and strategies for reducing child welfare system involvement through economic & concrete supports?



This vast body of science and growing preponderance of evidence informs our understanding of **what has been effective and why** and hypotheses about **potential policy shifts** & new pathways.

**Unless otherwise noted, all findings presented are statistically significant*

Overview of Economic & Concrete Supports

Some examples include:

- Cash assistance
- Emergency funds
- Direct cash transfers
- Earned Income Tax Credit
- Child Tax Credit
- TANF benefits
- Employment
- Income
- Flexible funds
- In-kind benefits
- Child care
- Housing supports
- SNAP
- WIC
- Medicaid
- Unemployment benefits
- Legal support
- Rental assistance
- Utility assistance
- Furniture & equipment
- Transportation
- Food
- Clothing

What does the evidence suggest happens when economic & concrete supports are reduced?

Decreased Access to Economic & Concrete Supports Is Associated with Increased Child Welfare Involvement

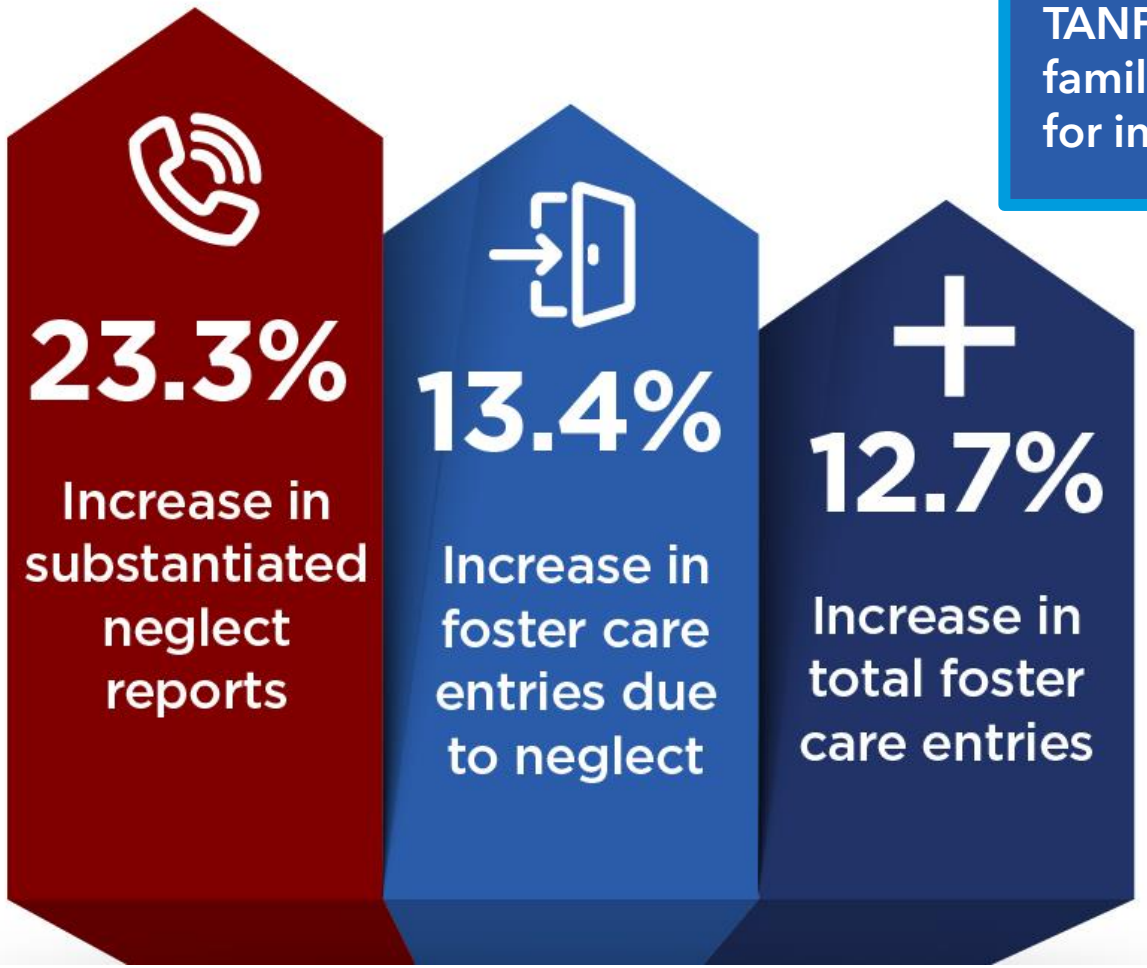
- Reduced TANF benefits
- Reduced income & negative earnings shocks
- Lack of child care
- Reduced employment
- Lack of stable housing
- Increased gas prices

= ↑ **Increased risk for child welfare involvement**

(Ginther, 2017) (Ginther, 2022) (Paxson, 2003) (Yang, 2016) (Cash, 2003) (Klevens, 2015) (Brown, 2020) (Berger, 2011) (Warren, 2015) (Cai, 2021) (Weiner, 2020) (McLaughlin, 2017) (Bullinger, 2021) (Berger, 2015) (Frioux, 2014) (Wood, 2012)

Lack of Access to Temporary Assistance to Needy Families (TANF)

States that imposed total benefit loss as the most severe sanction for not meeting TANF work requirements:



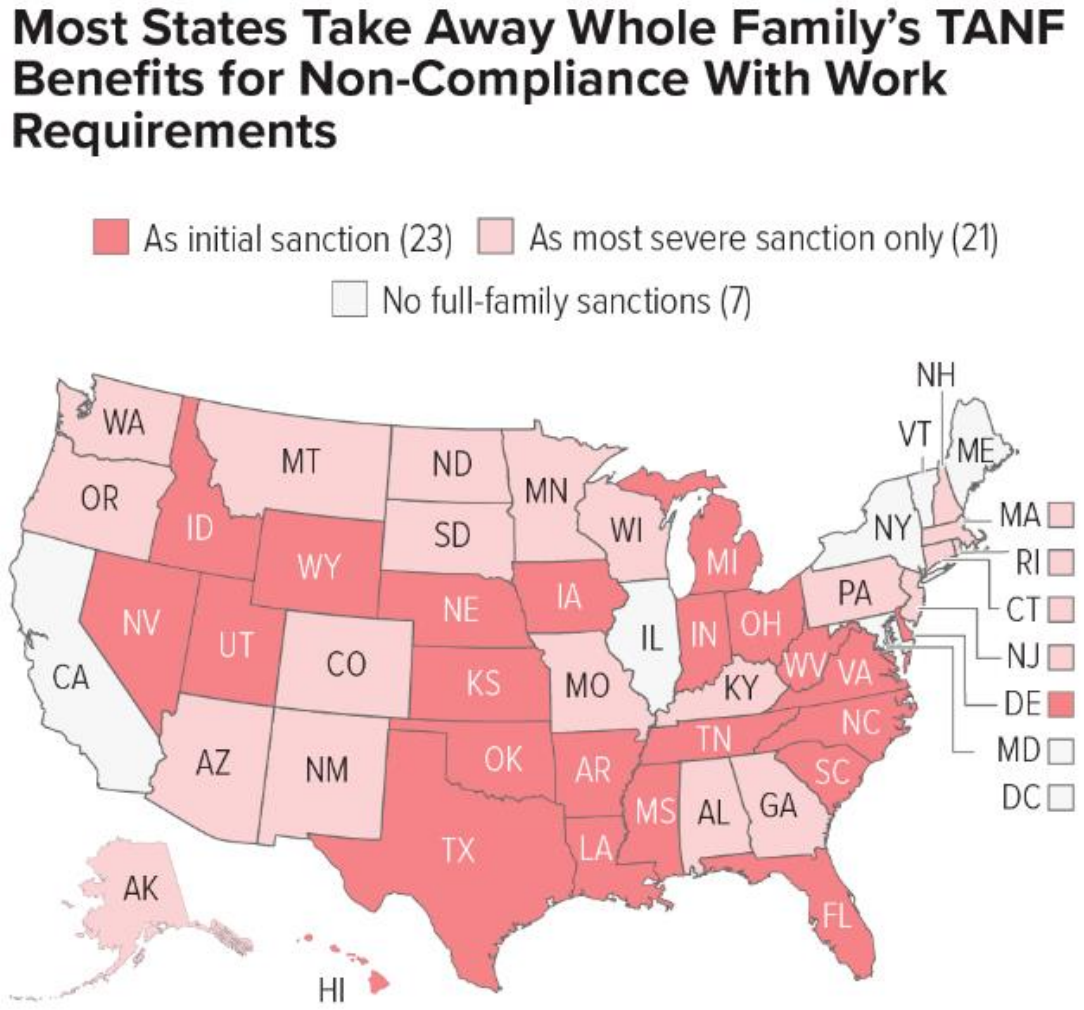
(Increases observed from 2004 to 2015)

(Ginther, 2017)

Reminder: **The first statutory goal of TANF is to provide assistance to needy families so that children can be cared for in their own homes or with relatives**

In FY 2021, up to **$6.2 billion** in federal TANF funds were being held in reserve by states *(ranging from $0 to $1.2 billion per state)*

State Policy Option: No Full-Family Sanctions for Non-Compliance with TANF Work Requirements



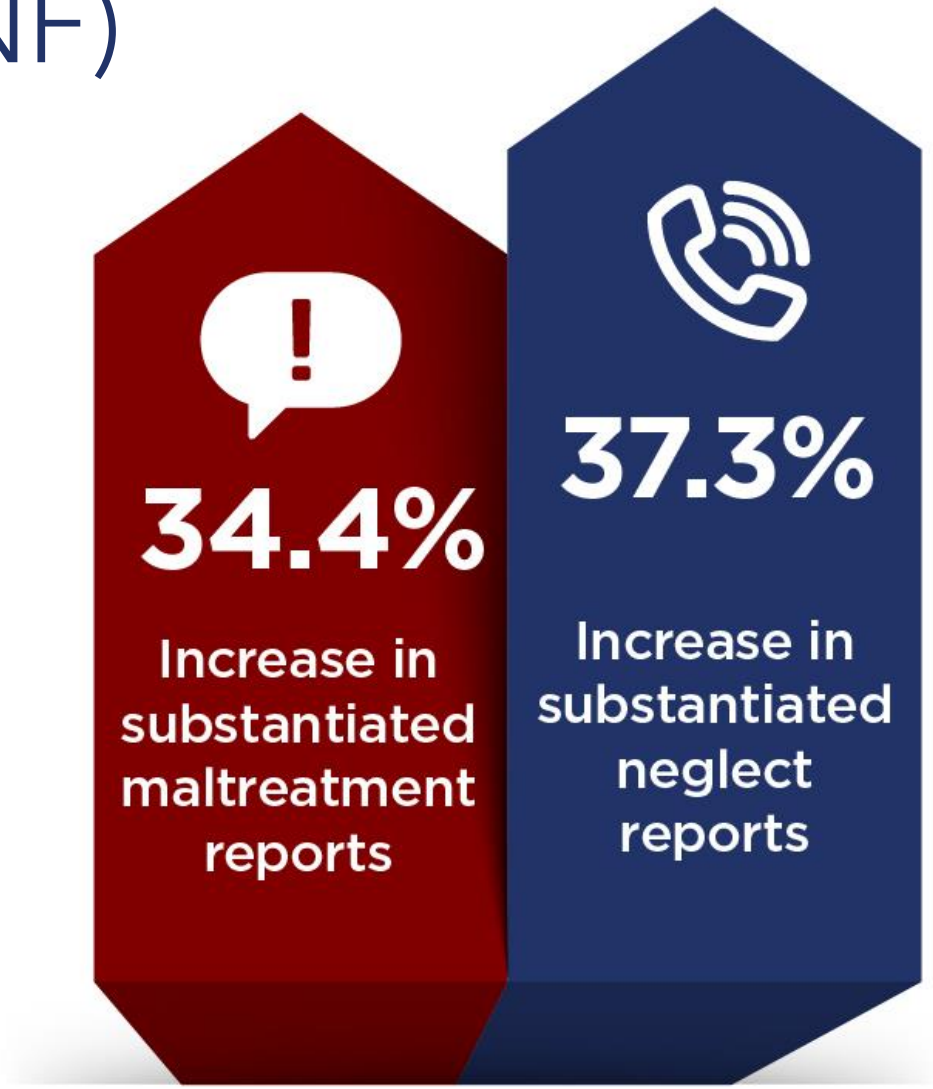
- **Nearly half of states** take away TANF benefits from the entire family *("full-family sanctions")* as the initial punishment if a parent does not meet work requirements
- States with higher concentrations of Black residents have a **higher likelihood** of imposing full-family sanctions

