

Foster Care Entitlement

Title IV-E of the Social Security Act provides an entitlement to federal participation on the cost of foster care for AFDC eligible children. The uncapped entitlement allows the states to claim a share of the cost of care for these children. The 1994 appropriation was \$ 2.67 billion dollars for 245,000 children. Approximately half of the children in foster care are IV-E eligible.

The number of children entering foster care is influenced by a number of issues including;

- * the number of substantiated reports of abuse and neglect;
- * social issues such as drug abuse and homelessness;
- * the availability of preventive and early intervention services;
- * the placement resources and funding available; and
- * the philosophy and practices of the public agency.

The role of foster care is to provide protection to children who cannot remain safely in their own homes while their parents attempt to resolve the problems that led to placement. When parents cannot be rehabilitated, it is the role of the state agency and the courts to move children on to a permanent family by terminating parental rights and securing an adoptive family.

To achieve the objective of reunification or adoption, the federal statute requires the states to provide children with a number of protections designed to assure that the individual child's best interest is served.

The transfer of this program to the child protection block grant will eliminate the individual child's entitlement. This means that the states will have to assume full responsibility for any increases in cost of foster care. Further the selected protections will be converted state guarantees with no any federal oversight.

DFD-F-107

Child Protection Block Grant

Issue 1. Eliminating the IV-E Entitlement Will greatly Increase Risk to Children and Prevent System Reform

Background

Between 1988 and 1993 the rate of substantiated child abuse and neglect rose by more than 25% and the foster care caseload increased by almost 50%. There is unanimous agreement that the current child welfare system is unable to respond adequately to the needs of children. Over twenty percent of the states are under court orders to correct major inadequacies in their child welfare systems. Courts have found that states do not respond promptly to abuse reports, workers have excessively high caseloads, and in some instances children do not even have caseworkers.

Questions

- * Two weeks ago, Michael Petit of the Child Welfare League of America stated before this Committee "having worked in this field for 25 years, I conclude that the nation's response to the often life-threatening conditions in many young victims lives is unorganized, underfunded, and completely inadequate." This is a conclusion shared by every witness who appeared before us. Isn't it clear that states need more resources, not less? Isn't capping child welfare funds going to substantially increase the number of children who will be injured or die?
- * If a block grant with your provisions had been in place between 1988 and 1993, states would have had 60% less Federal resources in 1993 than they actually did. Can States correct the flaws in this system with 60% less funds?
- * In many states, courts have found that children are being seriously harmed by the failures of the child welfare system. States have been ordered to hire more case workers and provide better supervision to children in foster care. If funds are capped won't states be forced to choose between leaving children in unsafe homes because they don't have enough foster care funds or maintaining caseloads so high that workers cannot provide critically needed services to children at home

Issue 3. Without some level of federal enforcement of basic protections many states will not improve their systems. Citizen review panels are not a substitute for a federal role.

Questions

- * Virtually every witness who testified before this Committee, including all of the current and former state and local officials, indicated that a strong, but modified, federal role, was needed to make the state systems work. Why have you chosen to totally ignore their wisdom and eliminate the federal role?
- * Because of the failures of state, and federal, enforcement, of existing laws, many state welfare systems are now under court supervision. Your proposal provides no means of enforcement of federal law, other than through lawsuits? Do you favor a system which entails substantial court supervision of these systems?
- * Your citizen review panels would have no authority to make states comply with federal requirements. Isn't it totally irresponsible of Congress to eliminate all federal enforcement of its laws, in light of the extensive evidence of non-compliance with both state and federal laws?
- * In a recent investigation, the Inspector General found 253 health and safety violations in 116 randomly selected foster care facilities in 5 states. These included violations of fire codes and unsanitary conditions. If a parent or a foster care review board member found gross violations that threatened children's health and safety, would your legislation forbid the Secretary from investigating?
- * Just recently the state of Utah entered into a consent decree in a lawsuit challenging the adequacy of its child welfare system. It agreed to make massive changes in the system. Yet according to an editorial in the Salt Lake Tribune praising the lawyers who brought the suit "before the lawsuit was brought at least a half-dozen studies of the state's child welfare system had reported on the system's inadequacies" including audits by the Department and reports by a citizen advocacy group. Shouldn't we learn from this that federal protections must be made meaningful, not abandoned?

Amendments.

- * Strike prohibition against Secretary's review.

Issue 4. Repealing the Title IV-E entitlement for preplacement, training, systems, and administrative costs and capping states at their 1994 levels is very unfair and undercuts those states which are just making critical investments to improve the system.

We heard the State of New Jersey testify before the oversight subcommittee that "a fundamental issue has to deal with the widely divergent levels of claims being made by the various states at the present time. Any block grant conversion that limited each state to its current level of Title IV-E claiming would be unfair." What is the rationale for the formula you have adopted?

