



# Learning Tool 14

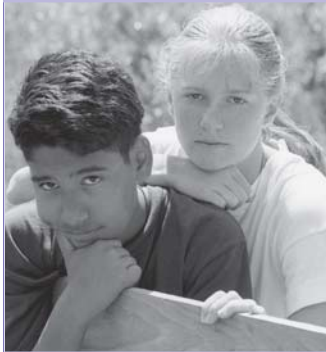
## CBCAP and the CFSR/PIP Process

### Introduction

This learning tool is intended to help Community-Based Child Abuse Prevention (CBCAP) State Lead Agencies (SLAs) have a better understanding of how they can get more involved in their states' Child and Family Services Review/Program Improvement Plan (CFSR/PIP) process. In the first round of CFSR/PIPs, SLAs were involved in the process in varying degrees, with greater levels of involvement in states that underwent reviews toward the end of the federal CFSR process. Anecdotal information from the SLAs indicates they are increasingly involved during this second round of CFSRs/PIPs.

Recent efforts to increase the involvement of SLAs in the CFSR/PIP process include:

- Program instructions for the CBCAP grants now include an attachment suggesting ways SLAs could work with the planning processes.<sup>1</sup>
- During a July 2006 teleconference explaining the changes to the program instructions for Promoting Safe and Stable Families (PSSF) grants, SLA involvement in the Annual Program Services Review (APSR) process was encouraged.<sup>2</sup>
- The most recent program instruction for the CFSR/PIP process added new language specifically identifying SLAs as one of the federally funded program partners,<sup>3</sup> and supporting documentation for the current round of CFSR/PIPs identifies SLAs as key stakeholders in this process.
- The Service Array Took Kit now includes an additional module on prevention with specific information on the programs and services that can be funded through CBCAP funds. Child welfare agencies use the kit in preparing for the CFSR/PIP process.
- Federal Regional Staff and TTA Network members and consultants involved with aiding the states in their CFSR/PIP process received information on the CBCAP



<sup>1</sup> U.S. Administration for Children & Families, Community-Based Grants for the Prevention of Child Abuse and Neglect Program Instructions. Retrieved August 1, 2007, from [www.acf.hhs.gov/programs/cb/laws\\_policies/policy/pi/2004/pi0404e2.htm](http://www.acf.hhs.gov/programs/cb/laws_policies/policy/pi/2004/pi0404e2.htm), [www.acf.hhs.gov/programs/cb/laws\\_policies/policy/pi/2004/pi0404e3.htm](http://www.acf.hhs.gov/programs/cb/laws_policies/policy/pi/2004/pi0404e3.htm), and [www.acf.hhs.gov/programs/cb/laws\\_policies/policy/pi/2007/pi0706.htm](http://www.acf.hhs.gov/programs/cb/laws_policies/policy/pi/2007/pi0706.htm).

<sup>2</sup> *Preparing the Annual Progress and Services Review (APSR) for the Child and Family Services Plan (CFSP): Coordinating the CFSP with Preserving Safe and Stable Families (PSSF) and Community-Based Child Abuse Prevention (CBCAP) Funds teleconference.* (May 2006). Retrieved August 1, 2007, from <http://muskie.usm.maine.edu/helpkids/telepast.htm#May2>.

<sup>3</sup> *Collaborating During the Child and Family Services Reviews.* Retrieved August 1, 2007, from [www.acf.hhs.gov/programs/cb/cwmoni](http://www.acf.hhs.gov/programs/cb/cwmoni)

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program and how it might contribute in a meaningful way to the CFSR/PIP process for improved outcomes for children and families.

While not necessarily an effort to get SLAs more involved in CFSR/PIP activities, the Office of Management and Budget's outcome measure for the CAPTA Title II CBCAP program is to reduce the rate of first-time victims. This has created an opportunity for increased involvement because the CBCAP measure uses child abuse reporting data that is also used to track outcomes within the CFSR process. To help demonstrate the CBCAP program's performance for this measure it is important for each SLA to participate in CFSR/PIP activities to address the state's overall performance around issues of child safety.