  (as of 2021)

(Center on Budget & Policy Priorities (CBPP), 2021)

Lack of Access to Temporary Assistance to Needy Families (TANF)

States that implemented TANF time limits of less than 5 years:



(Ginther, 2017)

(Increases observed from 2004 to 2015)

Lack of Access to Temporary Assistance to Needy Families (TANF)



State policies that limit access to TANF benefits:

- **Reducing the maximum allowable cash benefit amount**
- **Implementing stricter time limits on receipt of benefits**
- **Lower TANF-to-Poverty Ratio** (TPR)* *(indicating less access to TANF benefits)*

are associated with **increases in mothers' self-reports of physical child maltreatment**

(from 2001 to 2010)

(Spencer, 2021)

*TPR = number of families with children who receive TANF for every 100 families with children who are living in poverty

Lack of Access to Child Care



- For every additional child care concern reported by families receiving TANF, the **risk of supervisory child neglect increases by 20%**
- Mothers entering substance use treatment who have difficulty securing child care are **82% more likely to self-report child neglect** *(compared to mothers entering treatment who don't have this difficulty)*
  - ➢ Difficulty finding child care was a <u>stronger predictor of maternal neglect than almost any other factor measured in this study</u>, including mental health & severity of drug use

(Yang, 2016)
(Cash, 2003)

Lack of Access to Child Care



For working mothers who are low income:

- **Instability in child care** arrangements is associated with increased risk for self-reported physical & psychological aggression toward their children
- Not having access to **emergency child care** is associated with increased risk for self-reported neglectful behavior *(especially for single mothers)*

(Ha, 2015)

Reduced Employment



During the Great Recession (2007–2009), the rate of abusive head trauma (AHT) for children < 5 years old was **considerably higher** than during the period immediately before

- AHT rate **increased** from 8.9 in 100,000 children before the recession to 14.7 in 100,000 children during the recession

(Berger, 2011)

Housing Stress



- Families with children make up almost **one-third** of the total homeless population in the U.S.
- **1 in 3 children** who are homeless have experienced a major mental disorder by age 8

(HUD, 2022) (NCTSN, 2005)

Housing stress:

- Homelessness
- Eviction
- Foreclosure filing
- Housing instability/ Multiple moves
- Inadequate housing

is associated with <u>increased likelihood</u> of child welfare involvement:

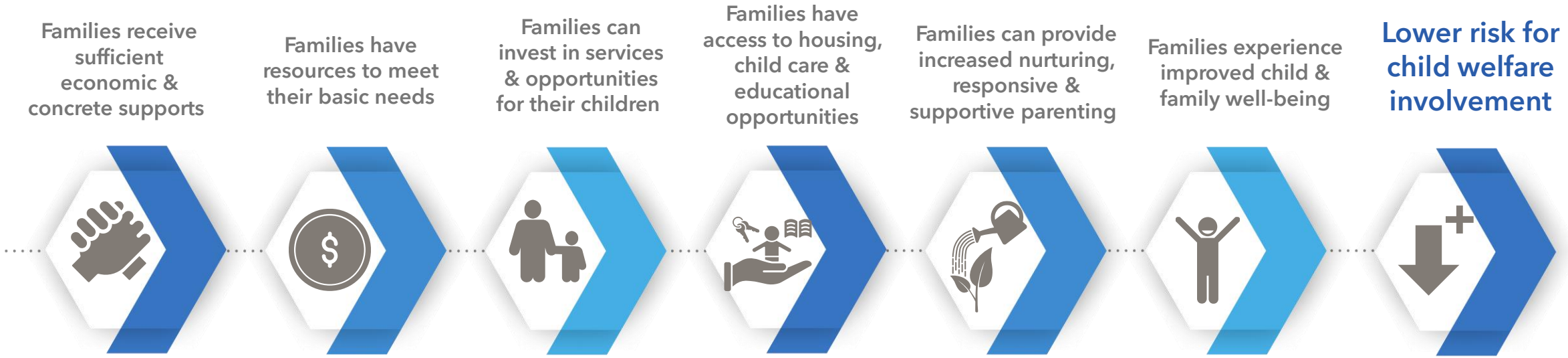
- Caregiver self-reported child maltreatment
- CPS investigations
- Substantiated CPS reports
- Foster care placement

(Chandler, 2022 – systematic review)

What does the evidence suggest happens when economic & concrete supports are increased?

How Might Economic & Concrete Supports Positively Impact Child and Family Well-being?

Family Investment Model



(Conrad, 2020) (Maguire-Jack, 2022)

Increased Access to Economic & Concrete Supports Is Associated with Decreased Risk for Child Welfare Involvement



Macroeconomic Supports

- Tax credits (EITC & CTC)
- Employment
  - Minimum wage
  - Paid family leave
  - Unemployment benefits

Concrete Supports

- Healthcare (Medicaid)
- Home visiting with ECS
- Child care & pre-K
- Housing

Public Benefits

- Overall state spending on benefits
- TANF
- SNAP & WIC

Child Welfare Interventions with ECS

- Differential response
- Family preservation

Economic & Concrete Supports As a Population-Level Strategy for Prevention of Child Maltreatment

Each additional $1,000 that states spend annually on public benefit programs per person living in poverty is associated with:

- 4% reduction in child maltreatment reports
- 4% reduction in substantiated child maltreatment
- 2% reduction in foster care placements
- 8% reduction in child fatalities due to maltreatment

(independent of federal spending)

Public benefit programs included in this analysis:

- ✓ Cash, housing & in-kind assistance
- ✓ Low-income housing infrastructure development
- ✓ Child care assistance
- ✓ Refundable EITC
- ✓ Medical assistance programs (including Medicaid + CHIP)

(Puls, 2021, state-level data FFY 2010–2017)

Economic & Concrete Supports As a Population-Level Strategy for Prevention of Child Maltreatment

In 2017, if all states had increased investment in public benefit programs by 13.3% there would have been an estimated:

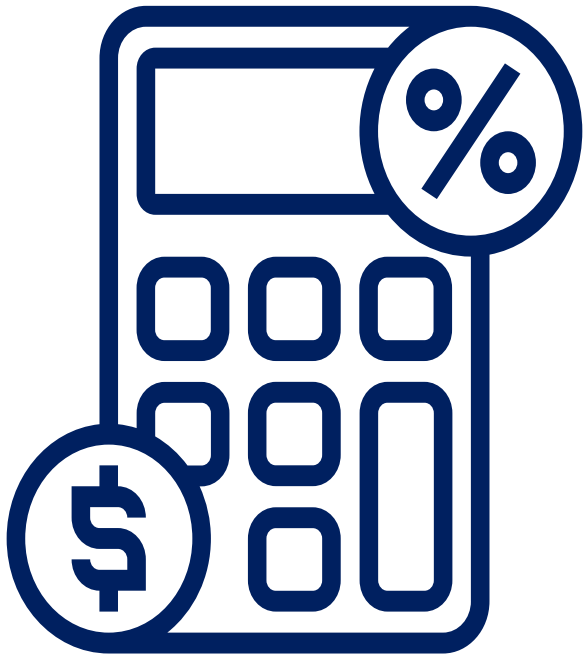
- 181,850 fewer child maltreatment reports
- 28,575 fewer substantiations
- 4,168 fewer foster care placements
- 130 fewer child fatalities due to maltreatment

Long-term cost savings:

Each additional **13.3%** that states invest annually in public benefit programs *(which would total $46.5 billion nationally)* would **save up to $153 billion** due to reduced maltreatment-related costs

(Puls, 2021, state-level data FFY 2010-2017)

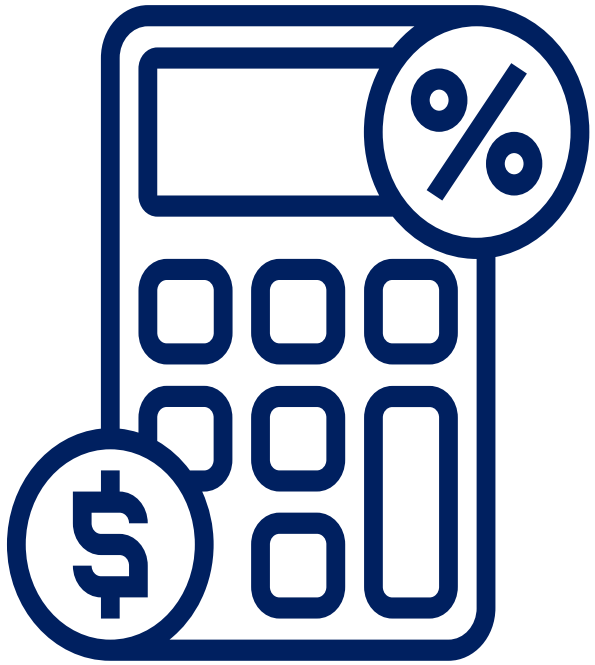
Earned Income Tax Credit (EITC) & Child Tax Credit (CTC)



- EITC and CTC payments are associated with **immediate reductions** in state-level child maltreatment reports
- Each additional $1,000 in per-child EITC and CTC refunds is associated with a decline in state-level child maltreatment reports of:
  - **2.3%** in the week of payment
  - **7.7%** in the 4 weeks after payment

(Kovski, 2022)

Earned Income Tax Credit (EITC)

