

Family First: Implementation Updates and Emerging Considerations

OJJDP

March 31, 2022

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*This session is being recorded

CASA GAL
Court Appointed Special Advocates
Guardians ad Litem
FOR CHILDREN

Family First Prevention Services Act:

Implementation Updates and Emerging Considerations

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Chapin Hall at the University of Chicago

March 31, 2022



Agenda

Family First Prevention Services Act (Family First)

- **Context & National Landscape**
- **Challenges**
- **Innovations & Opportunities**
 - Implementing Motivational Interviewing broadly and with fidelity
 - Investing in culturally-specific prevention services
 - Building community pathways
 - Integrating economic & concrete supports for families
- **Family First Implementation from the CASA/GAL perspective**
- **Q&A**



Family First Prevention Services Act: *Context and National Landscape*



Total Annual Expenditures on Child Welfare Systems

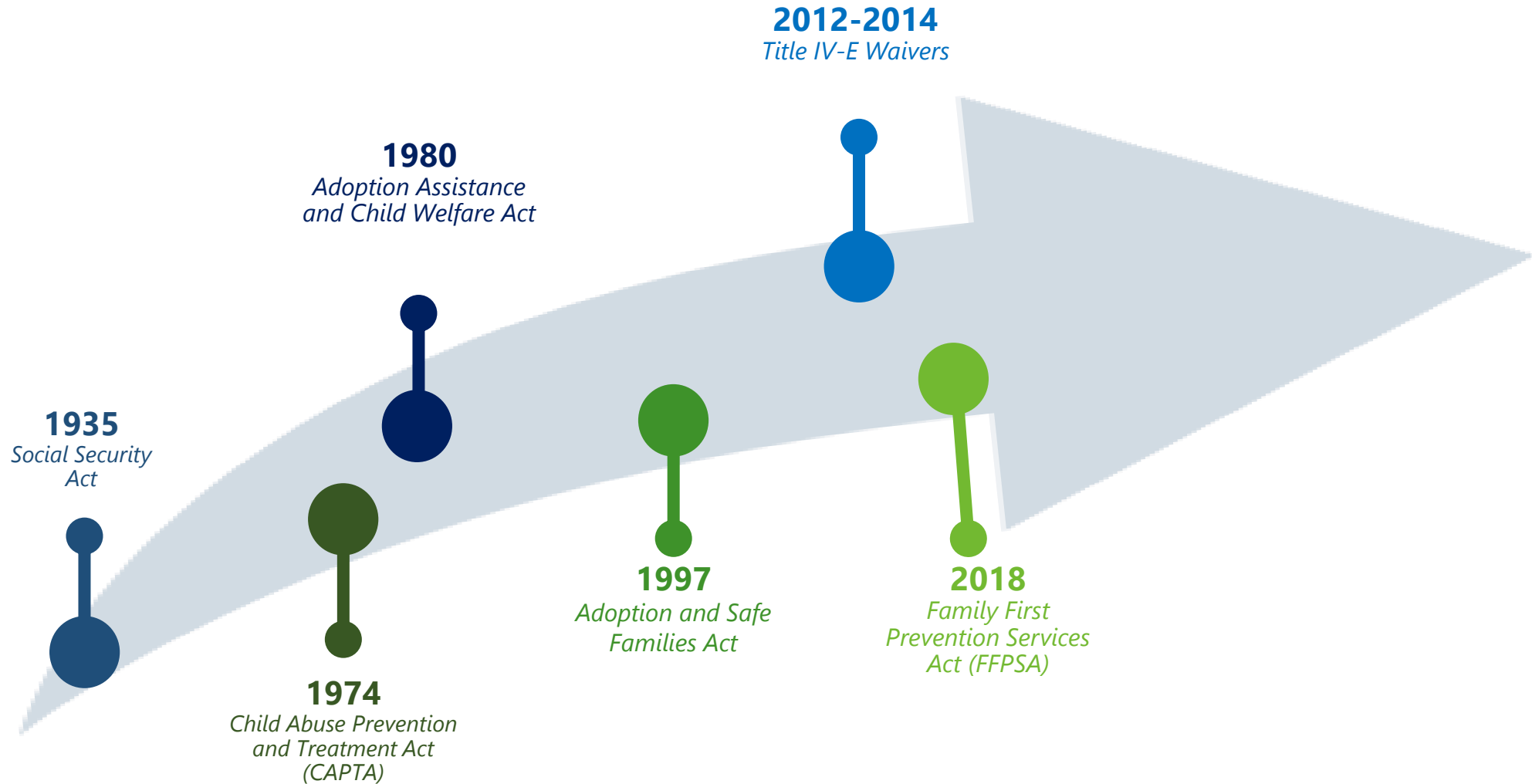
\$33 billion

total direct public expenditures by state & local child welfare agencies (SFY 2018)

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



Child Welfare Throughout the Decades



What is Family First?

- Signed into a law in **2018**
- **Landmark** legislation: Most significant child welfare law in 20 years
- Dramatically alters the **federal financing structure** for child welfare programming (title IV-E)
- States gain the option to use **federal title IV-E funding** for evidence-based prevention services
- Directs child welfare **prevention efforts towards evidence-based services** and provides an uncapped **ongoing funding** stream to pay for them
- States must have a comprehensive **five-year Family First Prevention Plan** approved by the federal government