SLAs have expressed a need to know how to articulate the value they and the CBCAP program can bring to the CFSR/PIP process, what questions to ask, and where, when, and how they can contribute to the state's overall success. This fact sheet does just that. It provides SLAs information around how they and the CBCAP program can contribute to the CFSR/PIP process, while maintaining the integrity of the programs and services offered and paid for through the Child Abuse Prevention and Treatment Act (CAPTA) Title II funding.

### **The Value of the CBCAP program for improved CFSR/PIP outcomes**

The CBCAP program and services can be drawn on to assist the state in meeting its CFSR/PIP requirements in the following ways:

*1. Highlighting prevention as a primary principle in child welfare:* Although the CFSR is focused primarily on performance related to Title IV-E funded programs, the federal CFSR team still assesses whether primary and secondary prevention of child abuse and neglect programs and services, paid for through the CAPTA Title II or other State funds, are available when determining if the state is doing enough to prevent children from being abused and neglected. CFSR reviewers assess the extent to which the full range of primary, secondary, and tertiary prevention

programs and services are available so that children can be kept safe in their home and community. Primary and secondary programs and services focusing on the prevention of child abuse and neglect before it happens, as well as those targeting families considered at risk of child abuse and neglect, are an important part of that continuum.

As a state child welfare agency prepares for the statewide assessment and the onsite CFSR process, the SLAs can be helpful by providing documentation to demonstrate the full extent of what is available for primary and secondary prevention as well as the state's commitment to the prevention of child abuse and neglect. As the SLA is often not housed within the child welfare agency, or the delivery of primary and secondary prevention of child abuse and neglect services takes place outside of the oversight of the child welfare agency, the child welfare staff are not always aware of what is taking place. The SLA can help demonstrate the state's overall commitment to prevention of child abuse and neglect by providing such documentation as the state's prevention plan detailed in the state's application for CAPTA Title II funds and the annual report submitted to the Office on Child Abuse and Neglect at the federal level. The state might have developed a separate Prevention Plan as well, which could also be helpful in demonstrating the commitment to prevention. The prevention networks at the local community level that SLAs are required to develop and maintain could also be helpful to demonstrate the broader state commitment to prevention of child abuse and neglect.

Additionally, when addressing the safety outcomes, reviewers consider two key measures: a) children are, first and foremost, protected from abuse and neglect; and b) children are safely maintained in their own homes whenever possible and appropriate. Both primary and secondary prevention of child abuse and neglect are assessed here. The SLA's experience with and knowledge of the funding and network of primary and secondary prevention of child abuse and neglect programs and services provides them with an in-depth awareness of what is taking place or what is needed

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at a community level to help support and strengthen children and families, thereby reducing the risk of abuse and neglect. This could be helpful information. Relationships SLAs have with community stakeholders or collaborative initiatives could be leveraged to assist with the statewide assessment, onsite CFSR process and even PIP development process especially around safety outcomes. The participation of the SLAs on the state CFSR planning team could contribute to the state demonstrating a ‘full picture’ of what is taking place or thinking through where and how prevention of child abuse and neglect programs and services could be utilized to help the state meet safety outcomes. Participation on the team could also benefit SLAs through information shared on the state’s performance around safety. This could create an opportunity for collaborative problem solving to improve the states performance on this measure. SLAs’ relationships with key community providers could be leveraged to address performance issues leading to overall improvements on this measure and ultimately improved outcomes for children.

**2. Service array/needs assessment:** A full and complete service continuum in a community should be able to address the needs of children and families to ensure children are safe and avoid the need for child welfare’s involvement. The statewide assessment includes a review of the existing service array and an identification of service gaps based on the needs of each community. Identifying existing services and gaps, and developing and implementing plans to fill those gaps, are aspects of the CFSR/PIP process. This is a key area to which the SLA can contribute additional resources for the CFSR planning process or even PIP response. Key information required for the statewide assessment or PIP development process might already be contained in the Prevention Plan the SLAs develop as part of the annual application process for the CAPTA Title II funding. The application identifies what the state and local needs are around the prevention of child abuse and neglect as well as programs and services available at each level.