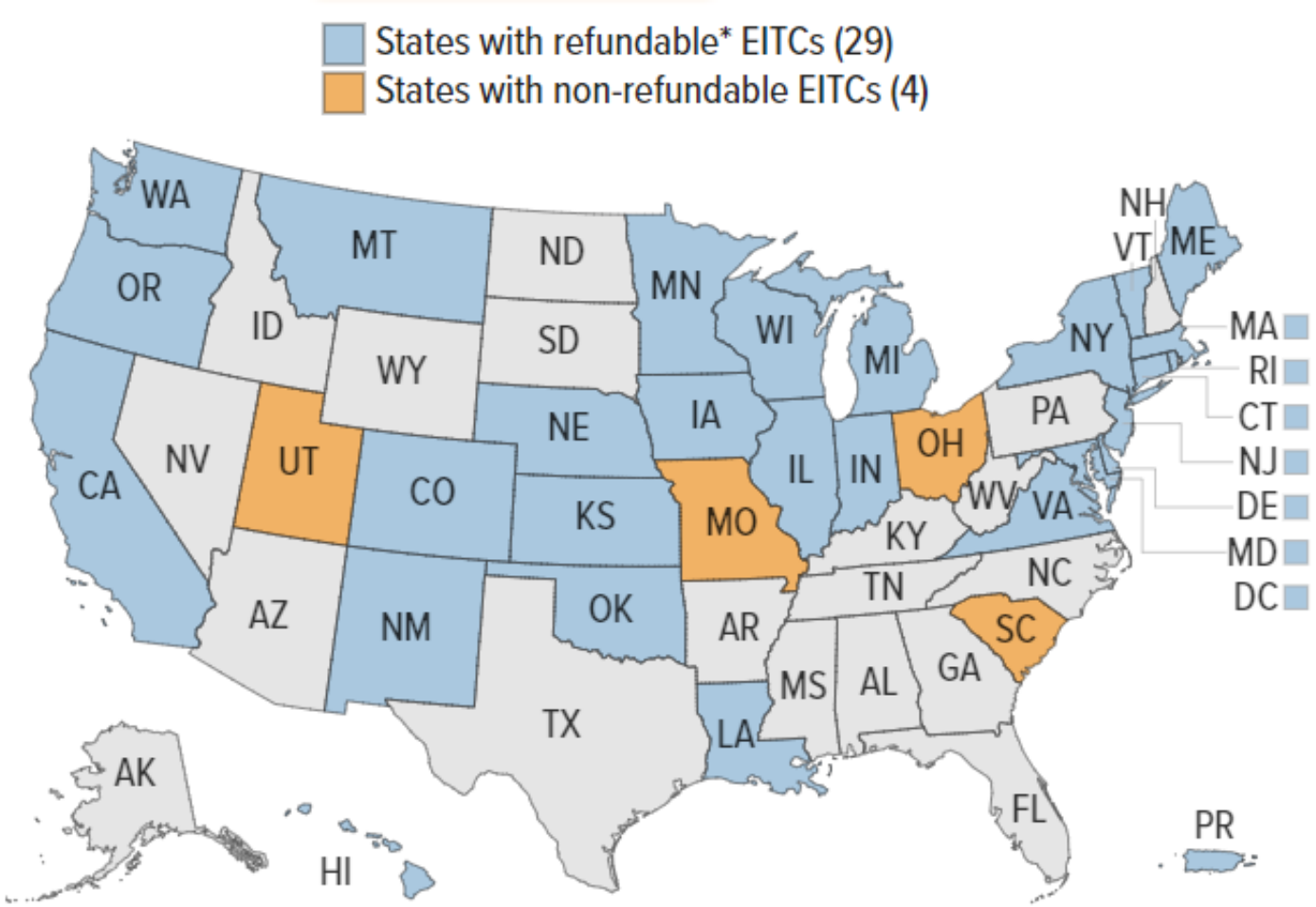


- 10% increase in the generosity of <u>refundable</u> state-level EITC benefits is associated with:
  - **5% decline in reported maltreatment rates**
  - **9% decline in reported neglect rates**
- <u>Refundable</u> state-level EITC (averaging $400 per year) is associated with a **13% decrease in hospital admissions for abusive head trauma** for children < 2 years old* *(even after controlling for poverty, race, education & unemployment)*

(Kovski, 2022)
(Klevens, 2017)

** Approaches statistical significance*

State Policy Option:
Establish a State Earned Income Tax Credit



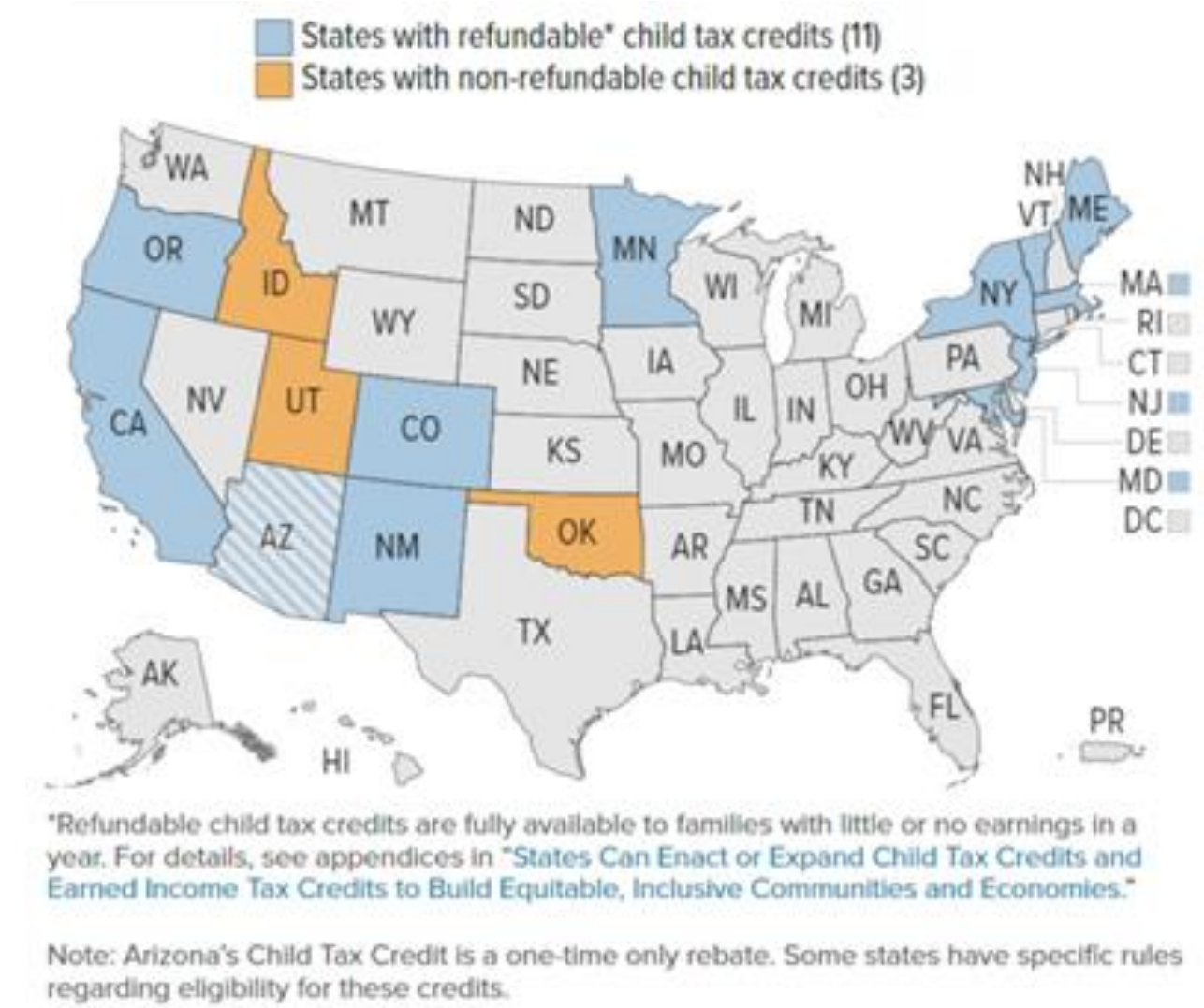
*Refundable earned income tax credits (EITCs) give working households the full value of the credit they earn even if it exceeds their income tax liability.

29 states, D.C., Guam & Puerto Rico have a refundable EITC

(as of August 2023)

(CBPP, 2023)

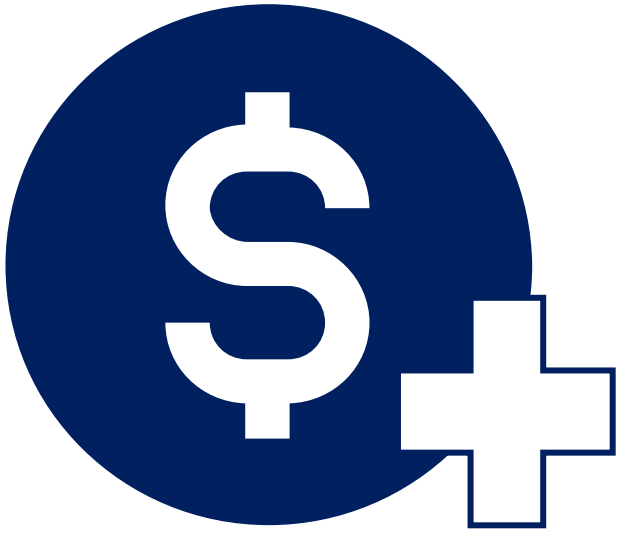
State Policy Option:
Establish a State Child Tax Credit



- **11 states** have enacted a state-level refundable CTC *(as of August 2023)*
- **Minnesota's** new refundable CTC is the nation's most generous, providing families earning $35K or less with up to $1,750 per child annually
  - ➢ It is predicted to reduce child poverty in the state by **33%**

(CBPP, 2023) (CPSP, 2023)

Minimum Wage

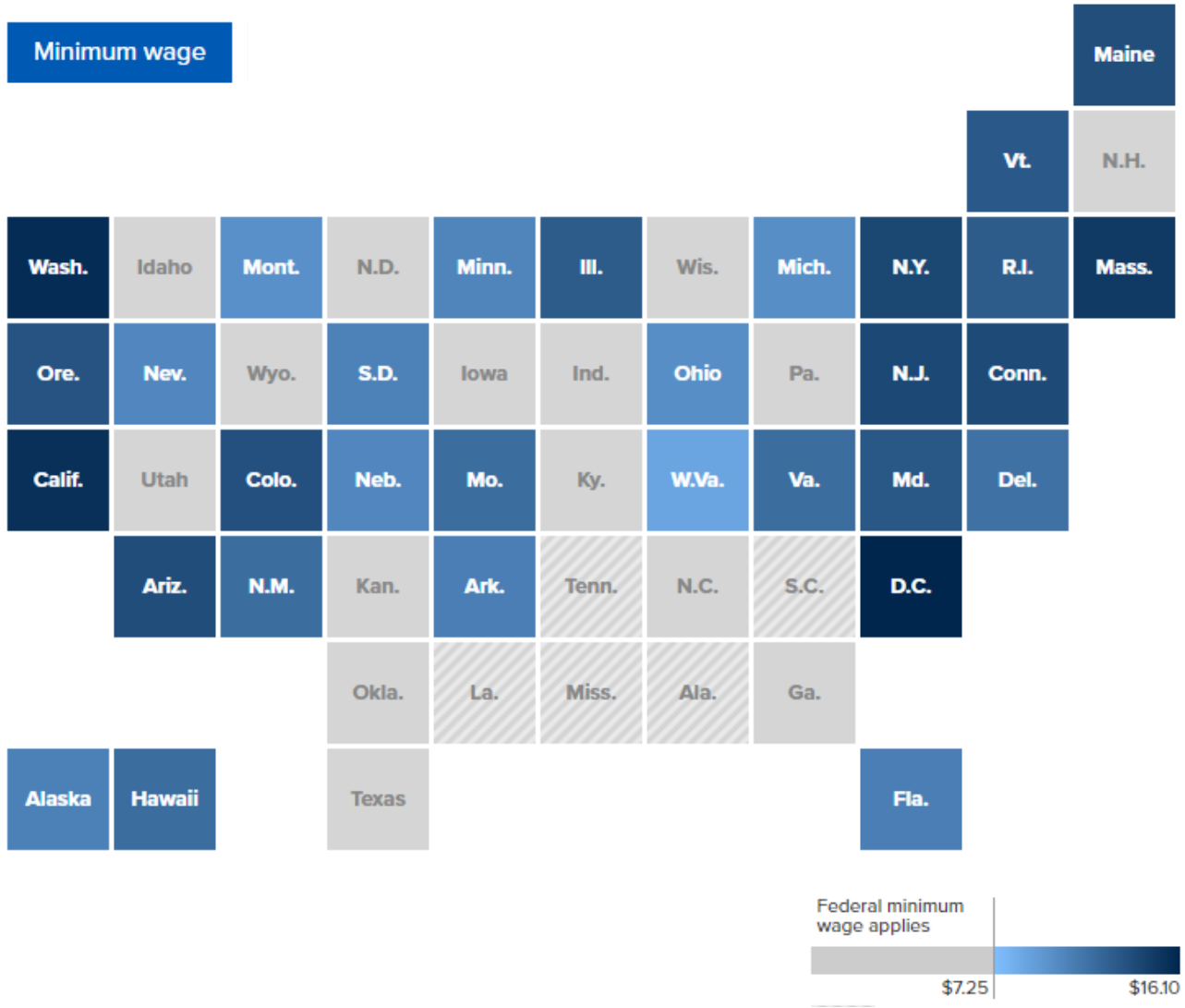


From 2004 to 2013:

