

ACF

**Administration
for Children
and Families**

**U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES
Administration on Developmental Disabilities**

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Information Memorandum

TO: Executive Directors, State Developmental
Disabilities Councils
Directors, State Protection and Advocacy
Systems
Directors, University Affiliated Programs

SUBJECT: Implementation of new legislation: Family
Preservation and Support Services.

PURPOSE: To provide preliminary information about the
family preservation and support services
legislation and to highlight its importance
for the disability community.

**LEGAL AND RELATED
REFERENCES:**

Title IV-B of the Social Security Act,
Subpart 2, Family Preservation and Support
Services; Omnibus Budget Reconciliation Act
of 1993 (P.L. 103-66).

Introduction

On January 18, 1994, a Program Instruction implementing the new family preservation and support services legislation was signed and sent to State Agencies administering the title IV-B Child and Family Services Program. This new law shares much in common with the practice and philosophy of the Administration on Developmental Disabilities (ADD). Both the ADD legislation as well as the Family Preservation and Support Services Program Instruction call for the establishment of new linkages and coordinated planning across service delivery systems. The purpose of this Information Memorandum is to provide background about the new initiative and to suggest possible opportunities for collaboration between ADD and family support and preservation. These opportunities include:

- o being involved in the family support and preservation planning process;
- o developing programmatic linkages between ADD and family support; and
- o establishing ADD as part of the continuum of care that is essential for strengthening children with developmental disabilities and their families.

Family Preservation and Support Services

In August 1993, the Congress passed and the President signed the Omnibus Budget Reconciliation Act of 1993. This legislation enacts a new Subpart 2 to title IV-B of the Social Security Act, representing the first major change in the child welfare area since the Adoption Assistance and Child Welfare Act of 1980. Subpart 2 (Family Preservation and Support Services) provides nearly one billion new Federal dollars over five years to States and a limited number of Tribes for preventive services (family support services) and services to families at risk or in crisis (family preservation services) (see attachment "A" for definitions of family support and family preservation services).

In addition to providing funds for establishing and/or expanding services, the new program offers States an extraordinary opportunity to assess and make changes in State and local service delivery in child welfare, broadly defined. The purpose of these changes is to achieve improved well-being for vulnerable children

and their families, particularly those experiencing, or at risk for, abuse and neglect. Because the multiple needs of these vulnerable children and families cannot be addressed adequately through categorical programs and fragmented service delivery systems, we encourage States to use the new program as a catalyst for establishing a continuum of coordinated and integrated, culturally relevant, family-focused services for children and families.

Because the new focus on family-based services and community linkages requires changes in vision, in philosophy, and in the design and delivery of child welfare services, the planning period is especially critical. By making 100 percent Federal funds available in Fiscal Year 1994 for planning, and by requiring the development of a long-range five-year State Plan, the legislation offers each State an opportunity to strengthen, reform, and better coordinate and integrate its service delivery system.

It is essential that planning in Fiscal Year 1994 and beyond includes a wide array of State, local, and community agencies and institutions, parents, consumers, and other interested individuals whose collective work feeds into joint State-Federal planning activities. Ideally, the planning process will offer an opportunity for these key stakeholders to become partners on behalf of children.

The result of the planning process will be the development and submission of a five-year State Plan. The State Plan is the vehicle to articulate a State's vision and the strategy for achieving that vision, set goals and measure progress towards those goals, and identify practical next steps toward a more comprehensive and integrated continuum of services that responds to the needs of vulnerable families within the State.

New Opportunities for Developmental Disabilities Grantees

From its inception, ADD has provided critical supportive services to children and their families. ADD has assisted in improving the lives of many children with developmental disabilities and their families. ADD's special demonstration projects such as Pediatric HIV Risk Assessment Program for Child Protective Services and Perinatal Center, Coordinated Early Intervention Services for HIV+ Children and High risk for Developmental Disabilities, A Home of One's Own, Training Native American Families Through Networking and Systems Development and Shepherd Spinal Center/Alyn Hospital International Spina Bifida Program represent some of the models in the family support movement.