Doesn't the formula reward states just because they have placed a lot of children in foster care?

Do you believe that states should be investing in improvements to their child welfare systems to make them work better, like training for workers and computer systems that can take workers away from paperwork and enable them to spend more time with children? What about states that are just starting to make those investments -- won't capping at the current level of spending prevent them from doing it?

Many states have high IV-E administrative costs because they have used these funds to improve their casework system. These states will get more money, while states that have not used administrative funds for system improvement will get the least. Isn't it perverse to provide the least money to states that need the most improvement in order to protect children?

What about when a court has ordered increases in state spending to protect children's basic health and safety -- won't a cap prevent the state from making those investments?

You say that this flexibility is meant to help states, but do you know that over 44% of the money under your formula would go to New York and California? I'm delighted to have that, but do you think it's fair?

Amendment Options:

1. Phase-in over 2-5 years, with reporting and tracking along the way to monitor the effect on children.
2. Substitute an expansion of the demos passed in HR 5252, from 10 to 20, for the block grant.

Child Protection Block Grant Trouble Areas

Loss of Entitlement

- In child welfare we cannot predict need in the same way economic projections predict need for welfare. In addition, we don't know the effects that other changes in welfare and the impact it will have on the child welfare system. This puts States at risk of not being able to meet the needs of these vulnerable children.

--Without an entitlement the bill makes no provision to adjust funding based on foster care and adoption assistance needs.

--Under a capped program, States could find themselves forced to use nearly all of the dollars on foster care, with nothing for preventive and in-home services.

Loss of Protections

- The bill eliminates the protections guaranteed to foster care children at a time when so many foster care systems are clearly in distress. There are many pending lawsuits that reflect these problems. There is a national need to assure that the most vulnerable children, children who are abused and neglected, are protected. The bill makes it impossible for the Federal government to ensure the protection of children.

--The bill require States to certify State laws and procedures for child abuse and neglect, placements, etc (new section 422), but does not require that they follow them or that the procedures actually lead to the protection of children.

--The bill's new section 424 specifies child protection goals. The language is strong, but there is no enforcement and many terms are not defined. This is rhetoric with nothing behind it.

For example:

1. The bill says there should be a standard by which a State child welfare system shall be judged is the protection of children. There is no way of knowing what to judge or if children are in fact protected.
2. The bill says that each State shall investigate reports of abuse and neglect promptly.
3. The bill says that out-of-home placements shall be reviewed every 6 months unless the child is already in a long term placement. A State could define long term

placement in such a way that few children receive reviews.

--The citizen review panels in the bill are ineffective. Experience shows that States do not respond to criticism from these panels. And, the bill provides no mechanism for accountability. Others problems include:

--Panels are only set up in metropolitan regions, leaving rural areas uncovered.

--Provision does not define broadly representative.

--Unclear what cases panels will have access to.

Loss of Accountability

- The bill provides for no accountability to the Federal government and the public. State reporting and citizen review panels have no teeth.

--There are requirements for data collection on an annual basis. Aggregate data elements included in the bill are insufficient to know if children are being protected. And, there is no mechanism to respond to States that show problems in their State data report, particularly given that the citizen review panels have no clout.

Other Issues Not Clear in the Bill

- Indian Tribes run separate child welfare systems from States. There is no provision for Indian Tribes in the draft bill.
- The bill appears to eliminate foster children from Medicaid eligibility.

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**Protection and
Oversight**

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EFFECTIVENESS OF PROTECTIONS

Statement from GAO Report about the Effectiveness of the Section 427 Requirements and Reviews:

"The limited evidence available suggests--but it is not of sufficiently high quality to conclude--that the incentive funds have been effective in reforming state practice and that the reforms may have improved the treatment of children in foster care."

(Extracted from: GAO Report "Foster Care: Incomplete Implementation of the Reforms and Unknown Effectiveness" August 1989; page 65)

- o Availability of case plans: When we first start reviews, almost anything was called a case plan by the State. Now very few children are in foster care without a case plan that meets the requirements of the law.
- o Number of kids in care: For the five or six years after the law was passed, there was a steady decrease in the number of children in foster care from 302,000 in 1980 to 263,000 in 1983. It remained below 280,000 until 1988 when it began to increase with the onslaught of the effects of drugs and crack-cocaine and an increase in homelessness. It seems that at least part of the decrease through 1988 is attributable to the effects of PL 96-272.
- o In 1980, most states did not have regular administrative reviews or dispositional hearings to evaluate the status of the child and determine whether he should be returned home. Now, every State has them; their effectiveness in getting children out of care and into a permanent placement is unknown.
- o The percentage of special needs children who are adopted among all adopted children has continued to increase from a low of 37.7% in 1982 to a high of 66.7% in 1990, the last year for which data is available.
- o The median for the length of time in foster care dropped from over two years in 1980 to 1.3 years in 1987 and has slowly increased to 1.7 years in 1990. As the problems of children coming into care get more severe, the average length of time tends to increase.