In the first round of CFSRs ending in 2004, many of the possible prevention programs and services paid for with CBCAP funds were either identified as being part of the available service array to keep children safe in their homes, or were identified as needed but unavailable. The target populations for services funded through the CBCAP program are the populations at greatest risk of potential child abuse and neglect, so these types of services will be considered necessary by the CFSR reviewers in the states and communities being reviewed.

Part of the preparation for the statewide assessment phase of the CFSR is the needs assessment, which involves the identification of services needed in the communities being reviewed and statewide.

The needs assessment is an activity that SLAs and their grantees already are required to perform. Therefore, collaboration could combine the needs assessment process for the statewide assessment and the CBCAP needs assessment. If either one of these needs assessment processes has already taken place then the outcome of it could inform the process for the other. In this way there could be a more comprehensive identification of needs. Through SLAs’ participation in the needs assessment process of the statewide assessment, they can gain a better understanding of how the services that focus on primary and secondary prevention of child abuse and neglect fit into the service continuum available while also obtaining a better understanding of the gaps in services. This could lead to discussions on how SLAs might target primary and secondary prevention of child abuse and neglect programs and services to fill those gaps. While SLAs might not be able to change services currently being paid for or offered through the CBCAP program, they may be able to target the grant dollars in following years to address specific gaps that fall under primary and secondary prevention of child abuse and neglect, including services for at-risk families prior to child welfare involvement. This plan to target CBCAP funds to fill service gaps could become part of the PIP—the plan for how they will address insufficiency in the performance on certain measures. Additionally combining

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funds for PSSF-funded family support programs and CBCAP funds for family support programs and services focused on prevention of child abuse and neglect could facilitate a more integrated service delivery system, reduce duplication and get better value for these limited dollars. Input from SLAs could be helpful anywhere along the process: the statewide assessment, onsite review process, or development of the PIP.

**3. Reviewing and analyzing performance monitoring data:** A key aspect of the CFSR/PIP process is collection and review of data. This data is used to inform the process and to assist with determining conformity with performance measures in preparation for the CFSR process and in PIP development and monitoring. Some states are already using their performance monitoring data on the safety outcome to guide the services/programs they make available and pay for with CBCAP funds. This helps link the availability of prevention services and performance around child safety in the specific communities reviewed. To determine if CBCAP funds can be used to fund new programs and services it is helpful for SLAs to have access to child welfare data, and be a partner in the dialogue around performance outcomes and services needed to improve overall performance.

Discussions could be taking place to link child abuse and neglect prevention efforts around evaluation and Continuous Quality Improvement processes, to what is happening throughout the child welfare system, in particular, CQI processes put in place to monitor performance related to the CFSR measures. Collaboration between child welfare staff and SLAs are beneficial, as they share information and data, knowledge, and expertise, and also learn from each other. The CBCAP conceptual framework provides a visual of how the CBCAP program is linked with the rest of the child welfare system for optimum impact on the safety, permanency, and well-being outcomes.<sup>4</sup> SLAs have an important perspective on what may or may not be working that could be helpful to child welfare and vice versa. Often the network of providers for

CBCAP are the same providers funded through PSSF or even Title IV-E dollars, so there is potential for more consistent approaches to data collection.

