Voices for Michigan's Children

June 27, 2007

MEMORANDUM

TO: Members of the House Committee on Families and Children's Services
FROM: Sharon Claytor Peters, President and CEO
SUBJECT: HB 4607

On behalf of Michigan's Children, I would like to express our support for HB 4607, a bill to strengthen services to the youngest and most vulnerable children in Michigan by codifying the Zero to Three Secondary Prevention program. We wish to thank Rep. Clack for her leadership in moving this bill forward, as well as the other cosponsors, including Rep. Stahl from this committee. We are particularly pleased that HB 4607 has bipartisan support, with cosponsors from both sides of the aisle.

The 0 to 3 Secondary Prevention program provides funding to local communities for home visits and other services for parents of young children from birth through age three. Evaluations of the local programs have shown that they are effective in improving parenting skills, strengthening families and preventing child abuse and neglect. The return on investment is extraordinary. In 2005, with an investment of only $4.8 million, the program saved an estimated $33.8 million in direct costs on children who may have otherwise been abused or neglected.

Since the late 1990s, the Michigan Legislature has annually appropriated funding for the 0 to 3 Secondary Prevention program through three budget bills, including the budgets for the Departments of Human Services (DHS) and Community Health (DCH), as well as the K-12 School Aid budget. The Children's Trust Fund is responsible for administering the grants provided to local communities under the program.

HB 4607 would help Michigan take an important step forward in meeting the needs of young children by:

- **Providing greater consistency and stability for services to parents of young children**. HB 4607 provides a statutory base for the 0 to 3 Secondary Prevention program. Currently, the only authority for the 0 to 3 Secondary Prevention program is budget "boilerplate", which is language that defines the Legislature's intention on how funds should be used, and which must be renewed annually in appropriations bills, making the program potentially subject to year-to-year changes.
- **Ensuring accountability for outcomes**. HB 4607 requires the Children's Trust Fund to report annually to the Legislature, the Governor, and the directors of the major human services departments on the outcomes achieved by the program.
- **Mandating coordination**. HB 4607 requires the Children's Trust Fund to distribute funds to communities through a competitive process established in conjunction with the state human services directors. This ensures that state departments are working together to improve outcomes for young children.

Again, we appreciate your support for services for the state's vulnerable infants and toddlers and their parents, and look forward to working with you to help move this bill forward.

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428 W. Lenawee Street, Lansing, MI 48933-2240 **p:** 517.485.3500 *or* 1.800.330.8674 **f:** 517.485.3650

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Zero to Three Secondary Prevention
FY-05 Report

Return on Investment

prepared by

The Michigan Children's Trust Fund

Every child deserves a great start....together we CAN

(For additional information contact Richard Bearup or Jeff Sadler at the Children's Trust Fund via sadlerm@michigan.gov)

Michigan's Zero to Three Secondary Prevention Initiative

Overview: The 0-3 Secondary Prevention Initiative is a statewide, evidence-based, community collaborative child abuse & neglect (CAN) prevention initiative charged with integrating a system of services for Michigan's expectant families and those with children age birth to three who have been identified to be at high risk. The 0-3 Secondary Prevention programs serve Michigan's most vulnerable populations that have multiple CAN risk factors that are known to be a precursor to child abuse and neglect. Eligible families may not have an open Children's Protective Services (CPS) case. Resources are invested in child abuse and neglect prevention.

Zero to Three programs are supported by collaborative funding through the Michigan Department of Human Services (DHS), ($4,000,000), Michigan Department of Community Health (DCH), ($524,000) and the Michigan Department of Education (MDE), ($250,000).[1] There is an Interagency Agreement and commitment of funds. Identified funding for 0-3 programs are pooled.[2] The Initiative is administered by the Children's Trust Fund and is advised by the Interagency Steering Committee. Representatives from the three collaborative funding agencies sit on both the Steering & Executive Committee. The enabling legislation mandates that 0-3 funds be allocated to grants that support community based collaborative prevention programs designed to:

- foster positive parenting skills
- promote marriage
- improve parent/child interactions
- promote access to needed community services
- increase local capacity to serve families at risk
- improve school readiness
- support healthy environments that discourage alcohol, tobacco, and other drug use

Michigan's 0-3 Secondary Prevention Initiative has entered its 9th year of providing child abuse and neglect prevention services to at risk children and families.