**Family First
is a lever
-not a blueprint-
for system
transformation**



Family First Prevention Plans: *National Landscape*

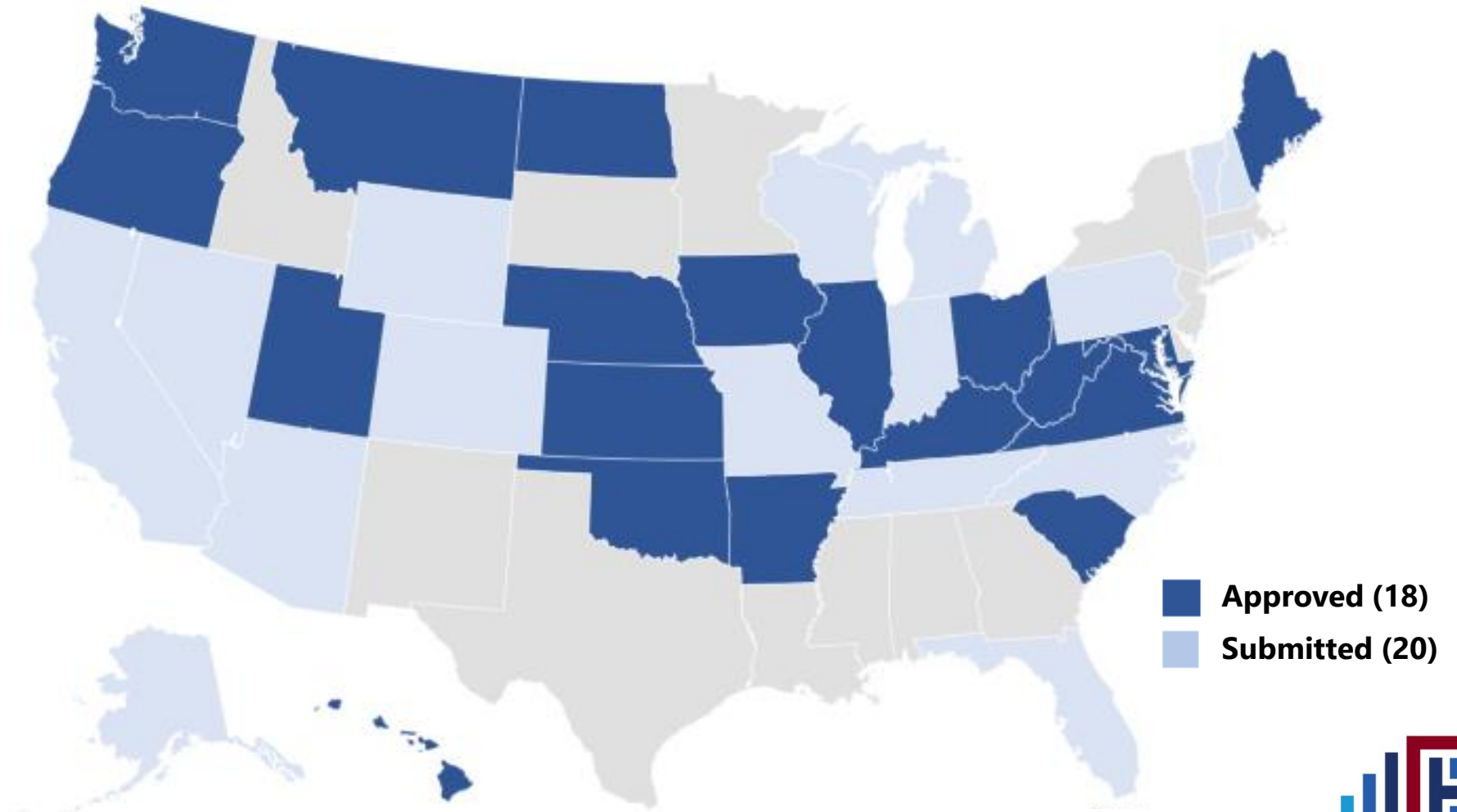
Additional Plans

Approved:

- Washington, DC
- Eastern Band of Cherokee Indians

Submitted:

- Aleut Community of St. Paul Island
- Keweenaw Bay Indian Community
- Salt River Pima-Maricopa Indian Community



Family First Opportunities

- **Transforming** the child welfare focus from foster care to prevention, increased family stability and well-being
- **Investing** in evidence-based interventions
- **Applying** a trauma-responsive lens to the continuum of prevention services
- **Partnering across systems** (mental health, substance use disorder, juvenile justice, early childhood, health, etc.) to align prevention efforts



Family First Legislation: *Major Provisions*

Prevention

**Congregate
Care
Reduction**

**Other Major
Provisions**

- Kinship Navigator
- Reunification services
- Extended services for older youth

Family First: *Prevention*

- **What is the purpose of the prevention provision?**
 - Provide enhanced services to children and families
 - Prevent child abuse and neglect
 - Prevent entry into foster care
- **Who is eligible for Family First prevention services?**
 - Children and youth determined to be at **imminent risk of foster care** and their parents/caregivers/guardians (*i.e.* candidates for Family First prevention services)
 - Expectant and parenting youth in foster care (categorically eligible)
- **What types of prevention services are available?**
 - In-home, skill-based **parenting** programs
 - **Substance abuse** prevention & treatment programs
 - **Mental health** prevention & treatment programs



Family First: *Prevention*

Prevention

- **No income test** is required for children, parents or kin to receive prevention services.
- Preventive services can be federally funded for up to **12 months** at a time; additional 12-month periods are allowable.
- All prevention services must be provided within a **trauma-informed** organizational structure and treatment framework.
- A **child-specific prevention plan** is required for each child at imminent risk of foster care and expectant/parenting youth

Family First Prevention Services

Service	Mental Health	Substance Use Disorder	Parenting
<i>Brief Strategic Family Therapy (BFST)</i>	✓	✓	✓
Familias Unidas	✓	✓	✓
Family Check-Up	✓		
<i>Functional Family Therapy (FFT)</i>	✓		✓
<i>Healthy Families America (HFA)</i>			✓
<i>Homebuilders</i>			✓
Intercept (formally Youth Villages Intercept)			✓
<i>Motivational Interviewing (MI)</i>		✓	
<i>Multisystemic Therapy (MST)</i>	✓	✓	
Nurse-Family Partnership (NFP)			✓
<i>Parent-Child Interaction Therapy (PCIT)</i>	✓		
<i>Parents as Teachers (PAT)</i>			✓
Child First	✓		✓
Eye Movement Desensitization & Reprocessing (EMDR)	✓		

Rated **Well Supported** by the Prevention Services Clearing-house

Italics indicate a frequently selected service.

Family First Prevention Services

Service	Mental Health	Substance Use Disorder	Parenting
Families Facing the Future		✓	
Family Centered Therapy (FCT)			✓
Interpersonal Psychotherapy (IPT)	✓		
Multidimensional Family Therapy (MDFT)	✓	✓	✓
Parenting with Love and Limits	✓		✓
Parents Anonymous	✓	✓	✓
Prolonged Exposure Therapy for Adolescents with PTSD	✓		
Prolonged Exposure Therapy for PTSD	✓		
Triple P – Positive Parenting Program (Level 4 – Standard)	✓		

12

Well-Supported

15

Mental Health
Services

7

Substance Use
Disorder Services

13

Parenting
Services

Family First: *Congregate Care Reduction*

Congregate Care Reduction

Family First does not limit placement in congregate care, but it applies **significant federal funding restrictions** for children and youth in congregate care beyond 2 weeks.

The goal is to **emphasize family placement** wherever possible and to see non-family settings as intensive and time-limited treatment interventions, rather than placements for children.

Compels congregate care providers to **adapt their business models** to invest in more responsive placement arrays.

Family First: *Congregate Care Reduction*

Congregate Care Reduction

Federal funding is available for:

- ✓ **Qualified Residential Treatment Programs (QRTP)**
- ✓ Facilities for pregnant and parenting youth
- ✓ Supervised independent living for youth 18 years and older
- ✓ Specialized placements for youth who are victims of or at-risk of becoming victims of sex trafficking
- ✓ Residential family-based substance use disorder facilities

Key Aspects of QRTP Policy

QRTP Requirements



- Is licensed and accredited
- Has a trauma-informed treatment model
- Facilitates participation of family members in the child's treatment program
- Has nursing & other licensed clinical staff on-site and available 24/7
- Provides discharge planning & family-based aftercare support for at least 6 months post-discharge

Assessment of Needs



- Within 30 days of placement in a QRTP, a "qualified individual" must assess whether the child's clinical needs are best met in a residential treatment setting
- A court must consider the assessment & approve the placement in 60 days and maintain oversight of assessment/placement at hearings.