- States that <u>increased</u> the minimum wage beyond $7.25 per hour experienced a **decline in child maltreatment reports**
- Every $1 increase in minimum wage was associated with a **9.6% decline in neglect reports** *(primarily for children < 12 years)*

(Raissian, 2017)

State Policy Option:
Establish or Increase Minimum Wage

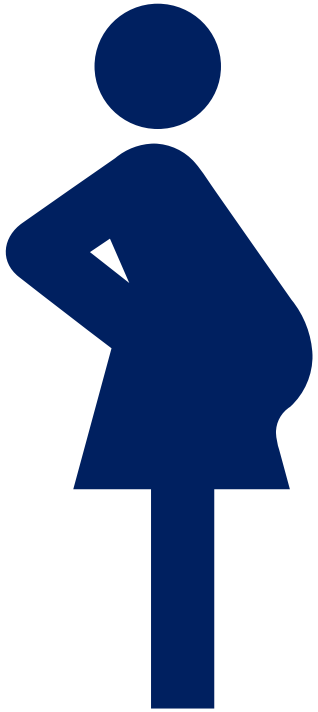


- **18 states + D.C.** have adopted minimum wages of $12 or higher
- The current federal minimum wage of $7.25 per hour is now **worth less than at any point since 1956**
- A worker paid the current federal minimum wage earns **40% less** than a minimum wage worker in 1968

  (as of January 2023)

(EPI, 2023 - graphic)
(EPI, 2022)

Paid Family Leave (PFL)



Compared to states with no PFL policy, the implementation of California's 2004 PFL policy *(up to 12 weeks of partially paid leave)* was associated with a **decrease in hospital admissions for abusive head trauma**:

- among children <1 year old and
- among children < 2 years old

(Klevens, 2016)

Medicaid Expansion



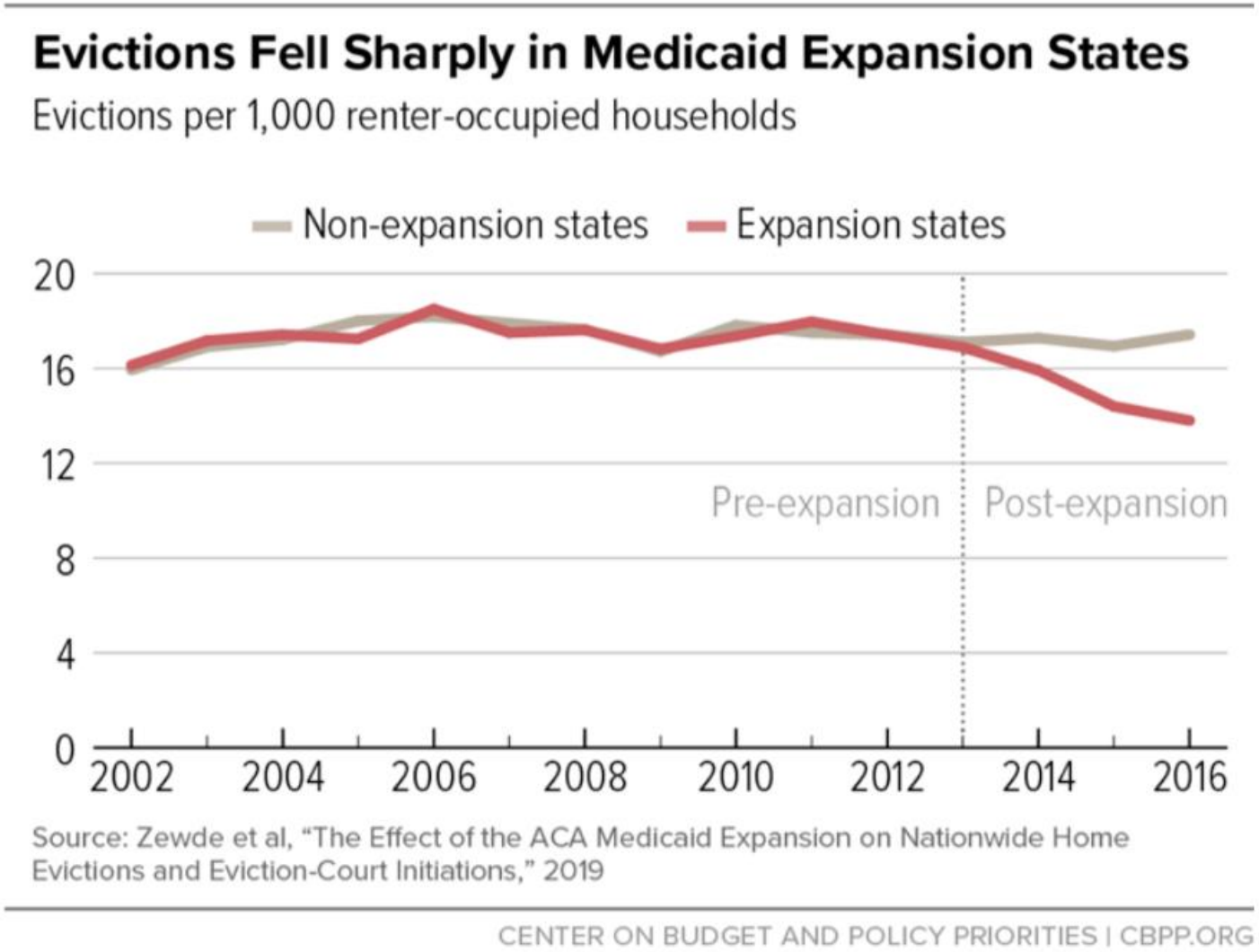
The rate of **screened-in neglect reports for children < age 6 decreased** in states that expanded Medicaid, but <u>increased</u> in states that did not expand Medicaid
(from 2013 to 2016)

- If non-expansion states had expanded Medicaid, there would have been almost **<u>125,000 fewer</u> screened-in neglect referrals for children < age 6** in the U.S.
  (from 2014 through 2016)

Medicaid expansion is associated **with improved economic stability & mental health** for parents who are low income

(Brown, 2019)

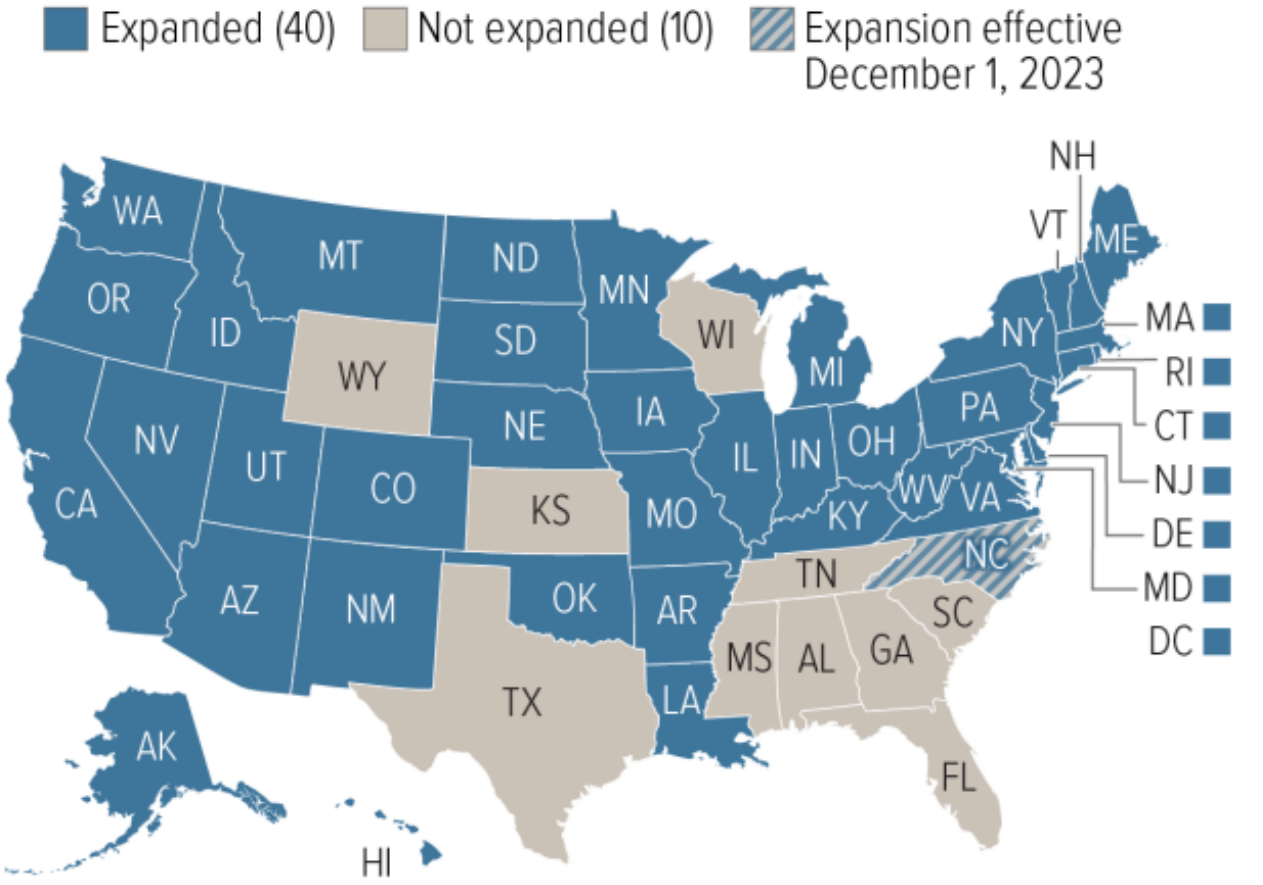
Policy Synergy: Medicaid Expansion & Housing Stability



- Medicaid expansion is a **key strategy** for addressing housing instability for people with low incomes
  - **Evictions fell by 20%** in Medicaid expansion states compared to non-expansion states
- By providing enrollees with **financial protection from high medical bills**, Medicaid can free up income to pay rent or to avoid eviction
  - **41%** of US adults report they have health care debt

(Zewde, 2019)
(CBPP, 2022 - graphic)
(KFF, 2022)

State Policy Option: Expand Medicaid



Source: Kaiser Family Foundation, "Status of State Medicaid Expansion Decisions: Interactive Map" https://www.kff.org/medicaid/issue-brief/status-of-state-medicaid-expansion-decisions-interactive-map/

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40 states and D.C. have expanded Medicaid to adults with incomes up to 138% of the federal poverty level

(CBPP, 2023 - graphic)

Universal Home Visiting with Economic & Concrete Supports



Family Connects (FC) is a short-term, community-wide nurse home visiting program for families with newborns

- **Focuses on addressing material needs:** 1–3 home visits to assess family needs, connect families to community resources, and provide education & intervention as needed
- **Randomized clinical trials** of all families with births in select hospitals in Durham, NC over a 6-month period found that families randomly assigned to FC experienced:
  - ➢ **More positive maternal mental health** (at age 6 months)*
  - ➢ **44% lower rate of CPS investigations** (through age 2)
  - ➢ **39% fewer CPS investigations** (through age 5)

(compared to families who didn't receive FC)

(Goodman, 2021)(RCT)
(Dodge, 2019)(RCT)

** Approaches statistical significance*

*"The findings… suggest that, when implemented with high quality & broad reach, a brief postpartum nurse home visiting program can **reduce population rates of child maltreatment**."*

State Policy Option: Fund Universal Home Visiting to Prevent Child Welfare Involvement at the Population Level



NEW JERSEY DEPARTMENT OF CHILDREN AND FAMILIES

REQUEST FOR PROPOSALS

FOR

Universal Home Visitation

Publication Date May 25, 2023

Response Deadline: June 28, 2023 by 12:00 P.M.