Clients Served: Zero to Three programs serve Michigan's most vulnerable populations that have multiple child abuse and neglect risk factors such as substance abuse, unemployment, homelessness, social isolation, limited support systems, teen and single parent families, parents that have a history of abuse and neglect, domestic violence issues and mental illness. Children may be affected by developmental delay, low birth weight and chronic illness.

Services: Grantees provide evidenced-based, family-centered prevention programs that serve at risk populations who may not be eligible for services through other human service agencies because, although at risk, child abuse and neglect has not been

[1] DHS, P.A. 344 of 2005, DCH, P.A., 349 of 2005, MDE, State School Aid Act, P.A. 351 of 2005
[2] Interagency commitment of funds, P.A. 147 & 155 of 2005

substantiated by a preponderance of evidence. The mission of the 0-3 Secondary Prevention Initiative is to prevent child abuse and neglect before it occurs. Many needy families are at or below poverty levels, however, the need for prevention services crosses all socioeconomic classes.

In FY-05, each quarter 0-3 Secondary Prevention grantees served an average of:[3]

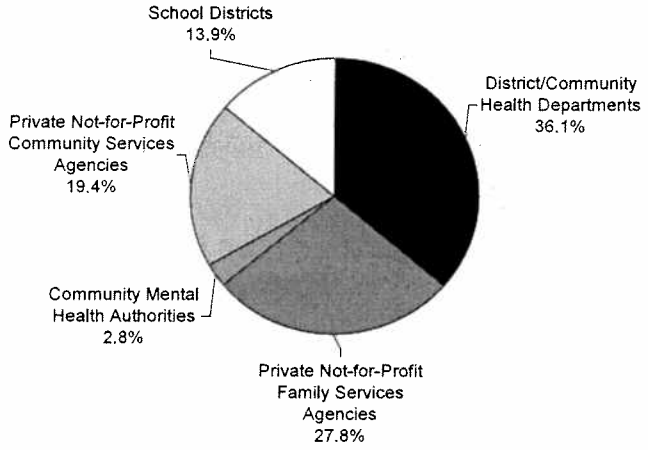
- 2,756 Families
- 2,695 Children
- 505 Pregnant Women
- 1,808 Families with 3 or more risk factors for child abuse and neglect

Fiscal year ending September 30, 2005:

- 15,688 At risk families were screened
- 2,471 New families were enrolled
- 2,286 New children were enrolled
- 816 New pregnant women were enrolled
- 502 Families completed services
- 72,800 Services were delivered:
  - 32,000 (44.0%) of services were Home Visits
  - 15,288 (20.4%) of services were Service Coordination Activities
  - Nearly 6,000 (8.1%) of services focused on Parenting Education, Support Groups, and Counseling

Other services provided include childcare, respite services, transportation, developmental assessments, telephone contacts and child abuse and neglect prevention informational mailings.

Figure 1: Zero to Three Secondary Prevention Grantees
(Percentages Based on Relative Number of Grantees)



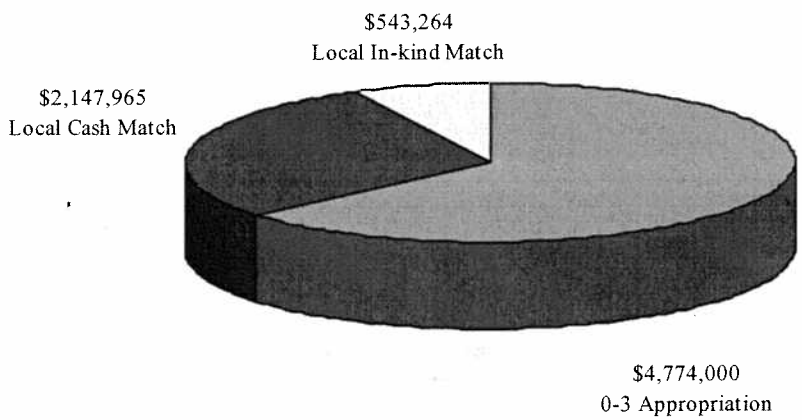
[3] unduplicated counts

Most programs are operating at capacity and report waiting lists. The limited availability of services through 0-3 Secondary Prevention programs leaves many high risk children vulnerable to child abuse and neglect.