It is clear that the ADD experience provides a valuable foundation for development and implementation of the family preservation and support services initiative. Both ADD and family support and preservation are guided by similar principles which include working with parents as true partners, emphasizing prevention rather than crisis intervention, building on family strengths rather than deficits, and providing culturally responsive services. They go beyond serving just the child or just the family to looking at and responding to -- through referral or direct support -- the multiple needs of children and their families. Furthermore, it is well recognized that many of the families served by ADD will also be served by family support or family preservation.

The ADD noted in its "Fiscal Year 1990 Annual Report" examples of programs and providers responsible for addressing the needs of young children and families. Family preservation and support services also calls for the establishment of meaningful linkages across service delivery systems serving children and their families. Therefore, the opportunities for working together are numerous.


The first and most immediate opportunity is for the ADD community to become involved in the planning process in order to influence the development of the State (or Tribal) application and five-year family preservation and support Plan. The new Federal law requires that States and a limited number of Tribes undergo an inclusive planning process to develop a five-year State Plan and to leverage larger systems change. ADD programs, staff, and parents -- as well as Community Action Agencies and other programs -- have a great deal of knowledge and experience to offer during the planning process, particularly in the area of family support. It is recommended that ADD grantees check with their State Developmental Disabilities Council to learn what processes for planning will be in place and how the ADD community can be involved in crafting the vision of a coordinated and integrated service delivery system. It is also recommended that ADD programs contact their Federal Regional Office so they can be included in any Regionally sponsored family support and preservation conferences and other activities.

The second opportunity is for the ADD community to develop programmatic linkages between ADD and the family support initiative. ADD and other programs represent a critical ingredient for families with children with developmental disabilities. Because of this, ADD grantees should look for ways to partner with family support programs to ensure that child development is an element of all family support programs.

The third opportunity is for ADD to become established as part of the continuum of care that is essential for strengthening children and their families. It is well accepted that no one program can go it alone. Bridges must be developed to maximize resources to better meet the multiple needs of children and their families, and bridges must be developed to build a continuum of care that offers a range of services for children with developmental disabilities and their families. The ADD should build partnerships or form consortia with other community, county, and State programs to provide the necessary early child development opportunities for children with developmental disabilities. In doing this, ADD should establish itself as part of the continuum of care that is essential for strengthening all children with developmental disabilities and their families.

Additional Information

For additional information about the new family preservation and support services initiative, please contact your State Agency that oversees the title IV-B program (see attachment D) or your Federal Regional Office (see attachment E).


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Attachments

- A: Highlights of the Family Preservation and Support Services Program Instruction
- B: State Allocation Table
- C: Tribal Allocation Table
- D: State title IV-B Contact
- E: Administration for Children and Families Regional Offices

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**HIGHLIGHTS FROM THE
FAMILY PRESERVATION AND SUPPORT SERVICES
PROGRAM INSTRUCTION**

- o **Family Preservation and Support Services** is part of the Omnibus Budget Reconciliation Act of 1993. It is a new subpart 2 of title IV-B -- the Child and Family Services program of the Social Security Act.
- o New Federal funds are provided to State child welfare agencies for **preventive services (family support services) and services to families at risk or in crisis (family preservation services)**.
- o **Family support services** are primarily community-based preventive activities designed to alleviate stress and promote parental competencies and behaviors that will increase the ability of families to successfully nurture their children; enable families to use other resources and opportunities available in the community; and create supportive networks to enhance child-rearing abilities of parents and help compensate for the increased social isolation and vulnerability of families.

Examples of community-based family support services and activities include respite care for parents and other caregivers; early developmental screening of children to assess the needs of these children and assistance in obtaining specific services to meet their needs; mentoring, tutoring, and health education for youth; and a range of center-based activities (informal interactions in drop-in centers, parent support groups) and home visiting programs.