Family Engagement



- Family and permanency team inform assessment and placement decisions
- Family is engaged in treatment.
- Maintain outreach and ongoing contact with family members, siblings, and fictive kin

Family First: *Other Major Provisions*

Other Major Provisions

- Title IV-B funds can support **reunification services** while children and youth are in care, and up to 15 months post-reunification
- Title IV-E funds can support evidence-based **Kinship Navigator Programs**
- Authorizes grants to states to **recruit and retain high quality foster parents**
- **Extends Chafee program** to allow services to youth who have aged out up to age 23
- Allows **5 years of eligibility for Education and Training Vouchers** up to age 26
- IV-E agency must develop a plan for meeting the **developmental needs of young children** (age 5 and under)

Family First: ABA Recommendations for the Legal Community

- Assess if **prevention services were offered** before removal
 - Were the services offered for the parent? Kinship Caregiver? Child?
 - If appropriate, advocate for prevention services as an **alternate to removal**
- Request a copy of the **child/family's prevention plan** and review the services the agency offered
 - Were reasonable efforts made to prevent removal? Especially in cases involving mental health, substance use, and parenting skills challenges.
- Investigate if a **kinship placement** is possible as an alternative to foster care
 - Prevention services should, if needed, be used to support kinship caregivers
 - If developmentally appropriate, ask the child to help identify kin resources
- If removed, ask if a **family-based substance abuse treatment** facility is feasible
- If you represent an **expectant or parenting teen** in foster care, advocate for them to receive prevention services (if they are interested)

Congregate Care: ABA Recommendations for the Legal Community

- If the child/youth does not want to live in a QRTP, advocate for alternatives
 - Can **community services** meet their needs? Have all alternative living arrangements been evaluated? Is **kin placement** an option?
- Ensure the **QRTP assessment** is done properly and accurately
 - Was the tool used age-appropriate? Evidence based? Validated? Functional?
 - Was the assessment conducted by an objective 'qualified individual'?
 - Did the assessment include diagnoses? Treatment goals? QRTP necessity?
 - Was the family and treatment team consulted and included?
 - Does the assessment match other records (school, mental health)?
- Investigate the proposed placement and its **fit for the child's needs**
- Advocate for ongoing **consistency** in placement and **maintaining connections** while living in the QRTP
- Discuss **transition/discharge plans** regularly and ensure an **aftercare plan** is developed



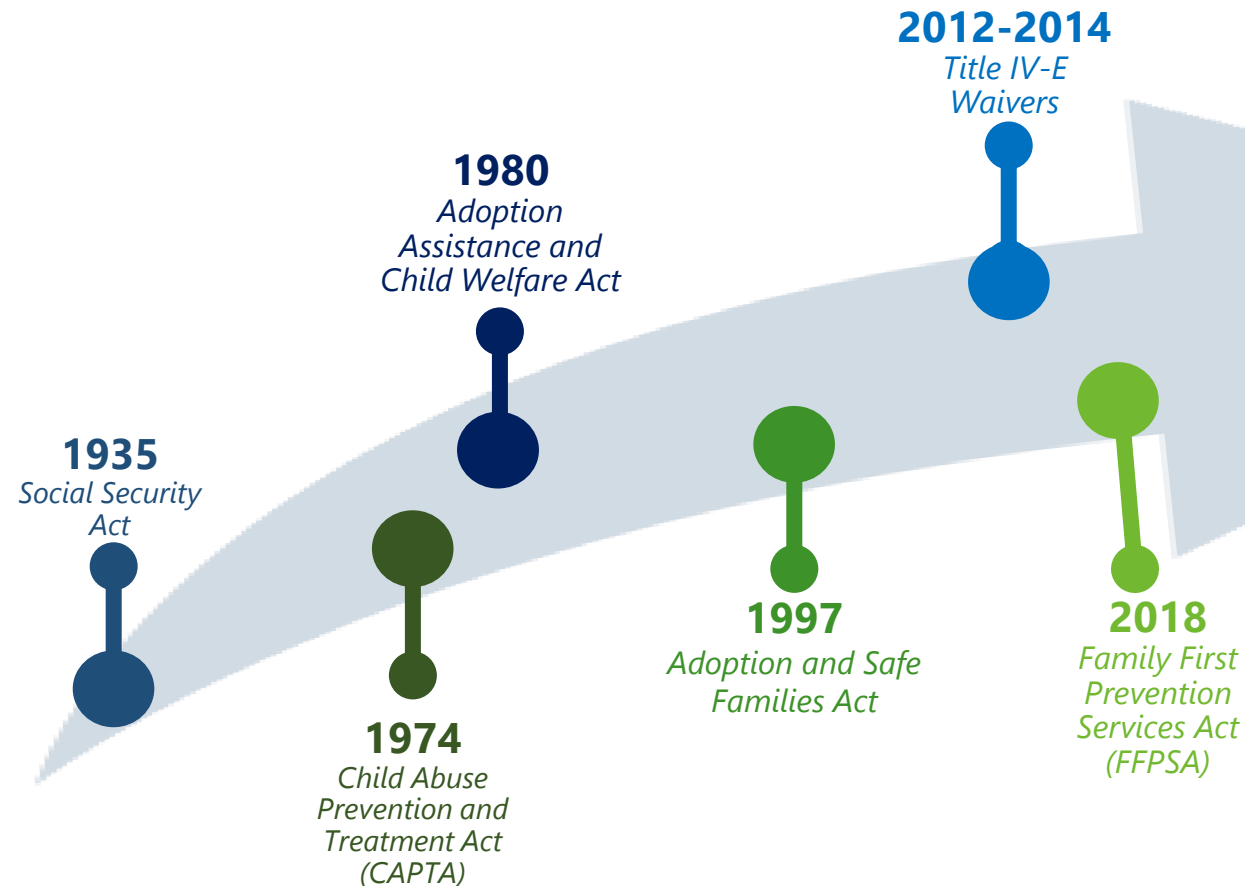
Family First Implementation Challenges & Innovations



Child Welfare Throughout the Decades

Family First legislation:

- Overly **narrow interpretation** limits innovation
- Limited number and type of **prevention services**
- Does not explicitly include **economic & concrete supports**



Family First Challenges

Service Gaps



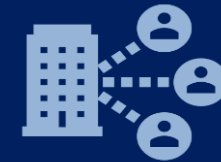
- Limited to a short list of mental health, parenting & substance abuse EBPs
- Lack of services to meet concrete and economic needs
- Established, but unrated programs cannot be reimbursed
- Difficulty scaling up EBPs

Barriers to Access



- Narrow definitions of candidacy often limit access to families that have already experienced crisis
- Some EBPs have strict eligibility requirements & exclusionary criteria
- Families dealing with high stress & unmet basic needs may not have the capacity to engage in EBPs

Collaboration



- Cross-agency collaboration is needed to coordinate services & supports for families
 - Mental Health
 - TANF
 - Probation
 - Education

Maximizing Impact

How are states maximizing the impact of Family First to transform child welfare?

1

Implementing **Motivational Interviewing** broadly and with fidelity

2

Investing in **culturally-specific services**

3

Building **community pathways**

4

Integrating **economic & concrete** supports for families



Understanding Motivational Interviewing (MI)