Costs: The 0-3 Secondary Prevention total appropriation for FY-05 was $4,774,000. (attached is a list of FY-06 programs funded) Grantees include Intermediate School Districts (I.S.D.'s), public health and mental health agencies, hospitals, community action agencies, extension services (MSU), child abuse prevention councils and other non-profit organizations. (see Figure 1, above)

Grantees are required to match 0-3 funds with a 25% minimum match. There is a 15% minimum local cash match and 10% minimum local in-kind match requirement. One hundred percent of grantees complied with the match requirement and, in fact, most far exceeded it. In FY-05, total program costs were $7,051,133. This exceeded grant awards by nearly 48%. Zero to Three Secondary Prevention grantees were able to leverage appropriated funds with community based collaborative cash and in-kind matches to cover program costs. Grantees, however, report that they are operating under difficult financial constraints due to increasing costs and level funding. These financial constraints have caused staff turnover which has proven to be challenging for programs.

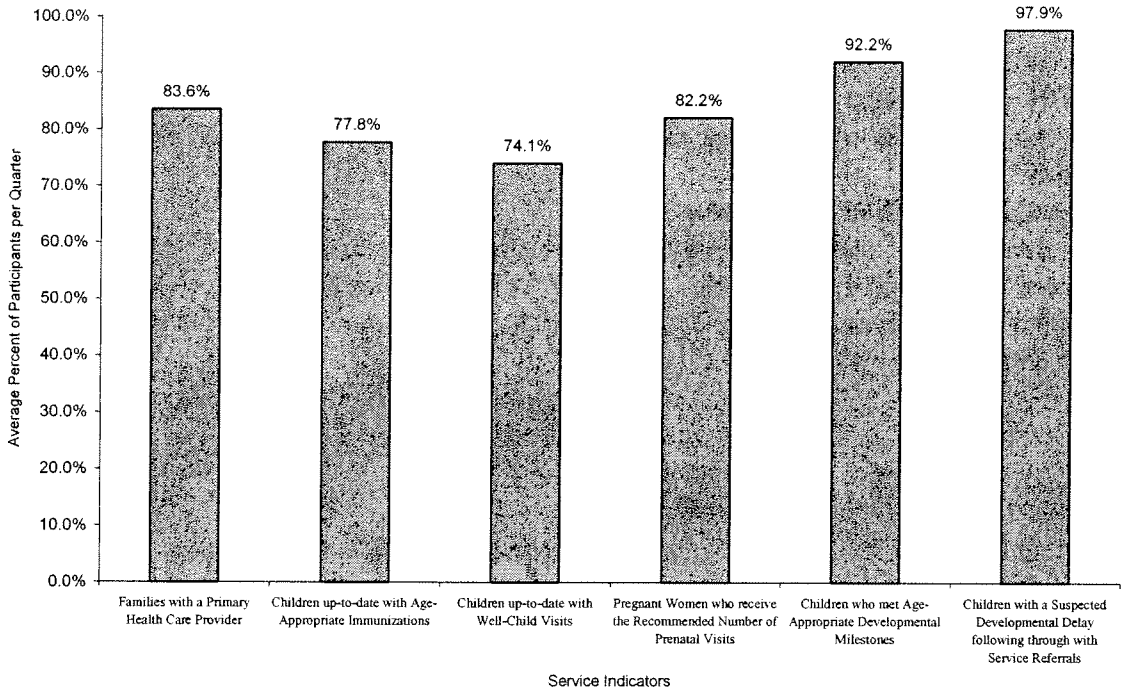
Figure 2: Zero to Three Funding & Local Match



Cost / Service: The total cost of prevention services that were provided to Michigan's at risk families with children age birth to three enrolled in the 0-3 Secondary Prevention Program in FY-05 was $7 per day. Cost per service is best determined by examining the clients served and the array of services provided to them. All families are screened for assessment and referral. This ensures that the 0-3 Secondary Prevention program is appropriate for the children and families who are enrolled, that on-going services for currently enrolled families are still needed and that there is not a duplication of services. Families who are found not to be appropriate for a 0-3 program are referred to other community service programs.