- o **Family preservation services** typically are services designed to help families alleviate crises that might lead to out of home placement of children; maintain the safety of children in their own homes; support families preparing to reunify or adopt; and assist families in obtaining services and other supports necessary to address their multiple needs in a culturally sensitive manner. (If a child cannot be protected from harm without placement or the family does not have adequate strengths on which to build, family preservation services are not appropriate.)
- o In addition to providing funds for expanding services, this legislation offers States an extraordinary **opportunity to assess and make changes in State and local service delivery in child welfare, broadly defined**. The purpose of these changes is to achieve improved well-being for vulnerable children and their families.

- o Because the multiple needs of children and families cannot be addressed adequately through categorical programs and fragmented service delivery systems, we encourage States to use this new funding as a catalyst for establishing a continuum of coordinated and integrated, culturally relevant, family-focused services for children and families.
 - o The legislation requires States to engage in a comprehensive planning process for the development of a meaningful and responsive family support and family preservation strategy. To take full advantage of the opportunity for comprehensive planning, the scope of planning should go beyond child welfare to include housing, mental health, primary health, education, juvenile justice, community-based programs providing family support and family preservation services, and other social programs that serve children and their families in the State and its communities. Consumers, practitioners, researchers, foundations, mayors, and legislators are some of the stakeholders who should be active in the planning process. Federal regional staff will also serve as partners in planning.
 - o FY 1994 funds are available following the submittal and approval of a State application. Guidance for this application is included in the Program Instruction. It is expected that States will spend their FY 1994 allotment up to \$1 million for planning and development of the five year State plan for FY 1995-1999. States may also spend some of their FY 1994 allotment for services.
- FY 1995 funds are available following the submittal and approval of a comprehensive five year State plan. The attached Program Instruction offers preliminary guidance for the five year plan. Formal instructions for completing the plan will be provided in regulations to be published in 1994 (summer/fall).
- o We recognize that the Federal government can facilitate coordination of programs and the development of a continuum of care at the State and local level. As a first step, we have reached an agreement with the Maternal and Child Health Bureau and the Center for Mental Health Services so that States and communities who include programs operating under the public health service agency and the mental health agency in their planning for family support and family preservation may qualify for additional discretionary funding from these two programs. In addition, we plan to develop a combined State plan for Title IV-B Subpart 1, Title IV-B Subpart 2, and the Independent Living Program. Other suggestions for ways in which the Federal government can facilitate coordination at the State and local level are welcome.
 - o For additional information, please contact (1) your State child welfare agency; (2) your Federal regional office; or (3) the Administration on Children, Youth, and Families (202/205-8347).