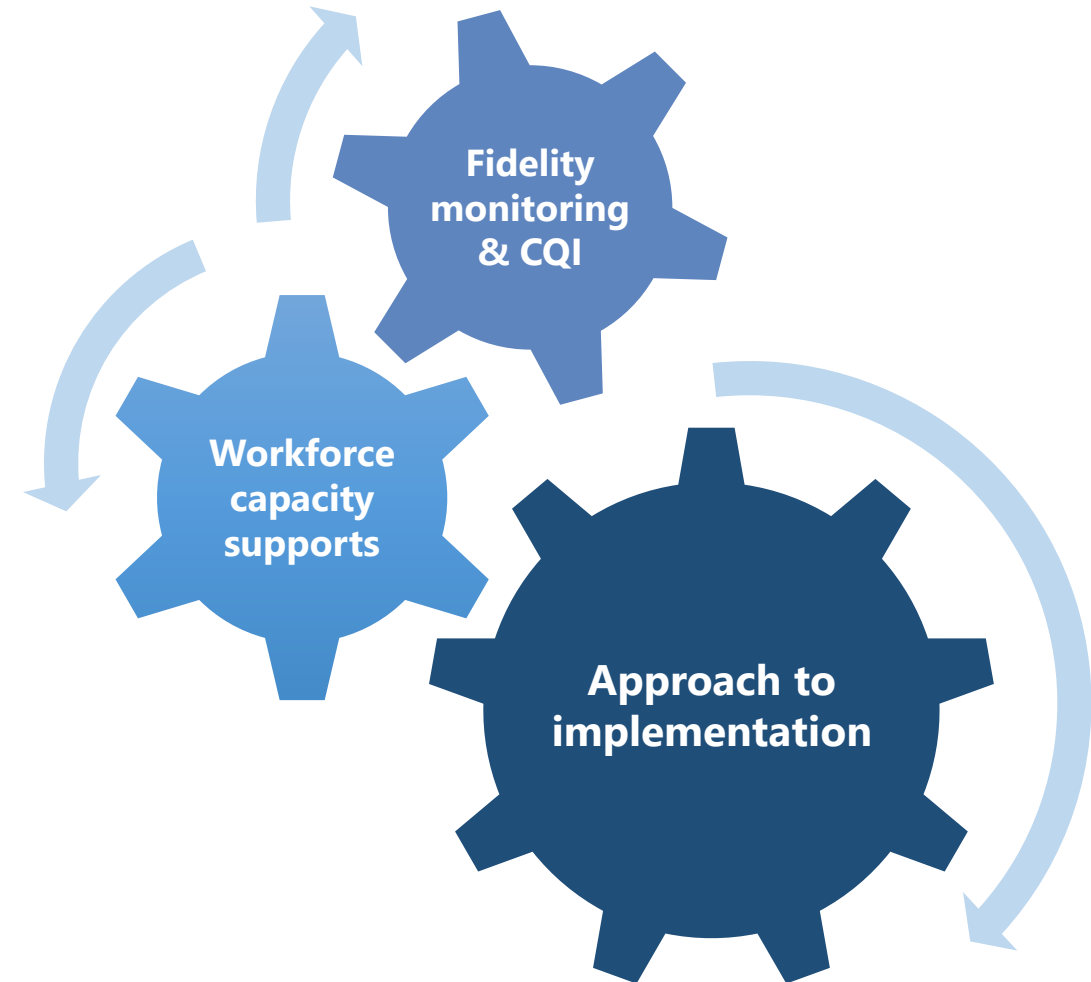
- Motivational Interviewing helps clients determine their **willingness and motivation** to work toward change.
- MI was originally designed for use with adults with **substance use** challenges. It has been **adapted for other fields** to help individuals bring about diverse life changes.
- While MI appears on the Clearinghouse as a substance abuse EBP, it has been approved for multiple states as an EBP **integrated with casework practice**.

Motivational Interviewing: *A lever for system transformation*

- A framework for **collaboration and empowerment**—replacing punitive, reactive, or coercive interactions with families.
- Puts **families in the drivers' seat** to make meaningful change.
- A practice framework to enhance and **bolster service linkage and delivery** as a wave of prevention sweeps the country.
- A **workforce skills building and redesign** strategy that replaces generic “case management” with the provision of an EBP.
- A **community capacity building** strategy to support community-based organizations through Family First.

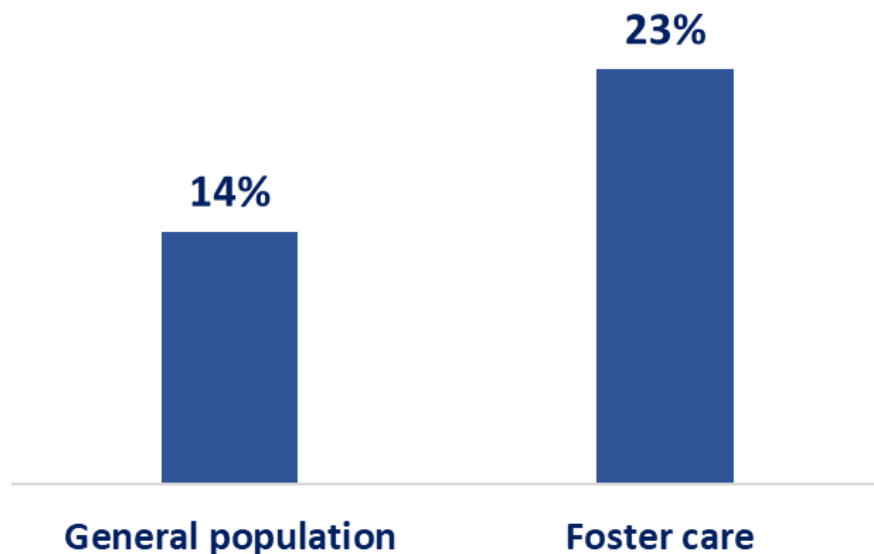
Motivational Interviewing: A lever for system transformation

- Research shows MI can improve practice in child welfare settings...when **implemented effectively and practiced with fidelity***
- MI will be most impactful if **implemented broadly**—across the child welfare continuum and partners.



Investing in Culturally-Specific Evidence-Based Services

National data showing the disproportionate number of Black children in foster care (USDHHS, 2019)



- Children and families of color are **over-represented** in Child Welfare systems
- Greater emphasis needed on programs and services **developed by and for families of color***
- Many of the currently rated and approved programs and services were **initially studied with predominantly white participants**

*By contrast, *culturally-responsive* interventions are those that adapt language or content to the cultural norms of specific groups.

What Jurisdictions & Partners Can Do

Select EBPs intentionally based on the populations served

- Gain a deeper understanding of the racial, ethnic & cultural considerations for families most likely to be eligible for Family First prevention services.
- Select EBPs that have demonstrated effectiveness with, been adapted for, or developed by/for key sub-populations.

Include culturally-specific EBPs in Family First Prevention Plans

- Include EBPs rated by the Clearinghouse, under review, or not yet under review.
- Communicate the importance of culturally-specific services and programs in your Plan and throughout strategic planning.

Chapin Hall Resource: *Brief on Culturally-Specific Services*

Chapin Hall developed a brief based on an analysis of key culturally-specific programs and services—outlining their evidence and elevating them for the field.

- **Elevates culturally-specific programs and services** so state child welfare agencies can carefully consider them as part of their Family First prevention service array.
- Raises awareness to **boost demand, further the evidence base** and increase the number of culturally-specific EBPs eligible for Family First approval.
- Identifies **12 culturally-specific services** that address the needs of minority populations within the Clearinghouse outcomes.

Find it here:

<https://www.chapinhall.org/>

What are Community Pathways?