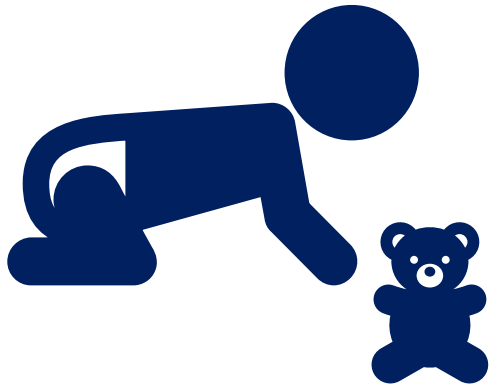
Funding of $44,777,897.64 Available in State funds

Family Connects

- Provided at no cost, on a voluntary basis to families of all backgrounds & incomes
- Available to birth, adoptive & resource families with a newborn, and parents experiencing a stillbirth

(NJ RFP, 2023)

Child Care Subsidies



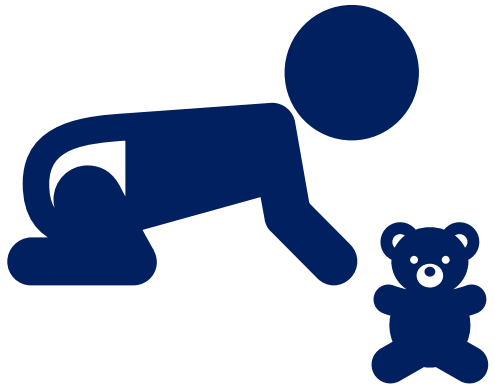
Each additional month that mothers who are low income receive a child care subsidy is associated with:

- **16% decrease** in the odds of a neglect report
- **14% decrease** in the odds of a physical abuse report

(in the following 12 months)

(Yang, 2019)

Preschool



Neighborhoods with a higher percentage of **3- and 4-year-olds attending preschool** *(both locally and in surrounding neighborhoods)* are associated with **lower rates of child maltreatment investigations & substantiations**

(Klein, 2011)

Child Care & Preschool Investments



Child care investments* included in Build Back Better (proposed 2020-2021) would be associated with a:

- **6.4% reduction** in CPS investigations
- **6% reduction** in substantiated child maltreatment
- **3.1% reduction** in foster care placements
- **11.6% reduction** in child fatalities due to maltreatment

(Puls, 2022)

**$273 billion for child care for children up to age 5*
$109 billion for free and universal preschool

Supportive Housing



Children of child welfare-involved families who face housing instability and receive a supportive housing program (housing voucher + case management) experience:

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

(Farrell, 2018) (RCT)

State Policy Option: Connect Head Start Families to Housing Supports



Connecticut

Head Start on Housing Program (2022)

Cross-agency collaboration that provides **federal housing vouchers** to families with young children participating in Head Start programs

State Policy Option: Provide Short-Term Housing Support to Families Involved with Child Welfare

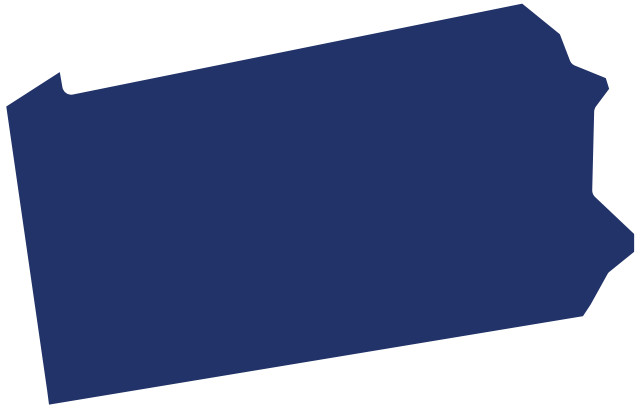


Wisconsin – Family Keys Program (2022)

Provides **short-term housing funds** to families with children at risk of removal due to housing insecurity & to families unable to reunify due to inadequate housing

- Short-term housing funds will be used for **hotel costs, short-term rentals & expenses related to finding and maintaining housing** *(security deposits, housing application fees, utility costs)*

State Policy Option: Provide Rental Assistance Directly to Families Eligible for Housing Vouchers



~ **40% of households** offered a housing choice voucher are **unable to find an eligible unit** due to discrimination & lack of landlord participation

(HUD, 2023)

Pennsylvania – PHLHousing Plus Program (2022)

- Philadelphia Housing Authority launched **PHLHousing+**
  - 300 tenants on public housing waitlists randomly selected to receive monthly unconditional cash payments instead of housing voucher
  - Selected families receive monthly payments averaging $900 (varies depending on need) to help offset cost of rent for 2½ years
- HUD hopes to launch similar **multi-site Direct Rental Assistance pilot**

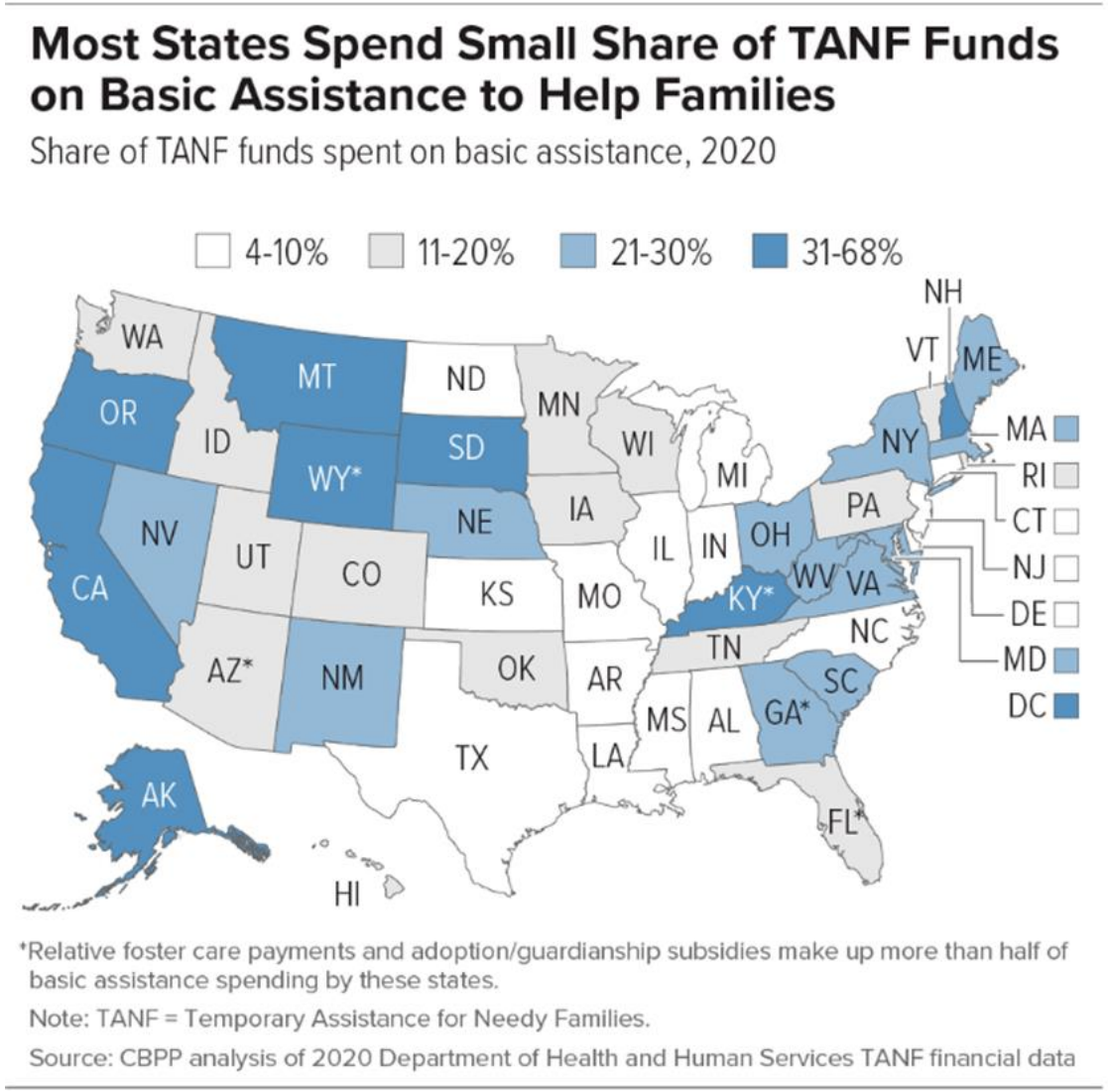
Temporary Assistance to Needy Families (TANF)



A 10% increase in state public benefit levels *(AFDC/TANF + the value of food stamps)* for a family of four is predicted to **reduce foster care placements by 8%**

(Paxson, 2003)

State Policy Option: Increase TANF Spending on Cash Assistance



- **15 states** spend **<10%** of TANF funds on basic assistance
- **41% of Black children** live in states that spend **<10%** of TANF funds on basic assistance

Find out how your state spends its TANF funds:
https://www.cbpp.org/research/family-income-support/state-fact-sheets-how-states-spend-funds-under-the-tanf-block-grant

(CBPP, 2022)

Temporary Assistance to Needy Families (TANF)

Easing TANF restrictions is associated with:

- **Fewer children with substantiated neglect**
- **Fewer children placed into foster care**



- An estimated **29,112 fewer children would have entered foster care nationally** from 2004 to 2016 if states had eased TANF restrictions to increase access for families