Service Outcomes and Successes:

Figure 3: Average Percent of Participants Meeting Service Indicators per Quarter



Overall, 85% of the families participating in a 0-3 Secondary Prevention program experienced successful outcomes across all program indicators. Assigning a "financial value" to each individual success is difficult, at best, because intangibles are often the most important benefits. Many of them are long term and are typically the most difficult to quantify. However, it is noteworthy that:

- 83.6% of families had a primary healthcare provider
- 77.8% of the children were up-to-date with childhood immunizations
- 74.1% of the children were up-to-date with well child visits
- 82.2% of expectant mothers received the recommended number of prenatal visits
- 92.2% of the children met age appropriate developmental milestones
- 97.9% of children with a suspected developmental delay had follow through with service referrals

Zero to Three Secondary Prevention Initiative 2005 Outcomes (AAPI-2) Data:
Outcomes are categorized by the legislative requirements. Data for each of the legislative requirements is provided using three data collection tools: quarterly data collection forms, the Adult Adolescent Parenting Inventory (AAPI-2) and an analysis of child protective services involvement.

Foster Positive Parenting Skills

- Using the AAPI-2 to assess at-risk parenting attitudes from January 2005 through the present, 51.8% of participants with multiple administrations were found to be

at-risk of child abuse and/or neglect during their initial inventory; however only 42.9% of those initially at-risk participants were found to be at-risk at their next assessment. This is a decrease of 8.9% in at-risk parenting attitudes.

- The average number of risk factors within the AAPI-2 decreased from 1.69 on the pre-test to 1.46 on a six-month follow-up inventory.
- 100% of grantees are providing home visits with individualized instruction or promoting access to parenting skills classes focusing on basic child care and child safety.

Improved Parent/Child Interactions

- An analysis of Child Protective Services records show that 97.9% of 2,816 children served did not have a Category 1 or 2 CPS Disposition indicating a preponderance of evidence for abuse or neglect while being served in Zero to Three Secondary Prevention in Fiscal Year 2005.
- 98.8% of 1,188 children served and exiting services in 2005 did not have a Category 1 or 2 Disposition indicating a preponderance of evidence for abuse or neglect after exiting services and prior to the end of the fiscal year.

Promote Access to Needed Community Services

- All children (100%) receive screenings but may not warrant a screening each quarter. On average, 45.4% of children, when appropriate, participated in developmental screenings.
- 81.7% of children not meeting developmental goals were referred to appropriate services and 97.9% of families followed through with the referrals.
- Each quarter, 74.1% of children are up-to-date with well-child visits.
- 83.6% of families served, per quarter, have access to a primary health care provider.
- 82.2% of pregnant women have the recommended number of pre-natal care visits.

Improve School Readiness

- 77.8% of children served, per quarter, are up to date with age appropriate immunizations.
- 92.2% of children assessed per quarter meet age appropriate developmental milestones.

Increase Local Capacity to Serve Families At-Risk

- On average, 65.6% of families served per quarter have 3 or more risk factors for child abuse and/or neglect.
- 100% of grantees have met required matching funds to maintain continued levels of services to families and children who are at risk.

Support Healthy Family Environments that Discourage Alcohol, Tobacco and Other Drug Use.

- 100% of grantees included educational opportunities and supports for healthy family environments free of alcohol, tobacco and other drugs.