Serving families
outside of the
child welfare
system

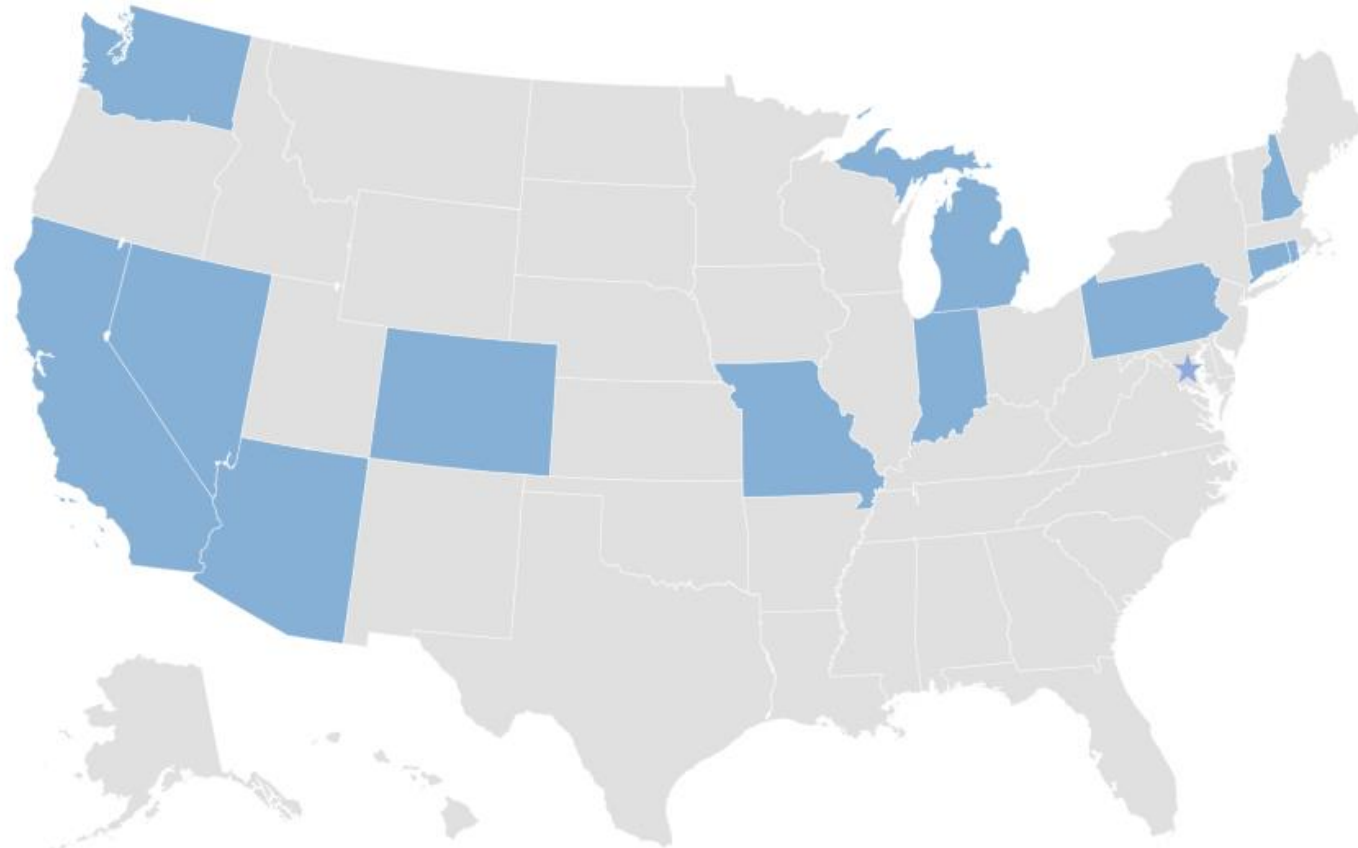
- Create entry points for families with **no on-going child welfare involvement**
- Families **voluntarily** receive services by trusted providers in their community
- Title IV-E **funding** supports the services provided
- A **paradigm shift** to build community capacity to strengthen families and prevent maltreatment



Family First Prevention Plans: *Community Pathways*

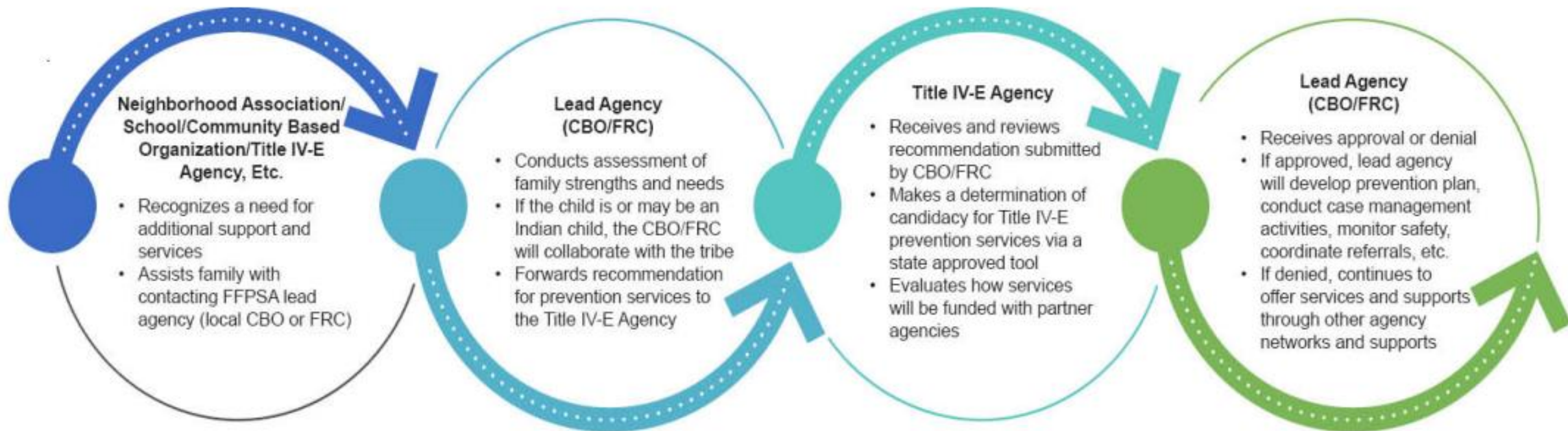
13 States

have proposed prevention plans that involve community pathway for prevention



Community Pathways Example: *California**

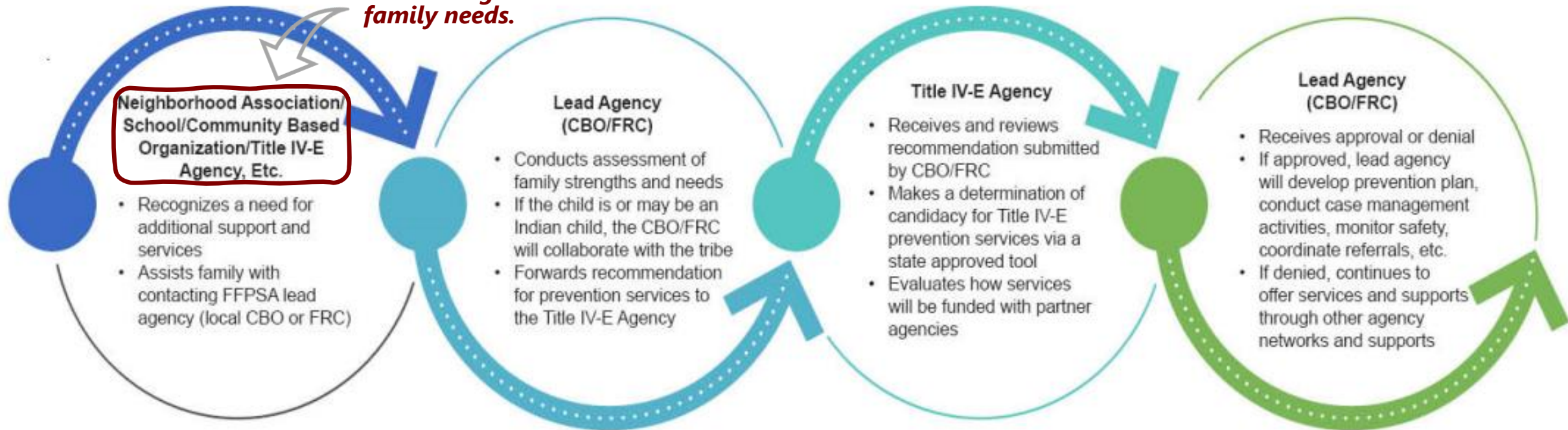
Allows eligible families to be served through trusted community-based organizations and Family Resource Centers with the benefit of Title IV-E funds and no on-going direct child welfare involvement.