**4. Collaboration:** The second round of CFSRs has placed a greater focus on collaboration. The first round of CFSRs highlighted the reality that the child welfare system cannot be successful in meeting safety, permanency, and well-being outcomes alone. It takes many partners to meet these outcomes and indeed it takes the whole community to ensure children are safe and families are supported. In the second round of CFSRs, the SLAs and CBCAP program have been identified as key stakeholders for child welfare agencies to have at the table. The existing collaborations that SLAs are involved with could be leveraged for the CFSR process to demonstrate how the state is performing on the systemic factor of Agency Responsiveness to Community or they could be included in the PIP planning to address insufficiencies regarding this performance measure. Examples of key areas where the CBCAP program and SLAs specifically could collaborate are:

- a) Discussions of specific programmatic issues, such as differential response systems and conducting needs assessments
- b) Helping with assessing/meeting requirements around safety and well-being indicators along with the service array and agency responsiveness to community systemic factors in the CFSR/PIP.
- c) Joint funding opportunities, such as developing a joint Request for Proposals with the Promoting Safe and Stable Families funds for key programs and services to fill service gaps or train children services workers through a child abuse and neglect conference focused on prevention.
- d) Joint differential response systems that link CAPTA Title I and II funded programs for a more integrated service delivery system that focuses on voluntary support services for families to prevent abuse and neglect.

<sup>4</sup> CBCAP Conceptual Framework. Retrieved July 14, 2009, from the FRIENDS NRCCBCAP website, <http://www.friendsnrc.org/download/pi09attach.pdf>.

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- e) System reform efforts such as new legislation to address community-based issues affecting child abuse and neglect or obtaining additional funding for prevention of child abuse and neglect services targeting high risk groups.
- f) Community collaborations, including the Regional Partnership Grants program, Supporting Evidence-based Home Visiting, early childhood comprehensive systems grants, SAMHSA System of Care and Project LAUNCH grants, Strengthening Families implementation sites, Child Abuse Prevention Councils, or community partnerships for the protection of children.

All of these collaborations can be used to demonstrate how the state is performing on the systemic factor of Agency Responsiveness to Community or included in the PIP planning for addressing insufficiencies around this performance measure.

**5. Parent leadership/engagement:** To assess performance for the well-being indicators, CFSR reviewers examine the extent of family engagement. This is an area that the child welfare system overall has struggled with, and few states have achieved much success. Given the nature of the work being performed and the adversarial relationships often developed with families, it has been a challenge for child welfare workers to effectively engage families. This is an area that the CBCAP program and SLAs specifically could lend some support and knowledge given the vision of the CBCAP program “to support meaningful involvement of all parents, including parents with disabilities, in planning, implementing, and evaluating prevention programs.” There are many tools and trainings available around parent leadership through the FRIENDS National Resource Center for CBCAP. While this is still an evolving process for the CBCAP program, some states have resources to bring to their counterparts in child welfare to assist them build a system that successfully engages parents. Parent leaders through the CBCAP program could help recruit other parents and could participate in the CFSR process. Child welfare counterparts could draw on these

parent advocates to help with recruiting parents; helping train parent advocates; or linking with other parent advocate initiatives in other child and family serving systems, such as mental health. As the parent leadership programs grow in each state, the potential for having an integrated parent leadership/advocacy program across prevention, child welfare, and other child and family serving systems with similar programs could be leveraged in multiple ways to help improve overall services to children and families for better outcomes.

**6. Leveraging funding:** While the CFSR process does not specifically address funding, there are often significant financial implications to addressing the insufficiencies in performance. Child welfare agencies could engage the stakeholders of SLAs as part of the CFSR process. These stakeholders can potentially bring increased financial and other types of resources that may be required to meet performance requirements. Interface by SLAs with the community through trainings and child abuse prevention efforts could be leveraged to garner support for assistance for the child welfare system in order to be successful. Connections to stakeholders, such as funders, business professionals, faith-based helpers, recreational resources, libraries, volunteers, and day care providers can prove invaluable. While the formal child welfare system is not often able to engage these sectors for creative ways to fill gaps in services to ensure the safety and well-being of children and families, SLAs routinely engage these partners in the public and private sector for prevention efforts.

SLAs have extensive experience leveraging funding and mobilizing the community, both of which are important to include as part of the CFSR process as well as on other key child welfare initiatives, such as Citizen Review Panels.