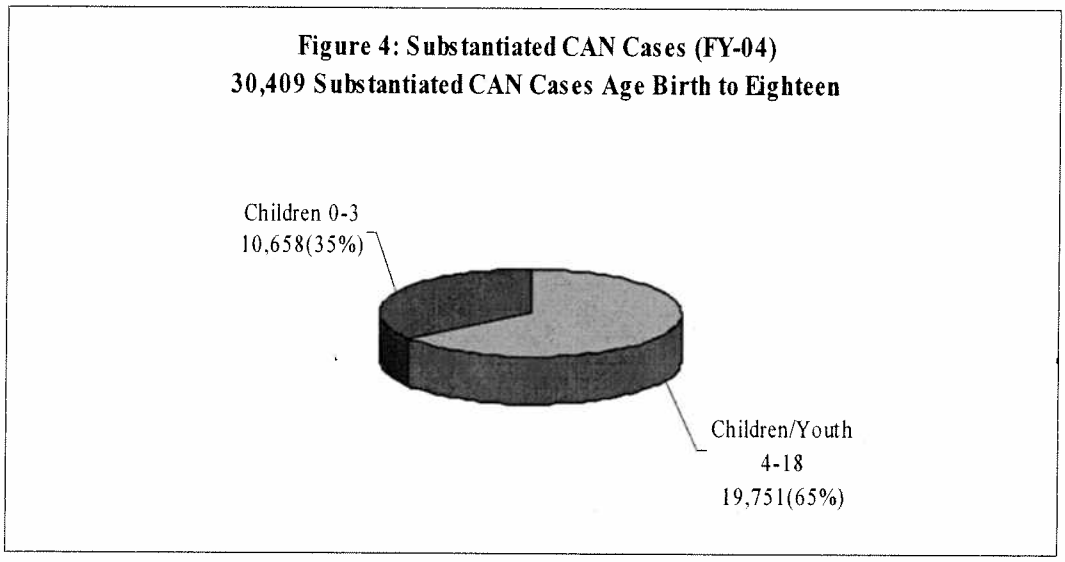
Promotion of Marriage

- 54.3% of grantees have been trained on marriage and healthy relationship curricula. (Please Note: Reporting on the promotion of marriage was not required in FY-05. It has been incorporated into the 0-3 Secondary Prevention Program Indicators for FY-06.)

Clearly the value of each individual success far exceeds the $7 per family per day it cost to support and finance the 36 Zero to Three Secondary Prevention programs in Michigan. Indeed, additional funding to support more programs to protect more children is needed.

While no monetary cost can be assigned to the well-being of a child it has been estimated that the long term cost of treatment for child abuse and neglect victims far exceeds cost of prevention. A cost : benefit analysis conducted by the Children's Trust Fund found that for every $1 spent on prevention $34 could be saved on the treatment and consequences of child abuse and neglect. (*Caldwell, R., Noor, I., revised 2003*) The present cost and projected future cost of child abuse and neglect is staggering.

In FY-04 there were 30,409 confirmed cases of child abuse and neglect in Michigan. Approximately, 10,658 (35%) of these children were age birth to three. These figures reveal that from FY-01 to FY-04 there has been an increase of 1,202 substantiated child abuse and neglect cases in Michigan for children age birth to three. (*Source: Complied by the Michigan Children's Trust Fund, Data obtained from the Bureau of Child & Family Services, Children's Protective Services*) This is a concerning trend that needs to be prevented.