**From California's Title IV-E Prevention Plan, submitted but not yet approved.*

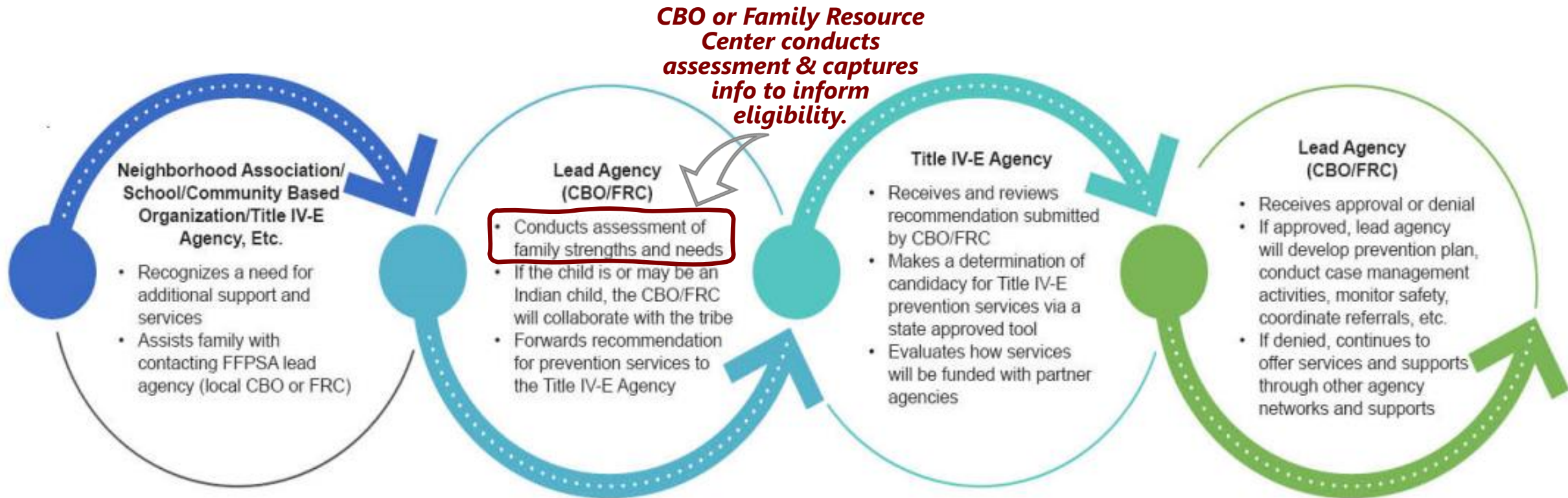
Community Pathways Example: *California**

Trusted community organizations, associations, and schools recognize family needs.



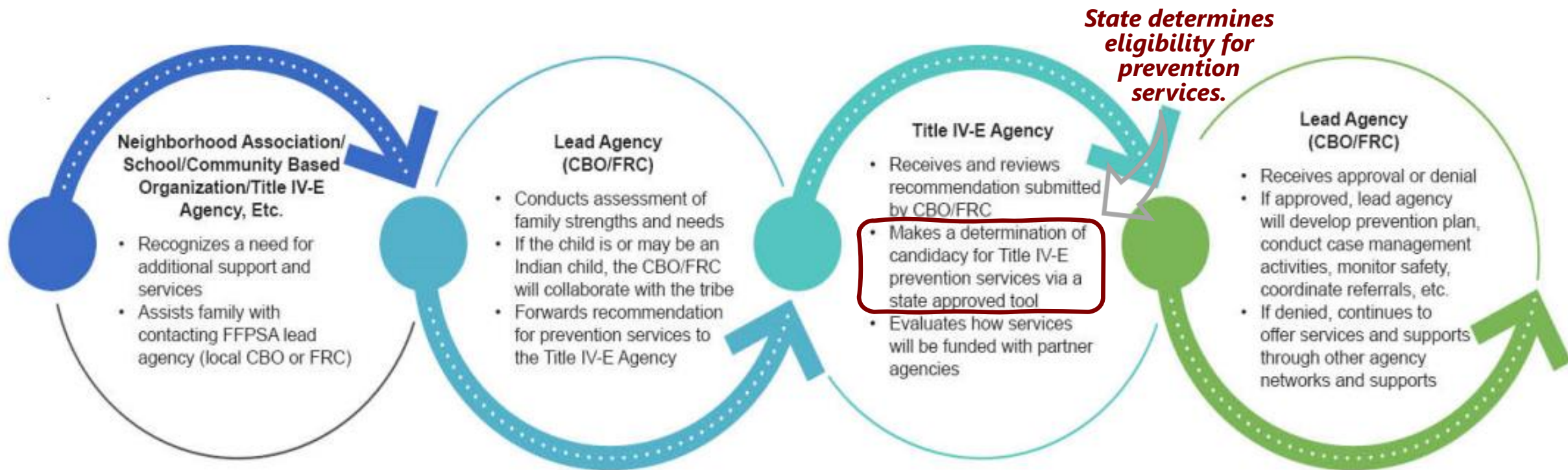
*From California's Title IV-E Prevention Plan, submitted but not yet approved.

Community Pathways Example: California*



*From California's Title IV-E Prevention Plan, submitted but not yet approved.

Community Pathways Example: *California**



*From California's Title IV-E Prevention Plan, submitted but not yet approved.

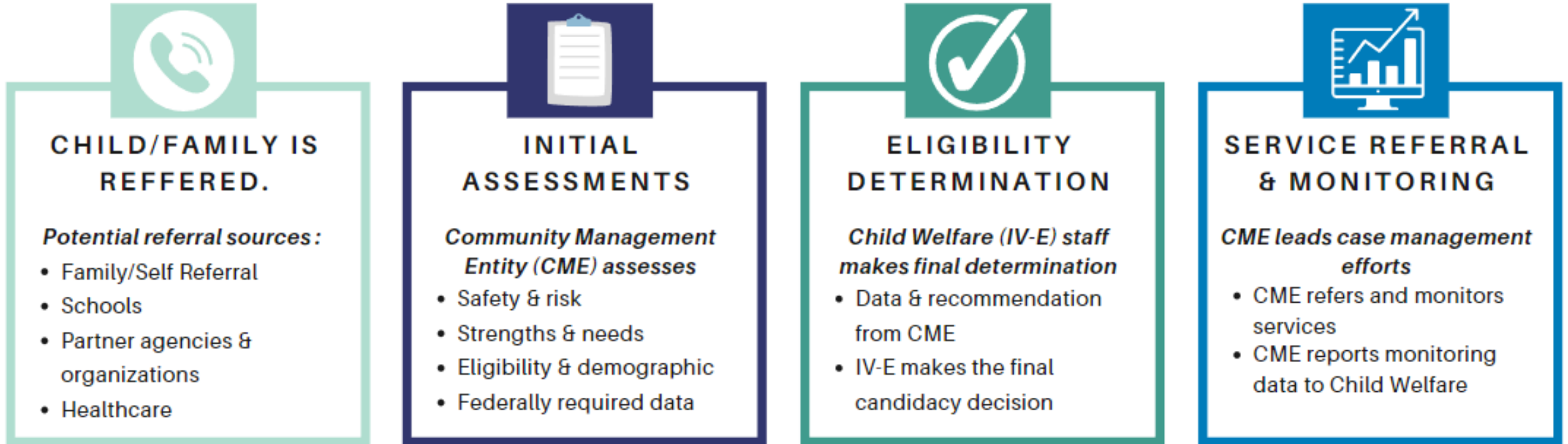
Community Pathways Example: *California**



*From California's Title IV-E Prevention Plan, submitted but not yet approved.