### In Summary

States that understand the value of the CBCAP program have begun to link the prevention end of the system with the ‘front door’ of child welfare to facilitate and improve ways of addressing allegations of abuse and neglect through such efforts as:

- Differential Response systems

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- Combining PSSF and CBCAP funds to issue joint RFPs for family support services
- Creating a special office on prevention that includes primary, secondary, and tertiary services for the prevention of child abuse and neglect; and
- Using the child abuse councils to help review child welfare data as part of the CQI process to ensure effective systems are present in the community for the safety of children and support of their families.

With the continued economic downturn and dwindling resources, it is essential that all components of the child and family serving system work together to reduce duplication, make the most efficient use of resources, and develop creative solutions that will ensure children are safe and families are supported.

### CBCAP Involvement in the CFSR/PIP Process

#### When to Get Involved

The key time for SLAs to intervene during the CFSR/PIP process are:

- Planning calls for the overall CFSR process
- Face to Face planning meeting for the CFSR
- Preparation activities for the statewide assessment
- Actual statewide assessment process
- Preparation activities for the onsite CFSR review
- Onsite review – reviewing charts, participating in stakeholder interviews
- Exit interview with the federal team at the end of the onsite review
- PIP kickoff meeting
- PIP development process
- PIP implementation process<sup>5</sup>

#### How to Get Involved

It does not matter where your state is in the process of the CFSR/PIP, you can still get involved, have input, and make a difference!

Contact your state CFSR/PIP coordinator to let them know you are interested in participating. If you are part of the department housing the state child welfare agency, it might be easier than if you are located outside of the agency. If you do not know who the CFSR/PIP coordinator is, contact your state child welfare director. Additionally, you can contact FRIENDS, the Children's Bureau Regional Office contacts, or the Federal project officer for CBCAP, who can help you get connected. These contacts are available at [www.friendsnrc.org](http://www.friendsnrc.org).

When you contact the CFSR/PIP coordinator, ask where the state is in the process so that you can determine how you can get involved. The CFSR/PIP coordinator is not necessarily the person who determines which stakeholders will be invited to the table. Find out who is responsible for this and get their contact information so you can advocate for your inclusion.

If the state has not started the CFSR process:

- Find out when the meetings are scheduled and let them know how you could contribute, such as helping with the needs assessment and identifying gaps.
- Contribute names of other key stakeholders that could be involved. You might be more familiar with prevention community resources and representatives than your peers in the child welfare agency, and you may know of parent leaders through the CBCAP program. These parent leaders could be particularly helpful with engaging other parents, as well as providing input regarding statewide assessment, service array, and gap identification.
- Participate in the needs assessment by contributing what you know about the services available and helping to identify potential gaps.
- Participate in the review of data to see what the potential implications are and where prevention might fit in.
- Participate in the statewide assessment.

<sup>5</sup> Children's Bureau Child and Family Services Reviews, Steps in the Review Process. Retrieved July 14, 2009, from [http://www.acf.hhs.gov/programs/cb/cwmonitoring/tools\\_guide/hand-3.htm](http://www.acf.hhs.gov/programs/cb/cwmonitoring/tools_guide/hand-3.htm).

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If the state has already had the statewide assessment:

- Ask to see the written report/documentation for the statewide assessment. If it is not complete, ask for information about the key findings, especially in the areas of safety, well-being, service array, responsiveness to community, and quality assurance.
- Look specifically at the key areas outlined above—safety, well-being, service array, agency responsiveness to community, and quality assurance—when reading the report.
  - How is the state doing in these areas?
  - Look at the data for the communities where programs and services funded through CBCAP are operating. Is there anything else you could do to address/contribute to solutions/improvement of performance around the identified issue/need? While there might be nothing that can be done in the immediate future, you can begin thinking about solutions you could offer within the parameters of the CBCAP program that might end up in the PIP (e.g., putting out new RFPs for the upcoming year that would target new prevention of child abuse and neglect services, filling a gap in services to keep children safe in their home).
  - Check to see what the identified service gaps are. Do you know if services to fill those gaps already exist? If not, ask yourself if CBCAP funding could be used to meet the need?
  - Examine the data in communities without CBCAP-funded programs/services to determine if an identified need exists that could be met by CBCAP-funded services.
  - Are there existing collaborative initiatives taking place that were not documented or that the CBCAP prevention provider network could become a part of future activities?
- Ask to participate in meetings designed to address issues raised in the statewide assessment.
- Participate in the planning for the onsite review, if needed.