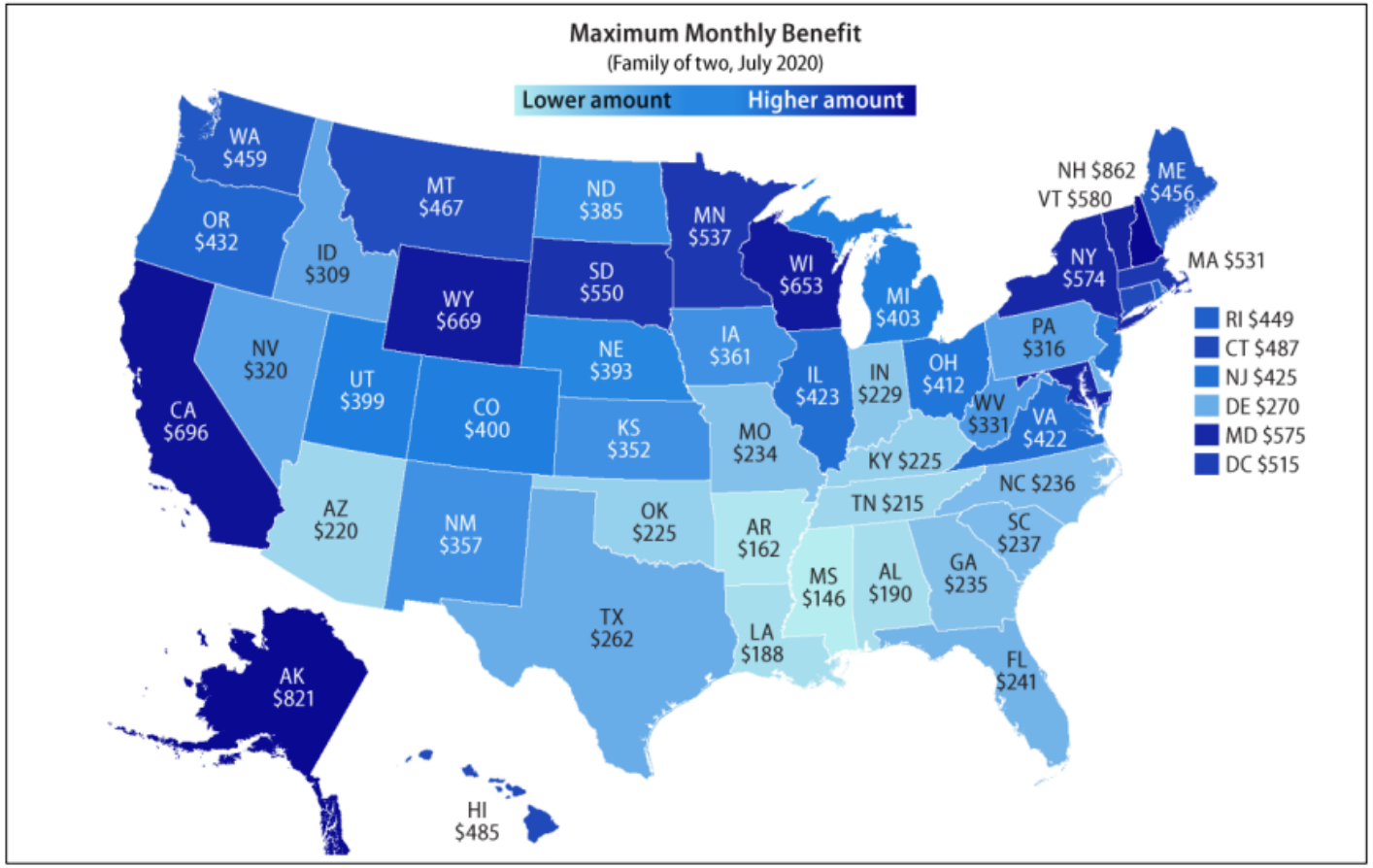
TANF policy choices reviewed in this study included:

- Time limits of less than 60 months
- Severe sanctions for not meeting work requirements
- Work requirements for mothers with children < 12 months
- Suspicion-based drug testing of applicants

(Ginther, 2022)

State Policy Option: Increase TANF Cash Assistance Benefit Amounts

Figure 3. TANF Cash Assistance Maximum Monthly Benefit Amounts for a Single-Parent Family with One Child, 50 States and the District of Columbia, July 2020



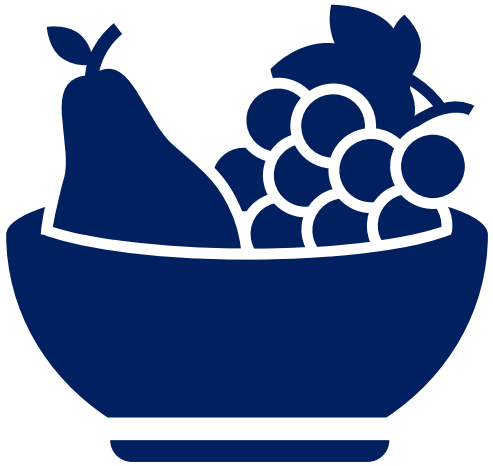
Source: Congressional Research Service (CRS), based on data from the Welfare Rules Database, funded by the Department of Health and Human Services (HHS) and maintained by the Urban Institute. The Welfare Rules

TANF cash benefit amounts are determined solely by states

- For a family of 2, maximum benefit amount varies from $146 to $862 per month *(as of July 2020)*
- Only **two states** have a maximum benefit amount > 50% of the federal poverty level (FPL)
- Although several states increased cash benefit amounts in 2021, benefits in most states remain at their **lowest value** since the program was created in 1996
- **48% of Black children** live in states with benefit amounts below 20% of the FPL, compared to 35% of white children

(CRS, 2022)
(CBPP, 2023)

Supplemental Nutrition Assistance Program (SNAP)



States with **more generous SNAP policies** experienced:

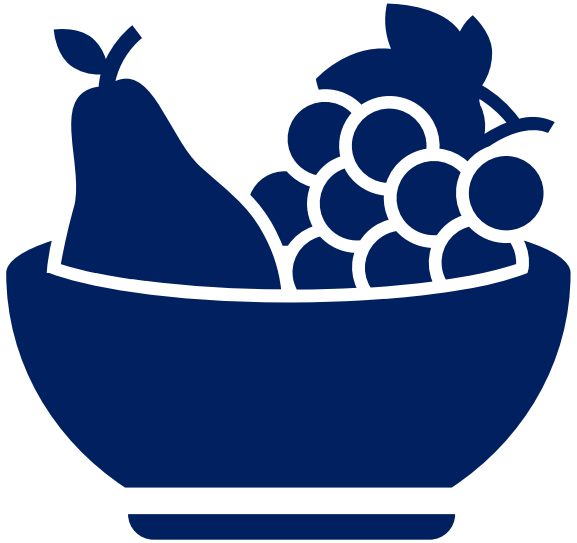
- Large reductions in CPS reports
  (reduction of 352 reports per 100,000 children)*
- Fewer substantiated reports, particularly for neglect
- Fewer foster care placements

(from 2004 to 2016, compared to states with less generous SNAP policies)

(Johnson-Motoyama, 2022)

*(95% CI, -557.1 to -148.2)

Supplemental Nutrition Assistance Program (SNAP) & Special Supplemental Nutrition Program for Women, Infants & Children (WIC)



Children from low-income families who participate in SNAP or WIC (jointly or alone) have a **lower risk of substantiated maltreatment reports**

(compared to children from low-income families who don't participate in either program)

(Lee, 2007)

State Policy Option:
Reduce the Administrative Burden for SNAP

33 states have implemented a combination of policies to reduce the administrative burden for SNAP.



- Administrative burdens are barriers that increase the costs **- time, money & psychological distress** - of applying for and maintaining enrollment in public benefit programs
- For SNAP, **longer recertification intervals, online application materials & simplified income reporting** can reduce administrative burden and increase participation

2021: 31 states State has newly adopted and implemented the policy since October 1, 2021

(PN3, 2022)

Family Preservation with Concrete Supports



Families with open child welfare cases (mostly neglect) who receive a home-based services program with concrete supports are **17% less likely to experience a subsequent child maltreatment report** (during the first year)

(compared to families who receive the program without any concrete supports)

(Rostad, 2017)

Family Preservation with Concrete Supports



For families who report *difficulty paying bills* prior to receiving a home-based services program with concrete supports:

- Provision of clothing/furniture/supplies or housing assistance is associated with **reduced likelihood of subsequent substantiated maltreatment**
- Provision of cash assistance or clothing/furniture/supplies is associated with **reduced likelihood of a subsequent foster care placement**

(Ryan, 2004)

State Policy Option: Provide Economic & Concrete Supports through Family Preservation Program



Illinois – Norman Services for Family Preservation

Families whose children are at risk of removal due to **lack of food, clothing, housing or other basic human needs** are referred by child welfare to this family preservation program which provides:

- **Emergency cash assistance** for:

  Security deposit and/or first month's rent • Housing repairs • Utilities • Food • Clothing • Furniture and/or equipment • Transportation

- Assistance finding **housing**
- **Waiver to allow families to apply for TANF** if working towards reunification

State Policy Option: Provide Flexible Funds to Meet Concrete Needs of Child Welfare-Involved Families



From 2019 to 2023

Prevention investment of **$11.4 million**

Out-of-home care costs reduced by **$79.1 million**

(decline in out-of-home costs includes significant decrease in number of children in foster care & reductions in congregate care placements)

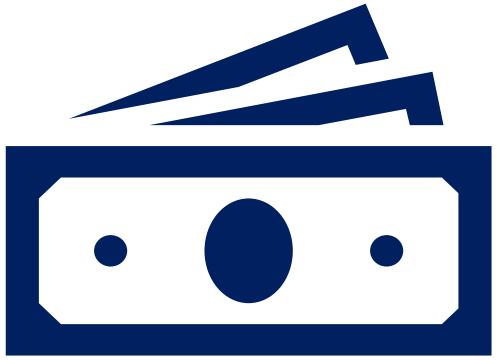
Kentucky

- **$1,000 in flexible funds** available (per family) to meet the concrete needs of families participating in Kentucky's family preservation program to prevent entry into foster care
- **$4,000 in flexible funds** available (per family) through community action agencies to meet the concrete needs of families with active CPS cases, including investigations, alternative response & ongoing cases

(Joint Committee on Health, Welfare & Family Services, 2021)
(CPS Concrete Goods & Services Funding FAQ).

Economic Supports Provide Stability and Are Associated with Improved Mental Health & Well-Being

Stockton Guaranteed Income Program (2019–2021)



With their monthly cash payment, recipients spent:

- 37% on food
- <1% on tobacco & alcohol

125 low-income residents of Stockton, CA were randomly selected to receive $500 per month for 2 years

After 1 year, compared to the control group who didn't receive the payment, recipients experienced:

- ✓**Improved financial stability**
- ✓**Improved adult mental health**

Recipients also experienced:

- ✓**Improved employment**
  - 28% of recipients had full-time jobs at start → one year later, 40% had full-time jobs

(West, 2021) (West, 2023) (RCT)

Baby's First Years
(2019–present)



First **large-scale U.S. randomized controlled trial** designed to identify **causal impact of poverty reduction on children's early development**

- 1,000 low-income mothers of newborns were randomly assigned to receive *either* $333 monthly unconditional cash payment *or* nominal monthly payment (control group) for the first 4 years of their child's life

Initial Findings: 1-year-olds whose mothers received $333 monthly cash payment **had brain activity associated with higher cognitive functioning** *(compared to infants in the control group)*

➢ **Monthly unconditional cash payments given to families experiencing poverty may have a causal impact on early childhood brain activity**

(Troller-Renfree, 2022)
(Noble, 2021) (RCT)

How Do People Spend Unconditional Cash Payments?