Attachment B

FAMILY PRESERVATION AND FAMILY SUPPORT PROGRAM

FY 1994 State Allotments *

Estimated State Allotments FY 1995-98 **

Name of State	FY 94 Allotment @ 60,000,000	FY 95 Allotment @ 150,000,000	FY 96 Allotment @ 225,000,000	FY 97 Allotment @ 240,000,000	FY 98 Allotment @ 255,000,000
Alabama	1,199,639	2,880,911	4,334,445	4,646,141	4,957,838
Alaska	77,754	186,726	280,936	301,139	321,341
Arizona	1,005,253	2,414,096	3,632,104	3,893,294	4,154,484
Arkansas	577,604	1,387,105	2,086,955	2,237,031	2,387,107
California	6,925,694	16,631,924	25,023,389	26,822,863	28,622,330
Colorado	616,481	1,480,468	2,227,423	2,387,600	2,547,778
Connecticut	444,311	1,067,004	1,605,350	1,720,793	1,836,236
Delaware	105,524	253,413	381,271	408,688	436,106
Dist of Col	194,386	466,814	702,341	752,847	803,353
Florida	2,615,879	6,281,986	9,451,497	10,131,169	10,810,840
Georgia	1,555,088	3,734,514	5,618,724	6,022,775	6,426,826
Hawaii	194,386	466,814	702,341	752,847	803,353
Idaho	155,509	373,451	561,872	602,278	642,683
Illinois	2,504,802	6,015,235	9,050,160	9,700,970	10,351,781
Indiana	938,606	2,254,046	3,391,302	3,635,175	3,879,049
Iowa	427,649	1,026,991	1,545,149	1,656,263	1,767,377
Kansas	372,110	893,616	1,344,481	1,441,164	1,537,848
Kentucky	1,083,007	2,600,822	3,913,040	4,194,433	4,475,826
Louisiana	1,888,321	4,534,767	6,822,737	7,313,370	7,804,003
Maine	244,371	586,852	882,942	946,436	1,009,930
Maryland	760,882	1,827,244	2,749,162	2,946,858	3,144,554
Massachusetts	960,822	2,307,396	3,471,569	3,721,215	3,970,861
Michigan	2,304,862	5,535,083	8,327,752	8,926,614	9,525,475
Minnesota	655,358	1,573,831	2,367,891	2,538,170	2,708,448
Mississippi	1,155,208	2,774,210	4,173,910	4,474,062	4,774,214
Missouri	1,149,654	2,760,873	4,153,843	4,452,552	4,751,261
Montana	133,293	320,101	481,605	516,238	550,871
Nebraska	233,263	560,177	842,809	903,416	964,024
Nevada	161,063	386,789	581,939	623,787	665,636
New Hampshire	94,416	226,738	341,137	365,669	390,200
New Jersey	1,132,992	2,720,860	4,093,642	4,388,022	4,682,402
New Mexico	455,419	1,093,679	1,645,484	1,763,813	1,882,142
New York	4,043,228	9,709,736	14,608,684	15,659,216	16,709,749
North Carolina	1,160,762	2,787,548	4,193,976	4,495,572	4,797,167
North Dakota	99,970	240,076	361,204	387,178	413,153

Ohio	2,782,496	6,682,112	10,053,503	10,776,466	11,499,429
Oklahoma	694,236	1,667,194	2,508,359	2,688,739	2,869,119
Oregon	510,957	1,227,055	1,846,152	1,978,912	2,111,672
Pennsylvania	2,360,401	5,668,459	8,528,421	9,141,713	9,755,004
Rhode Island	188,832	453,477	682,274	731,337	780,400
South Carolina	805,313	1,933,945	2,909,697	3,118,937	3,328,178
South Dakota	127,739	306,764	461,538	494,728	527,918
Tennessee	1,327,378	3,187,674	4,795,983	5,140,869	5,485,755
Texas	5,376,160	12,910,748	19,424,733	20,821,595	22,218,457
Utah	294,356	706,890	1,063,544	1,140,025	1,216,506
Vermont	105,524	253,413	381,271	408,688	436,106
Virginia	927,499	2,227,371	3,351,168	3,592,155	3,833,143
Washington	938,606	2,254,046	3,391,302	3,635,175	3,879,049
West Virginia	572,050	1,373,768	2,066,888	2,215,521	2,364,154
Wisconsin	821,975	1,973,957	2,969,897	3,183,467	3,397,037
Wyoming	77,754	186,726	280,936	301,139	321,341
American Samoa	90,857	122,095	149,102	154,893	160,684
Guam	129,726	219,181	296,518	313,102	329,687
Northern Mariana	80,428	96,047	109,551	112,446	115,342
Puerto Rico	1,442,746	3,498,785	5,276,321	5,657,497	6,038,672
Virgin Islands	117,401	188,397	249,776	262,938	276,101
Totals	57,400,000	137,500,000	206,750,000	221,600,000	236,450,000

Asides:					
Indians (1%)	600,000	1,500,000	2,250,000	2,400,000	2,550,000
T, TA & Eval	2,000,000	6,000,000	6,000,000	6,000,000	6,000,000
Courts	0	5,000,000	10,000,000	10,000,000	10,000,000
Subtotal	2,600,000	12,500,000	18,250,000	18,400,000	18,550,000
Total for FY	60,000,000	150,000,000	225,000,000	240,000,000	255,000,000

NOTES:

* FY 1994 State allotments are based on the statutory formula using Food Stamp data (section 433(c)).