Community Pathways Example: Connecticut*

The goal is for families to be served as far upstream as possible to prevent ongoing involvement in the child welfare system.



Community Pathways Example: *Washington State*



A family that has identified Prevention needs has a series of ways they can receive assistance and services

CPS Family Assessment Response (FAR)

For cases where allegations are considered to be low to moderate risk and are non-emergency, the family would be eligible for a FAR assessment versus an investigation. If in addition, the child(ren) can remain safely in the home with the safety plan, the case remains in FAR for ongoing service provisions.

DCYF is considering an FFPSA prevention pilot with some FAR units as part of the implementation for the FFPSA Prevention plan.

CPS Family Voluntary Services (FVS)

After a CPS investigation, if the family is identified as being moderately-high or high risk (SDM) for future abuse or neglect and the child(ren) can remain safely in the home, the case is transferred to FVS.

FVS will develop a prevention plan, monitors ongoing safety, risk and progress and provides services to address the needs of the family.

This pathway is part of the initial implementation phase for the FFPSA Prevention plan.

Additional DCYF Program

There are multiple programs within DCYF that can provide Prevention support to families. Children on trial return home following placement, Family Reconciliation Services (FRS), youth discharged from state Juvenile Rehabilitation services and potentially others.

DCYF is interested in exploring how FFPSA Prevention services can support these families in these programs.

This pathway will be part of future implementation for the FFPSA Prevention plan.

Community

There are Washington Families that are not yet involved with Child Welfare, but may demonstrate risk factors for involvement

DCYF is interested in developing a pathway to ensure these children and families are supported in their communities.

We will look to our community partners to help in developing the best way to meet these families' needs.

This pathway will be part of the future implementation for the FFPSA Prevention Plan.

Community Pathways Example: *Washington D.C.*

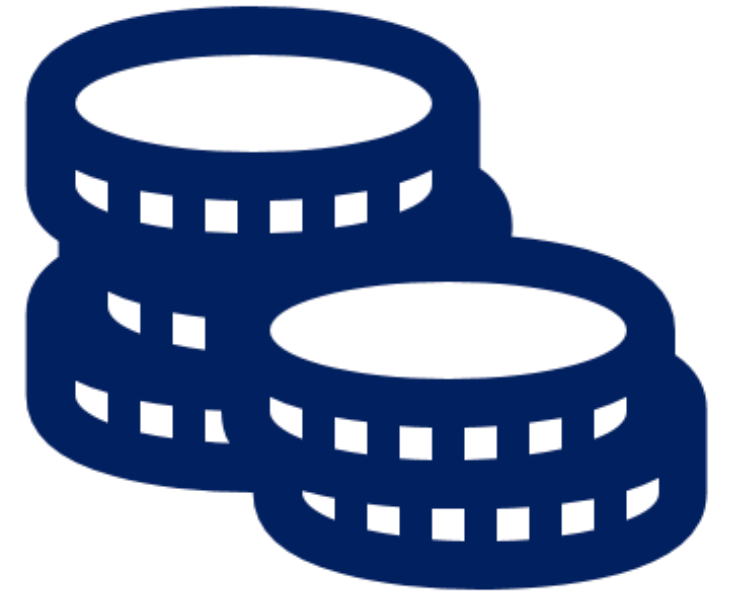
Children remain eligible for IV-E prevention services following open child welfare case.

Served by trusted community organizations (Community Collaboratives) with the benefit of Title IV-E funds and no on-going child welfare involvement.



Recognizing the Relationship between Economic Insecurity & Child Welfare Involvement

- Children in economically insecure households are:
 - **5x more** likely to experience maltreatment
 - **7x more** likely to experience neglect
(compared to other children)
- Nearly **85% of families investigated by CPS** earn below 200% of the federal poverty line (*\$43,920 for a family of 3 in 2021*)
- Families living below the poverty line are **3x more likely** to be substantiated for child maltreatment



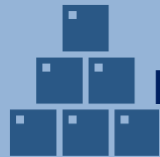
Material Hardship & Child Welfare Involvement

Most reliable predictors of **child welfare involvement**

Income Loss



Cumulative Material Hardship



Housing Hardship



Economic & material hardships are predictive of **investigated neglect reports**

Food pantry use



Difficulty paying rent



Cutting meals



Public Benefit



Utility shutoffs



Inability to receive medical care for sick family member



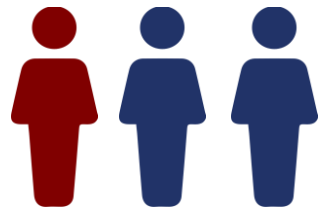
Short duration of residence



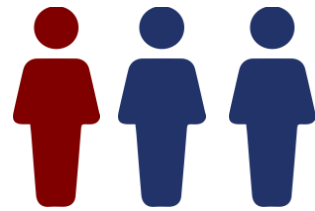
Poverty in the U.S. Disproportionately Impacts Children of Color

- Nearly 73% of children in poverty are children of color (CDF, 2020) (Kids Count, 2020) (Census Bureau, 2020)

Living in poverty:



Nearly **1 in 3** Black children



Nearly **1 in 3** American Indian/Alaska Native children



Nearly **1 in 4** Latinx children



1 in 11 white children

- While 14% of U.S. children are Black, they make up 27% of children living below the poverty line

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

Integrating Economic & Concrete Supports into Family First Prevention Plans

New York – *Prevention Plan to be submitted*

- Collaboration with partner agencies to integrate **economic & concrete supports**, race equity and a public health approach
- Broad definition of imminent risk and candidacy

Indiana – *Prevention Plan submitted in April 2021 (not yet approved)*

- Prevention service array includes **Indiana Family Preservation Services**, in-home parenting program augmented with concrete supports & services (*not rated, evaluation plan will need ACF approval*)
- Candidacy definition includes **all children & families who receive Healthy Families America** through child welfare & community providers

Including EPBs in Family First Prevention Plans that Integrate Economic Supports & Care Coordination

- **Homebuilders** (*well-supported*) – parenting intervention augmented with \$200 in flex funds per family
- **Multisystemic Therapy** (*well-supported*) – mental health & substance use intervention augmented with \$100 in flex funds per family
- **Healthy Families America** (*well-supported*) – parenting intervention that provides referral and coordination of services for families, including financial, food, housing assistance and child care
- **Intercept** (*well-supported*) – parenting intervention augmented with \$200 in flex funds per family
- **Incredible Years** (*promising*) – mental health intervention that recommends a line item for child care so families can engage in services
- **Child First** (*supported*) – parenting & mental health intervention with teaming structure that requires a care coordinator to assist families in accessing services such as SNAP, WIC, housing

Flexible Funds to Meet Economic & Concrete Needs of Families with Children at Risk of Removal



From SFY 2020 to SFY 2021



Prevention expenditures **increased by \$3 million**



Out-of-home care expenditures **decreased by \$27.6 million**

(decline in out-of-home expenditures includes decrease in number of children in foster care [900+ less] & reductions in congregate care placements)