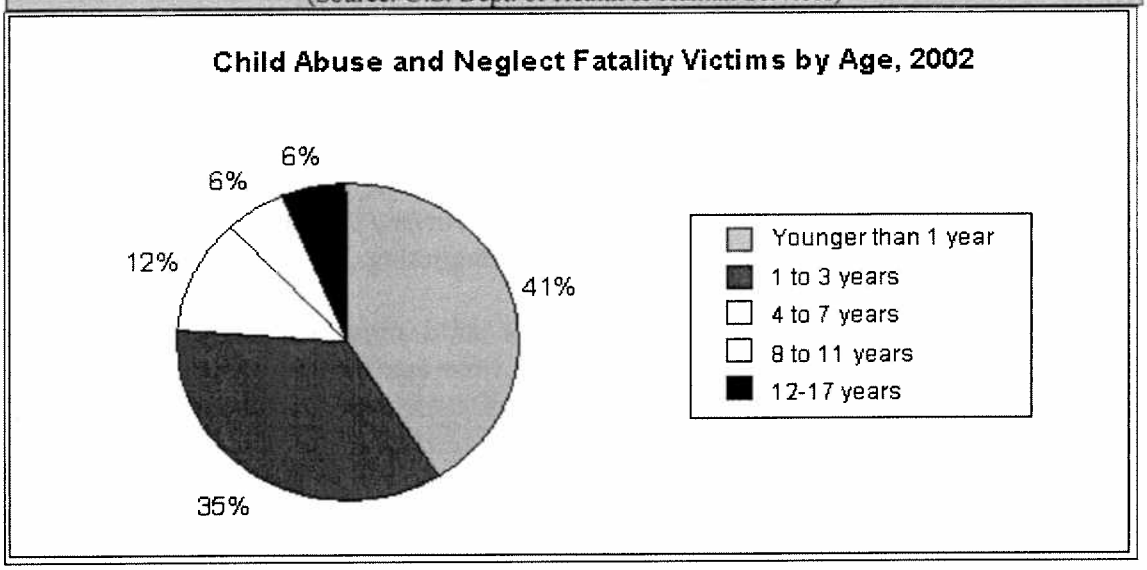


"The human cost of child abuse & neglect are difficult if not impossible to quantify."

(*U.S. Department of Health & Human Services*)

The U.S. Department of Health & Human Services estimates that nationally 1,400 child deaths resulting from child maltreatment are reported each year. Of these child fatalities, approximately 1,064 (76%) are children birth to three and 574 (41%) are infants less than one year old. (see Figure 5 below) The non-accidental death of a child is unthinkable. Michigan's Zero to Three Secondary Prevention Initiative has educated parents on issues such as the "fussy baby", "safe sleep" and "shaken baby syndrome". Such initiatives and parenting education curricula can help to prevent a child fatality in Michigan.

Figure 5: Child Death Review by Abuse & Neglect
(Source: U.S. Dept. of Health & Human Services)



Nationally, the total cost (direct and indirect costs) of child abuse and neglect is estimated to be in excess of $94.1 billion per year.[4] (*Fromm, S., 2001*) In Michigan, the total cost of child abuse and neglect is estimated to be nearly $1.8 billion. (*Caldwell, R., Noor, I., revised 2003*)

The direct cost of child abuse and neglect in Michigan, adjusted for inflation, is estimated to be $569,362,800 each year.[5] In FY-04, the direct cost of child abuse and neglect in Michigan for children ages birth to three was approximately $199,276,980. The total appropriation, across all three funding agencies, has been level at $4,774,000 for several (3) years. This reflects a 39% reduction in funding since FY-01. Consequently, the number of at risk families and children served has also fallen 39%. Programs have been reduced from 64 serving 63 Michigan counties to 36 serving 44 counties.

There is a strong negative correlation between the increase in substantiated cases of child abuse and neglect in Michigan for children age birth to three and the decrease in appropriated funding.[6] The trend is concerning. (see Figure 6 below)