Meeting Basic Needs

- Food
- Rent
- Utilities
- Auto care/transportation

Education

- School supplies
- Tuition
- Child care

Paying Down Debt

Alcohol & Tobacco

- Families who received **monthly Canadian child benefit payments significantly <u>decreased</u>** their alcohol & tobacco spending
  - ➢ *Supports theory that substance use is sometimes a response to financial stress*
  - ➢ *Consider economic & concrete supports as a substance use prevention intervention*
- **Stockton & Baby's First Years** unconditional cash transfer recipients spent <u>less than 1%</u> of payments on tobacco & alcohol

(Evans, 2017) (West, 2021) (Yoo, 2022) (Perez-Lopez, 2021) (Jones, 2015)

Resource Considerations for Building a Child & Family Well-being System

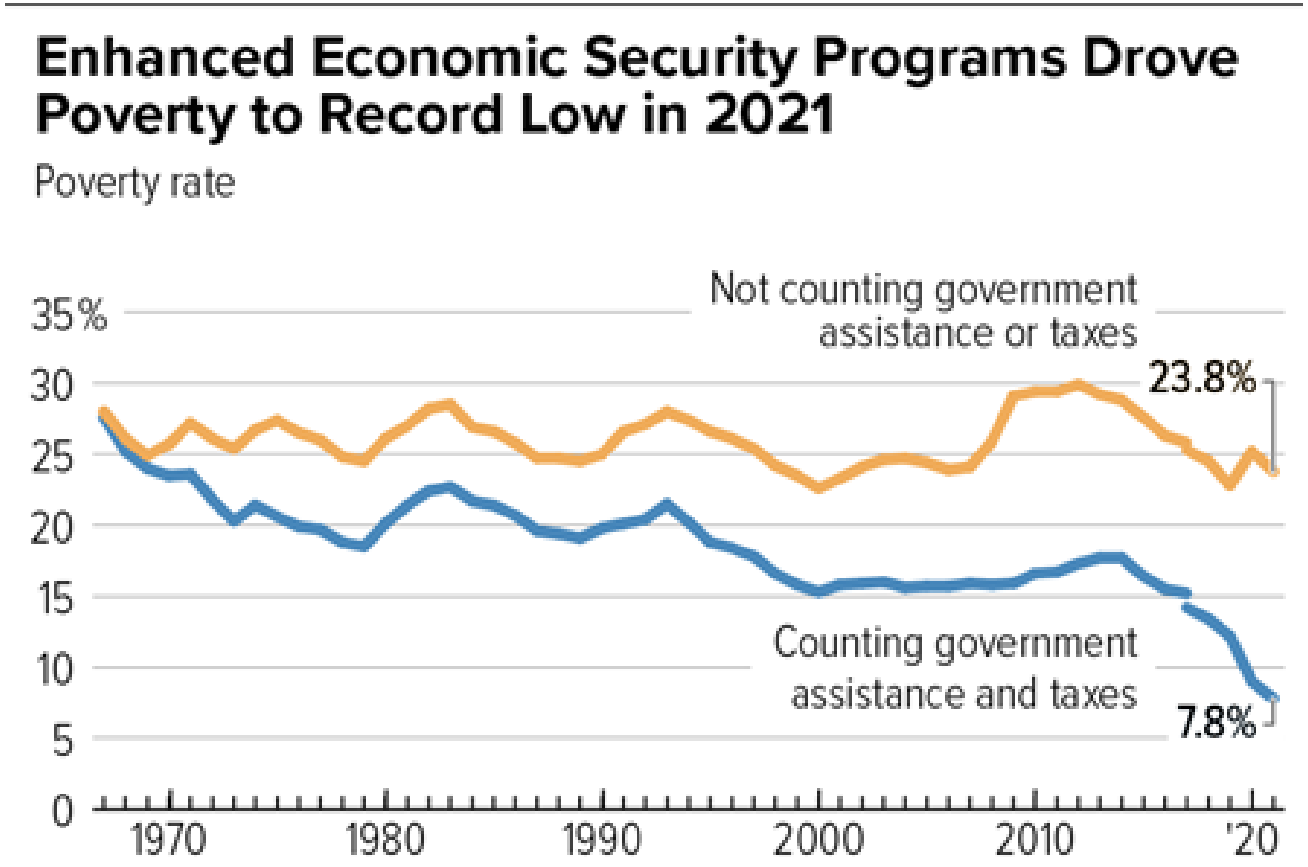
Annual Costs of Child Maltreatment in the U.S.



- **$80 billion** = direct & indirect costs of child maltreatment (2012)
- **$428 billion** = economic burden due to *substantiated* child maltreatment (lifetime costs incurred annually) (2015)
- **$2 trillion** = economic burden due to *investigated* child maltreatment (lifetime costs incurred annually) (2015)

(Gelles, 2012)
(Peterson, 2018)

Strong Policy Response During the Pandemic Led to Historic Decline in Poverty

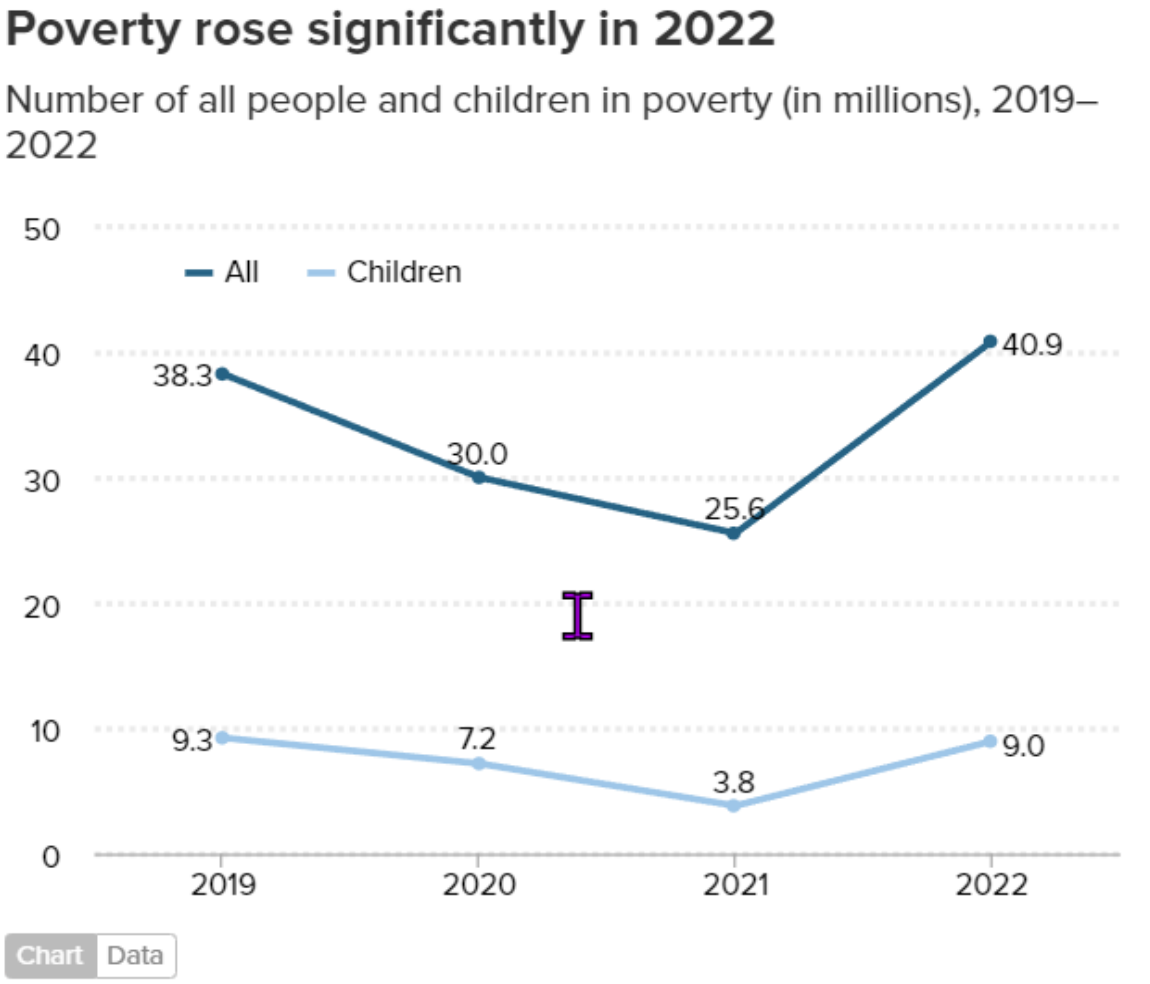


Strong policy response during the pandemic brought the U.S. poverty rate to its lowest level on record in 2020 & to a new **record low of 7.8%** in 2021

- Child poverty rate **fell to record low of 5.2%** in 2021 *(compared to 9.7% in 2020)*
- Black child poverty rate **declined to 8%** in 2021 *(compared to 17% in 2020)*

(CBPP, 2023)

Poverty Significantly Increased, Particularly Among Children Following Expiration of Pandemic-Era Enhanced Government Assistance



- The poverty rate **increased to 12.4%** in 2022 (from 7.8% in 2021), the largest one-year jump on record
- The **child poverty rate more than doubled to 12.4%** in 2022 (from 5.2% in 2021), translating to **5.2 million** more children living in poverty
- Had expanded CTC been in effect in 2022, child poverty rate would have been **8.1%**

(based on the Supplemental Poverty Measure)

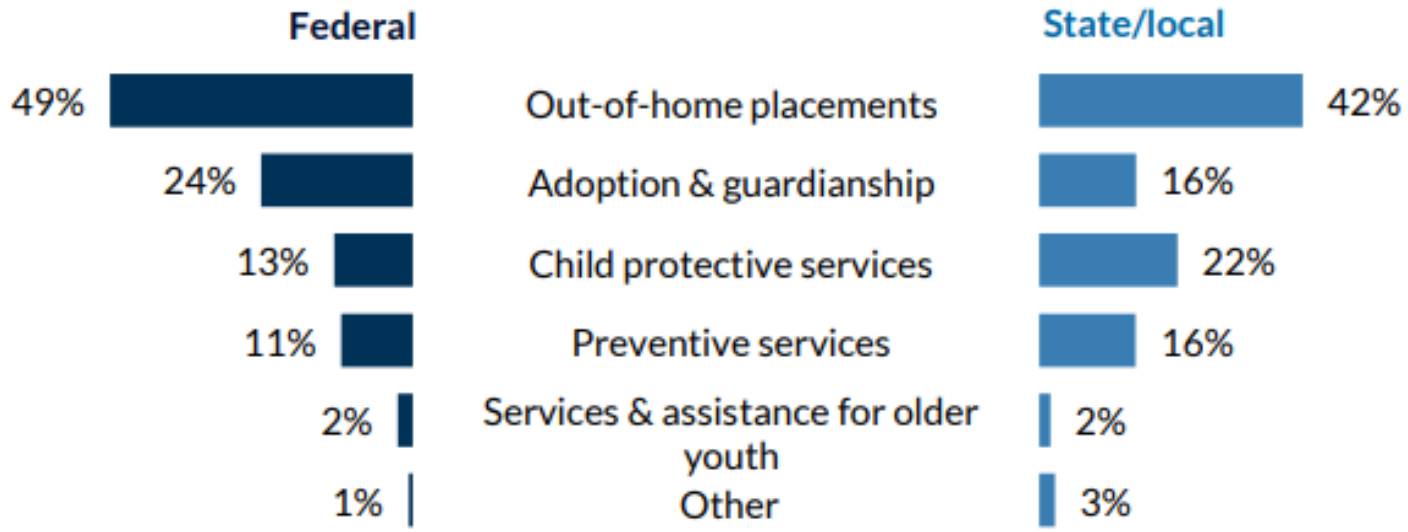
(EPI, 2023) (Census Bureau, 2023) (CPSS, 2023)

Total Annual Public Expenditures on Child Welfare Systems in the U.S.