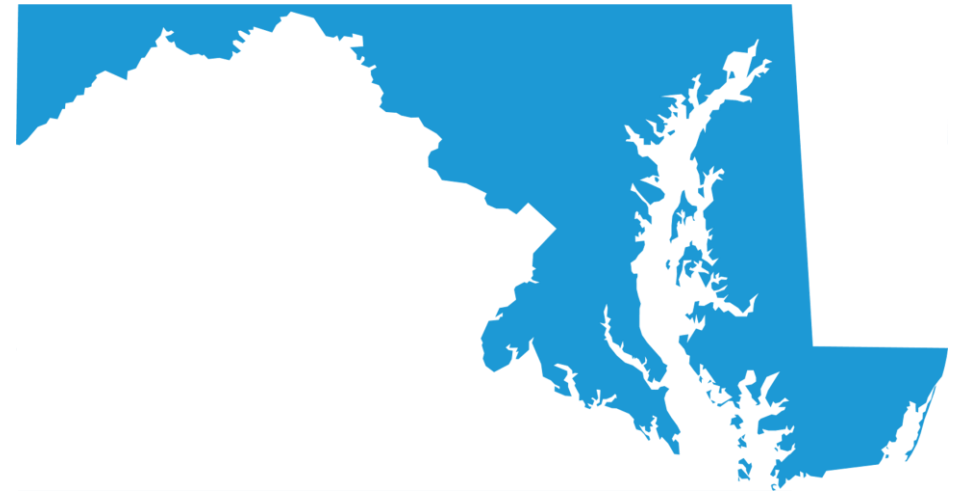
Kentucky – SFY 2022 budget

State budget includes up to **\$1,000 in flexible funds** for families with children at risk for removal to meet economic and concrete needs & support prevention

Housing Support Resources to Families Participating in Healthy Families America (HFA)

Maryland

- Housing instability was identified as a **consistent barrier** for families seeking to engage in HFA
- In 2021, began pairing housing supports with HFA to focus on **addressing housing** needs of participating families
 - HFA home visitors identify housing-related needs & provide housing support resources to all participating families



Tightening Legal Standards for Removal at State Level May Address Poverty-Related Neglect



Texas – [House Bill 567](#) (passed 2021)

Before a child can be removed for neglect:

- Parent's actions (or lack thereof) must create an **"immediate danger"** of harm—rather than a "substantial risk" to the child's safety
- Parent must show **"blatant disregard for the consequences"** on the child for their action or inaction

Tightening Legal Standards for Removal at State Level May Address Poverty-Related Neglect

Washington State

[Keeping Families Together](#) (passed 2021)

- Tightens standards for removal by requiring child protective services to show that a child faces **“imminent physical harm”** from abuse or neglect rather than “serious threat of substantial harm”
- Prevents the state from removing children solely because of certain conditions in the home, including **community or family poverty, inadequate housing, mental illness or substance use**



Family First Implementation: The CASA/GAL Network Perspective



Participating state organizations:

- Colorado CASA
- West Virginia CASA Association
- Oregon CASA Network
- Kentucky CASA Network
- Virginia CASA
- Ohio CASA/GAL Association

Feedback on CASA/GAL Involvement in Family First Implementation

State organization staff reported:

- Engagement in the process was across the continuum of entry points:
 - Informed of Family First activities and implementation status only, with no active participation in providing input **to**
 - Serving on committees at different stages in the process to provide input and feedback **to**
 - Serving on task forces and meeting regularly with state human services officials to stay apprised of the implementation plan **to**
 - Collaborating with state officials to train local program directors on Family First and implementation plans (e.g. Lunch and Learns)

Feedback on CASA/GAL Involvement in Family First Implementation

State organization staff reported:

- The majority of state directors interviewed reported they were not involved in the implementation and roll out of Family First in their states
 - One state reported they Served on the Implementation Committee (met 2x month) and Statute Review Committee

Feedback on CASA/GAL Involvement in Family First Implementation

State organization staff reported feedback on behalf of the local programs:

- Are not seeing a change in local program practice due to Family First implementation
- Concerns that Family First is not being implemented as designed
- That monies are being reallocated from existing services to fund new services under Family First
- Concern about a full on focus on prevention, without concurrent planning in case out of home placement occurs
- Regional human services offices have done some in-service trainings for volunteer advocates on prevention services to educate them on facilitating those services with their children and families.
- Cases are lasting longer and are more severe in nature. This has impacted the children served number and keeping volunteers on cases longer (its worth noting the social worker shortage and court delay with COVID could also be a factor)

Building a Child & Family Well-Being System

Supports for families
upstream of system involvement

Reorientation of public benefits administered explicitly to reduce government interventions that interrupt familial bonds

Broad array of supports that extend beyond "treatment" for parents

Evaluation and monitoring of the effectiveness & impact of interventions and fine-tune approach

Assessment of economic instability at all touchpoints

Interagency collaboration & integration to leverage supports beyond what child welfare systems can provide

Partnership with families and communities to develop responsive & accessible supports and services

Chapin Hall Resources



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ABOUT US IMPACT AREAS OUR WORK EXPERTS CAREERS

Report

Addressing Economic Hardship Key to Preventing Child Welfare System Involvement

2021

By Dana Weiner, Clare Anderson, Krista Thomas



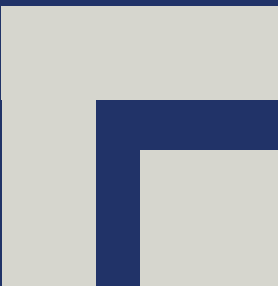
This brief summarizes historical policy context and provides an overview of policy, programmatic, analytic, and engagement strategies for leveraging economic supports to promote child and family well-being and prevent maltreatment.

<https://www.chapinhall.org/research/economic-supports-child-welfare/>

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



Questions?



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Register for the [Annual Conference](#) and join hundreds of your colleagues and peers in learning, thought partnership, celebration and the joy of being united. It's all taking place from June 4-7, 2022 against the backdrop of beautiful Seattle – birthplace of the CASA/GAL movement.

Family

Resilience

Paradigm
Shift

Diversity, Equity & Inclusion

National CASA/GAL Book Club

Maid: Hard Work, Low Pay, and a Mother's Will to Survive by Stephanie Land

Independent reading: March 3-April 1, 2022

Discussion groups: Week of April 4th

Author event: April 11, 2022

Halfway Home: Race, Punishment, and the Afterlife of Mass Incarceration by Dr. Reuben Miller

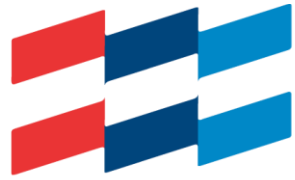
Independent reading: May 9-June 3, 2022

Discussion groups: Week of June 9th

Author event: June 13, 2022

To register for the book club, go to:

https://nationalcasa.formstack.com/forms/national_casa_gal_book_study_registration_for_m



Walk Run Thrive



- On **April 30 - May 1, 2022**, join CASA/GAL supporters across the nation for **Walk Run Thrive**, a virtual event to help raise awareness for National CASA/GAL and its nationwide network of programs.
- National CASA/GAL is holding the second annual Walk Run Thrive event in 2022 in conjunction with our celebration of the 40th anniversary of the National CASA/GAL Association. **Join us!**



LEARN MORE:

nationalcasagal.org/walk-run-thrive



QUESTIONS? EMAIL:

events@nationalcasagal.org