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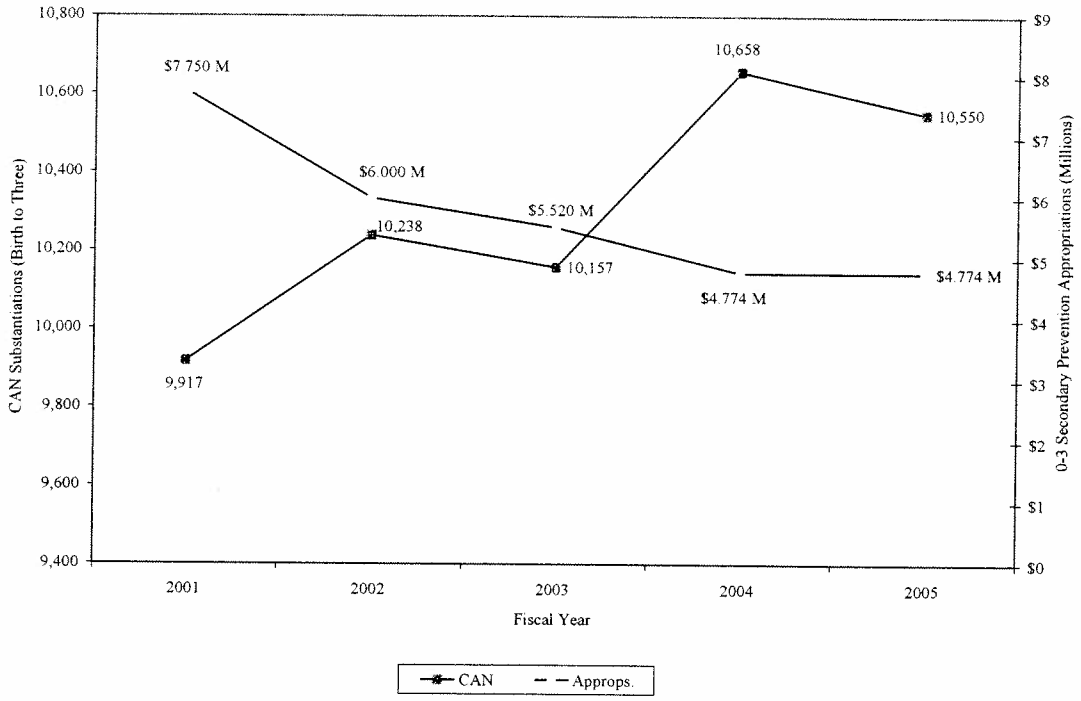
[4] direct cost: those costs associated with the immediate needs of abused and/or neglected children
indirect cost: those costs associated with the long-term and/or secondary effects of child abuse and neglect.

[5] Cost of Child Abuse and Neglect in Michigan, National Center on Child Abuse & Neglect Data Set, 1996, revised 2003; rate of inflation calculated at 2% per year (1996-2005)

[6] Pearson's Correlation Coefficient: r = -0.771774

Figure 6: Child Abuse & Neglect Trends Age Birth to Three (FY-01 to 05)



The total cost of Michigan's 0-3 Secondary Prevention Initiative in FY-05 was $7,051,133, less than 4% of the direct cost of confirmed child abuse and neglect victims age birth to three.

Table 1: Annual Cost of Child Abuse & Neglect and 0-3 Secondary Prevention		
Cost	National	Michigan
Total (Direct & Indirect)	$94.1 B	$1.8 B
Direct	$24.3 B	$569,362,800
0-3 Secondary Prevention (Total)	-	$7,051,133

Return on Investment: Prevention efforts tend to focus on "what didn't happen" and project "what might have happened" had an initiative not been implemented. The rate of success of the Zero to Three Secondary Prevention Initiative in Michigan is best measured by examining the percentage of families participating in the program that did not have a substantiated Children's Protective Services (CPS) case.

In FY-05, 98% of the families enrolled in a 0-3 Secondary Prevention program did not have a substantiated CPS case and 99% of 1,188 children and families that exited the 0-3 Secondary Prevention program, after completing services, did not have a substantiated CPS case as of September 30, 2005.[7]

[7]FY-05 - most current data

Predicting how many children who received 0-3 Secondary Prevention services would have become confirmed victims of child abuse and neglect, had they not participated in the program, is challenging if not impossible. In Michigan, approximately 35% of all confirmed child abuse and neglect cases are children age birth to three.

Nationally, 76% of all fatalities attributed to child maltreatment are also children age birth to three. We know that young children are the most vulnerable.

A population of 1,808 families who received 0-3 Secondary Prevention services in FY-05 were assessed to have three or more risk factors that are known to be a precursor to child abuse and neglect. These families were at high risk and 98% of likely child abuse and neglect substantiations were prevented.