$31.4 billion = total direct public expenditures by state & local child welfare agencies (SFY 2020)

($1.6 billion reduction in total spending from SFY 2018)

Proportion of federal and state/local expenditures on categories of services



Of all federal, state & local expenditures:

- **Almost half** is spent on out-of-home placements
- **Less than 16%** is spent on prevention
  - Of this, three-quarters is spent on parenting programs and caseworker visits & administration
  - Less than 9% is spent on **economic & concrete supports for families**

- ***Find your state's prevention percentage in the Child Trends Financing Study***
- ***What would it take to flip this percentage?***

(Child Trends, 2023)

State Policy Option: Expand Family Resource Centers to Provide Economic & Concrete Supports to Families

Colorado



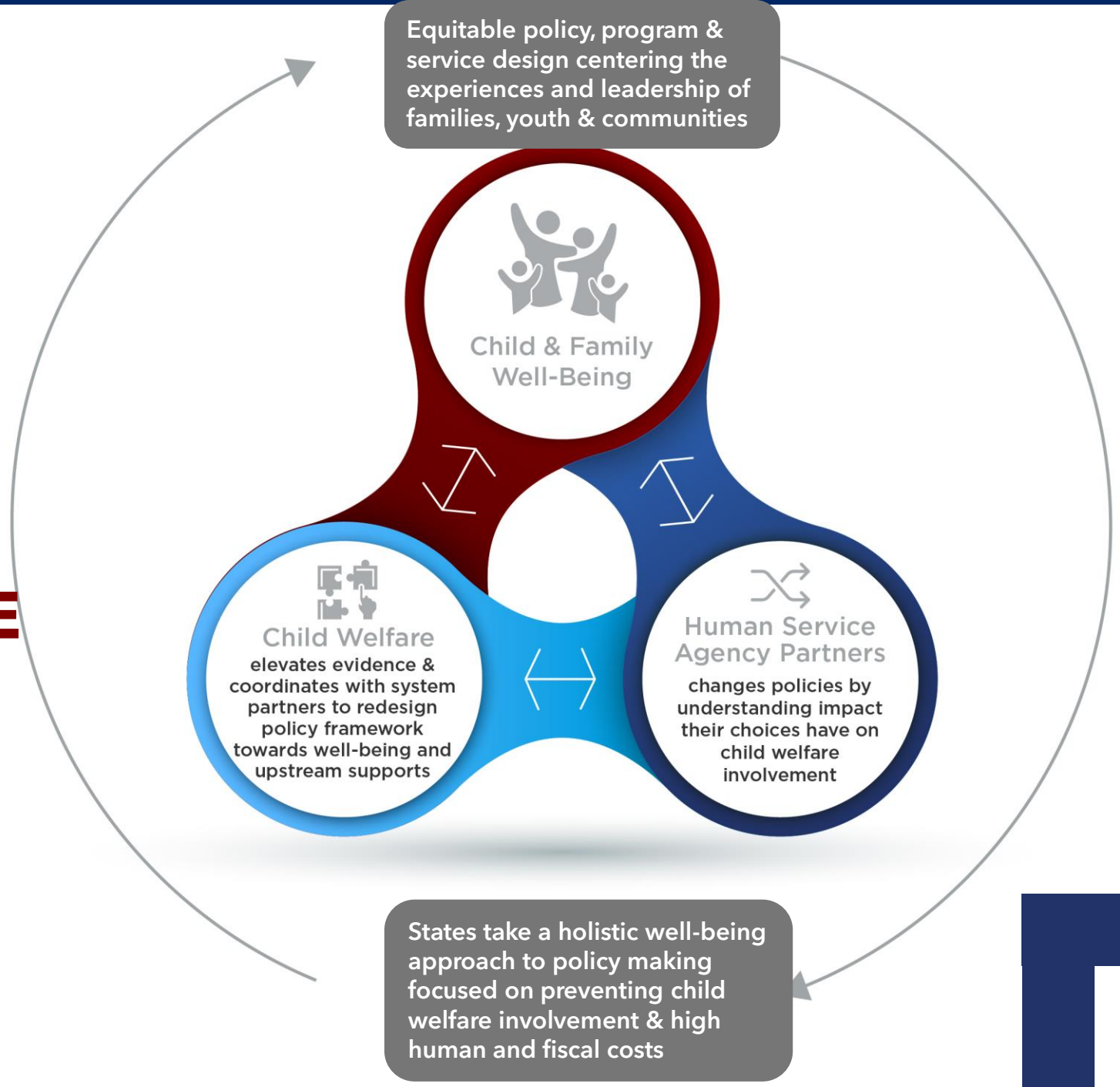
Family Resource Center (FRC) in Teller County connects families who have been screened out of child welfare to **community resources, family support services & financial assistance**

- After a formal partnership between child welfare & FRC was established, Teller County saw a **63% reduction in its child maltreatment rate & saved an estimated $2.5 million** *(in 2018)*

For every **$1** invested, the savings to child welfare in terms of **fewer cases of maltreatment** was **$2.92** in Teller County, CO.

(OMNI, 2021)

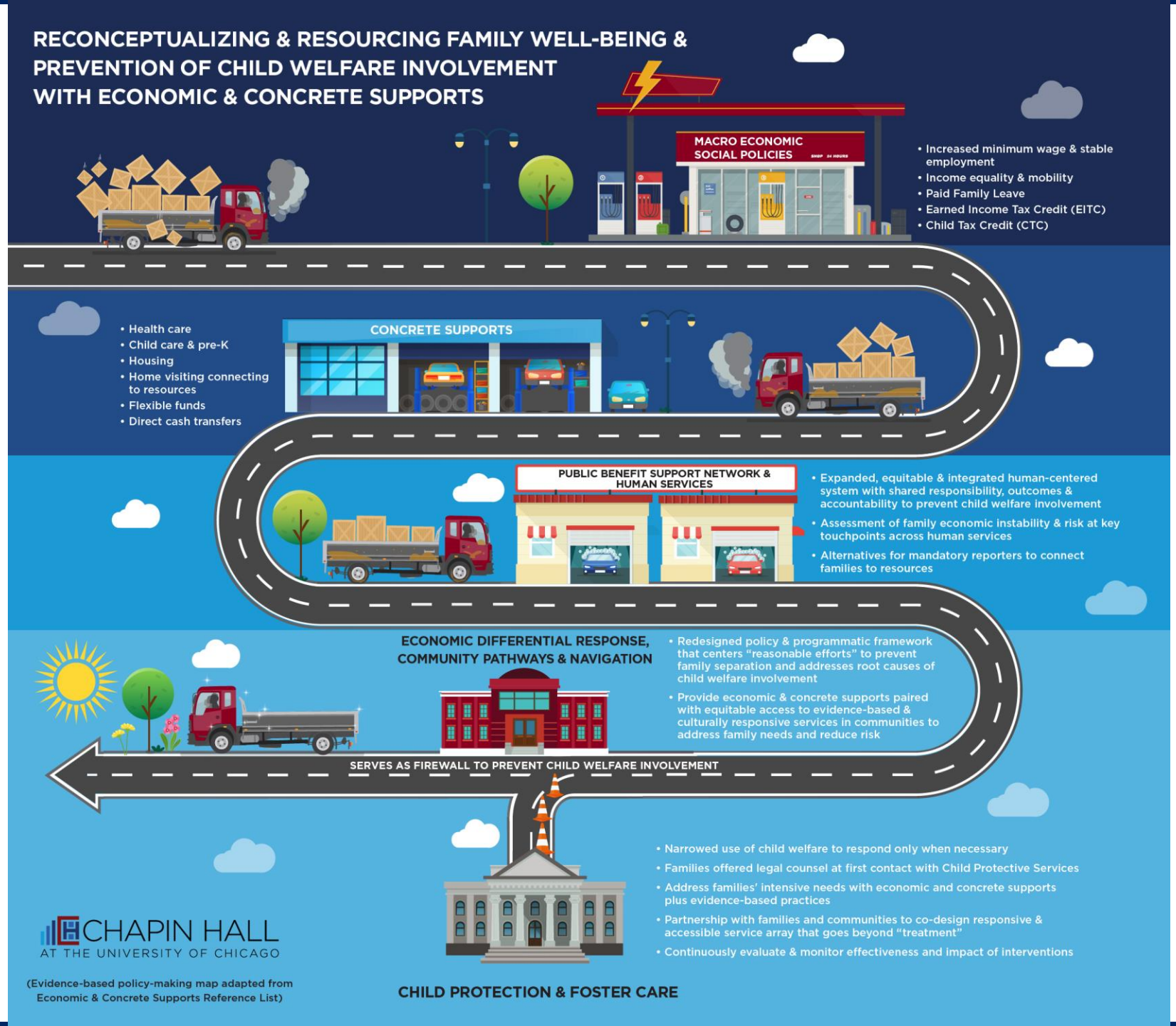
Evidence-based Policy-Making to Build a Well-Being System: Making it **ACTIONABLE**



Chapin Hall & APHSA: ECS Policy Analysis Tool



Policy	State Policy Options to Promote Access and Flexible Use	Peer-Reviewed Research Related to Reducing Risk for Child Welfare Involvement
Concrete Supports		
Child Care	Increase investment & expand child care assistance Establish priority for child care assistance receipt to child-welfare involved families or families at risk of child welfare involvement Eliminate or reduce copays, fees & costs for families who receive child care assistance Implement Child Care Development Fund (CCDF) program policies that increase access & reduce administrative burdens: • Expand income eligibility • Extend continuity of eligibility to 24 months, regardless of changes in income • Waive work requirements or expand definition of approved activities to qualify for child care subsidies (ie, training, education, job search time) • Provide graduated phase-out period for families with income increases • Establish automatic/categorical eligibility for families already enrolled in SNAP, WIC, Medicaid or Head Start • Implement shortened wait times for subsidy approval • Create family-friendly child care assistance applications *(PN3, 2022) (OCC, 2023)*	Child care investments included in Build Back Better (proposed 2020-2021) would be associated with a: • 6.4% reduction in CPS investigations • 6% reduction in substantiated child maltreatment • 3.1% reduction in foster care placements • 11.6% reduction in child fatalities due to maltreatment *(Puls, 2022)* Waitlists to access subsidized child care are associated with an increase in maltreatment investigations *(Klevens, 2015)* States with CCDF program policies that make child care subsidies more accessible to child welfare-supervised children (in terms of eligibility, priority lists, copays & activity requirements) are associated with lower child removal rates (compared to other states) *(Meloy, 2015)* For every additional child care concern reported by families receiving TANF, the risk of supervisory neglect increases by 20% *(Yang, 2016)* Each additional month that mothers who are low-income receive a child care subsidy is associated with: • 16% decrease in the odds of a neglect report • 14% decrease in the odds of a physical abuse report (in the following 12 months) *(Yang, 2019)* Mothers entering substance use treatment who have difficulty securing child care are 82% more likely to self-report child neglect (compared to mothers entering treatment who don't have difficulty securing child care)



Reference List

Discussion and Q&A

Given what you learned during this presentation, what **new** approaches or supports might you advocate for families?

What **challenges & innovations** have you seen in providing ECS to families in your community and/or state?

What opportunities do you see for Community Action Agencies to **partner** with child welfare to increase ECS for families?

Do you have any **concerns** or reservations about this partnership?

Contact

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Full reference list is available here.

Main slide deck available at:
Chapinhall.org/ecsproject



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