Allotments for the territories and insular areas are based on the title IV-B formula (section 433(b)).

The table also includes the set-asides for grants to Indian Tribes and State courts, and grants for research, evaluation, and training and technical assistance (section 430 (d)).

** FY 1995-98 State allotments for these years should be used only for planning purposes. They are based on current information and will need to be revised when future Food Stamp data and appropriations are known.

Attachment C

FAMILY PRESERVATION AND FAMILY SUPPORT
ALLOTMENTS FOR INDIAN TRIBES

Tribe	FY 94 \$.6M	FY 95 \$1.5M
1 Navajo Tribe AZ-NM-UT	163,235	408,097
2 Cherokee Nation OK	66,349	165,872
3 Creek Nation OK	43,080	107,699
4 Choctaw Nation OK	28,867	72,166
5 Chickasaw Nation OK	21,759	54,397
6 Assoc. of Village Council Pres. Reg. Corp. AK	18,885	47,211
7 Cook Inlet NA RC AK	18,446	46,116
8 Oglala Sioux Tribe NE-SD	13,856	34,641
9 Tlingit-Haida Central Council Reg. Corp. AK	11,791	29,477
10 White Mountain Apache Tribe AZ	11,479	28,696
11 Tanana Chiefs Conference Reg. Corp. AK	11,392	28,481
12 Rosebud Sioux Tribe SD	10,122	25,305
13 Gila River Indian Community AZ	10,003	25,007
14 Tohono O'odham Nation AZ	9,036	22,589
15 San Carlos Apache Tribe AZ	8,157	20,392
16 Turtle Mountain Band of Chippewa ND-SD	7,919	19,797
17 Blackfeet Tribe MT	7,819	19,547
Cheyenne-Arapaho Tribes OK	7,453	18,632
19 Zuni Tribe NM	7,266	18,165
20 Confederated Yakima Indian Nation WA	7,084	17,711
21 Hopi Tribe AZ	7,028	17,571
22 Kawerak Reg. Corp. AK	6,618	16,545
23 Shoshone and Arapahoe Tribes of Wind River WY	6,569	16,423
24 Assiniboine and Sioux Tribes of Fort Peck MT	6,541	16,353
25 Cheyenne River Sioux Tribe SD	6,243	15,607
26 Kiowa Indian Tribe OK	6,230	15,576
27 Maunelluk Assoc. Reg. Corp. AK	6,152	15,380
28 Standing Rock Sioux Tribe ND-SD	6,052	15,129
29 Osage Tribe OK	6,010	15,024
30 Comanche Indian Tribe OK	5,553	13,883
31 Confederated Salish and Kootenai Tribes MT	5,474	13,684
32 Crow Tribe MT	5,371	13,427
33 Eastern Band of Cherokee Indians NC	5,334	13,334
34 Citizens Band Potawatomi Tribe OK	5,007	12,517
35 Sac and Fox Tribe OK	4,872	12,180
36 Bristol Bay Nat. Assoc. Reg. Corp. AK	4,830	12,075
37 Artic Slope Nat. Assoc. Reg. Corp. AK	4,807	12,017
38 Mississippi Band of Choctaw Indians MS	4,753	11,883
39 Northern Cheyenne Tribe MT	4,287	10,717
40 Red Lake Band of Chippewa Indians MN	4,247	10,618
41 Salt River Indian Community AZ	4,024	10,059

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