Michigan's Zero to Three Secondary Prevention Initiative Return on Investment is:

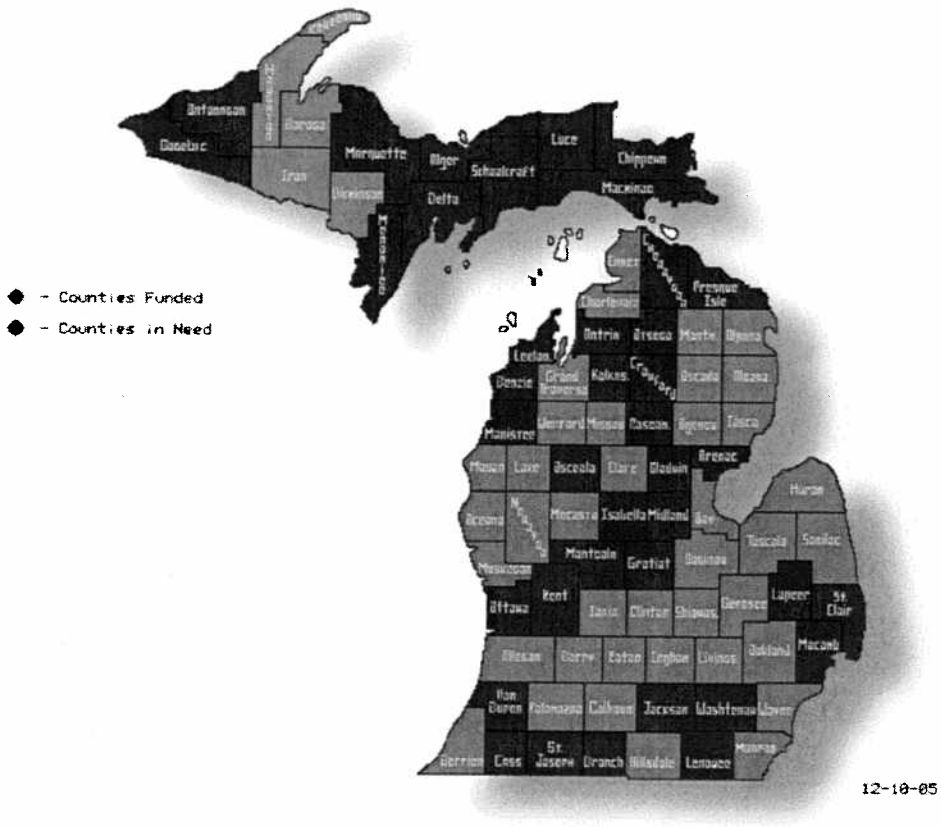
Table 2: CAN Costs, Gross Savings, 0-3 Secondary Prevention Appropriation, Total Program Costs and Michigan's Zero to Three Return on Investment (FY-05)

Direct Costs	Gross Savings	0-3 Prevention	R.O.I.
$199,276,980	$33,804,176	$4,774,000	709% (Appropriated Funds Basis)
$199,276,980	$33,804,176	$7,051,133	479 % (Total Program Costs Basis)

The 0-3 Secondary Prevention Initiative is a valuable resource in a continuum of services that impact family stability and help prevent child abuse and neglect from occurring and is proven successful. Child abuse and neglect prevention successes have been consistently reported over Michigan's 0-3 Secondary Prevention Initiative's eight year tenure. Such trends demonstrate that prevention pays and carries forward.

Invest in kids it's a shared responsibility & the ROI is Phenomenal!

Michigan's Zero to Three Secondary Prevention Initiative Programs



Summary

In FY-05, an estimated $199,276,980 in direct costs was spent on child abuse and neglect in Michigan for children age birth to three because "it was too late". The 0-3 Secondary Prevention Initiative, as part of a continuum of CAN prevention services, saved an estimated $33,804,176 in direct costs on children that may have otherwise been confirmed victims of child abuse and neglect. A total of $4,774,000 was allocated to Michigan's Zero to Three Secondary Prevention Programs which are evidenced based and proven successful. Total program costs in FY-05, leveraged by appropriations, were $7,051,133 and the Return on Investment was 479%.

In FY-05, the Children's Trust Fund (CTF) administered 36 Zero to Three Secondary Prevention Programs that served 44 Michigan counties. In addition, through an established trust, the CTF directly funded 71 local child abuse & neglect councils and 42 community based direct service CAN prevention programs. The CTF collectively provided child abuse and neglect support and services to more than 444,000 at risk Michigan children & families in FY-05 alone.

We need to ensure that Michigan children and families that are at risk of child abuse and neglect have the services and resources available to them to prevent it!