If the state has not had the onsite review:

- Offer to participate in the actual CFSR review. It is important for you to understand how the process works so you can better articulate where and how CBCAP program/services can be helpful.

If the state has already had the CFSR:

- Attend the exit meeting that takes place at the end of the onsite part of the CFSR. The key themes for future work tend to be highlighted, or at least begin to emerge, here. There might be some changes/modifications for what would get put into the CFSR report but this will help you gain a better understanding. Look for how the CBCAP program/statewide prevention network might be able to assist with addressing these issues.
- If the exit meeting has taken place, ask if you can have a copy of the handouts or presentation from the meeting. The CFSR/PIP coordinator or the child welfare director should have this. If these materials are not available, ask what was presented. You can also contact FRIENDS or the federal project officer to assist with getting access to this information.
- Ask if you can attend the PIP kickoff meeting. In this meeting, state agency staff will strategize the specific activities they will undertake to be in substantial conformity with the performance requirements.
- If this has already taken place, try to participate in the meetings/workgroups. See what might be done to help the state fill gaps in services and begin to reduce the rate of the recurrence of maltreatment statewide so they can be in substantial conformity.

If the SLA is located outside of the child welfare system, it might be more difficult to get involved in the CFSR/PIP process. It is still important to persist. Irrespective of whether the SLA is located outside or within the child welfare agency the information provided above can be helpful. If a SLA continues to have difficulty getting connected and/or involved, reach out to the CBCAP Federal Project Officer, regional office staff or the FRIENDS NRC for CBCAP to help.

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### **Role of the Regional Offices**

The regional office staff play a key role in supporting the state in preparing for their CFSR/PIP process. The Children's Bureau Regional Office specialists are experts in the issues and dynamics of your state's child welfare system. They have a focus on identifying areas of collaboration among SLAs, state child welfare agencies, and Court Improvement grantees. They identify areas in regions and states in which the CBCAP program intersects with (and is distinguished from) key child welfare programs such as PSSF, CFSRs, and other Title IV-B programs. They encourage collaboration among other regional and state Administration on Children and Families/Health and Human Services programs such as Head Start, Early Head Start, child care, child support, runaway/homeless youth, faith-based and neighborhood partnerships, and other prevention initiatives. Additionally, they participate in regional and state interdepartmental initiatives including reducing homelessness with Housing and Urban Development, positive youth development with Department of Labor, and immigrant families with Department of Homeland Security/Immigration and Customs Enforcement.

Each region varies in the way that work and support for the CBCAP program is divided. Some regional offices have a regional contact person for the CBCAP program while others have a contact person in the regional office for each state. That person would support the identified state they are responsible for around all the various CB programs. Regardless of the structure of support, the regional office staff is an important resource for SLAs to contact in order to make connections with their state child welfare agency counterparts responsible for the CFSR/PIP process. To find out which regional office staff you should be reaching out to, along with their contact information, visit

[www.friendsnrc.org/contacts/contacts.asp?region=0](http://www.friendsnrc.org/contacts/contacts.asp?region=0). Click on your state and the regional staff contact person will be listed with their contact information.

### **Other resources**

For more background on the Child and Family Services Review and Program Improvement Plans, visit: <http://www.acf.hhs.gov/programs/cb/cwmonitoring/index.htm#cfsr>

National Child Welfare Resource Center for Organizational Improvement developed a training package on the CFSR process: <http://muskie.usm.maine.edu/helpkids/cfsrta.htm>



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