During the 1960's and early 1970's the U.S. foster care population was apparently rather stable, as to numbers: based on a one day count from the States, it was believed to be around 200,000. However, several studies noted that children, once placed, stayed in care a long time, and that there was instability of the placements or foster care drift, with children moving from foster home to foster home, leading to poor developmental outcomes.

In 1974, the first Child Abuse Prevention and Treatment Act was passed, which required the States to establish a child protective system, to accept and investigate complaints of possible abuse and neglect. Reporting increased rapidly and so did placement, since there was limited information on the appropriate treatment of abusive/neglectful families, and no additional funding for services, although Title XX was an entitlement at that time.

A number of States began programs to address the issue, particularly to do "permanency planning", that is, if children could not be returned home, they should be freed for and placed in adoptive homes, or in permanent foster homes. The "Oregon Project" funded by the Children's Bureau was particularly noteworthy, but similar programs were in place in many States. Most of them returned about a third of the children home, placed about a third in adoption, and found other options for the final third, including continued foster care.

In 1978, the Children's Bureau funded a study of children in placement, the Westat Report, and the nation was shocked to discover that there were 503,000 children in placement, although the child population had been stable since 1970. Clearly, the small demonstrations and special projects were not able to keep ahead of the children entering care through the child protective system, where the numbers of confirmed reports continued to rise, as they have every year since 1974.

Congress held hearings in 1979, and with strong bi-partisan effort, they crafted and passed the Adoption Opportunity and Child Welfare Act of 1980. It included the latest program approaches: regular case reviews, case plans, dispositional hearings and provided an hierarchy of desirability of case goals: return home or to relatives, adoption, other permanent home, in that order, required the development of foster care information systems, and a number of other specific efforts. A schedule for increased funding was included. It should be noted that the law was much more specific on the issues related to permanency planning since there were a number of program models available. On the issue of prevention of placement, it suggested that reasonable efforts be made, but delayed the implementation of that requirement until funding (and practice wisdom) had increased.

HHS, through the Children's Bureau, hastened to implement the Act and draft regulations were developed. However, the incoming Republican administration withdrew the regulations and the program operated with Information Memoranda, and brief replies to Policy Implication Questions for the next 8 years. In addition, Title XX was cut 25% and made into a block grant, while the Children's Bureau funding for Resource Centers (Technical Assistance) for Child Welfare, Child Welfare Training and Child Abuse and Neglect was greatly reduced, and the agency was not permitted to have any regionally based assistance. Since Federal travel funds were also greatly reduced, there was no possibility for effective technical assistance from Regional Offices.

Federal contact with the States was increasingly limited to the review processes: The review mandated under Section 427, required that a sample of cases were checked to insure that the 6 month case review and 18 month dispositional hearing were held exactly on time, and some 15 other protections were observed. A second IV-E review looked at foster care cases to ascertain whether they were eligible for funding, that is, that the child was eligible for AFDC at the time of placement. There were many disallowances, and many States challenged the Federal audit. However, the Department did win most of the challenges.

Citizen Review Boards

Citizen review boards originated in the 1970's to review children in foster care as a result of state based initiatives. In the 1980's, there was a dramatic increase in the creation of citizen review boards in response to Public Law 96-272 requiring court or administrative reviews of each child in foster care every six months. Today, they exist in 24 states, primarily established as a result of State statute or judicial appointment.

On the average, each citizen review board consists of 5 trained, volunteers who meet twice a month to review the cases of children in foster care. Although it is rare, in some States, citizen reviewer Boards are responsible for reviewing the status of every child in foster care. Although advisory in nature, over half of all citizen review boards function as an arm of the court. Generally, the members of these boards represent the socio-economic and ethnic make-up of the community.

As part of the case review process, citizen review boards interview caseworkers, birth parents, foster parents, children and other interested parties in order make recommendations to the social service agencies as well as to the courts. These recommendations are based on the information provided by these parties as well as what they determine to be in the best interest of the child. They help children in foster care receive needed services, provide advice on whether permanency plans are appropriate and help assure that every child has a permanent, safe home.

Most States have established State Citizen Review Advisory Boards that are responsible for overseeing and coordinating the local panels, maintaining aggregate data on children in foster care, and conducting systems analysis. They prepare annual reports to the Governor, Supreme Court, and State Legislature where they make recommendations about foster care statutes, policies, and procedures. The State Boards also assume the role of advocate, both for the local reviewers and for children in foster care. In some instances, these Advisory Boards are influential in holding courts, State legislatures, legal agencies, placement agencies, and other community service agencies accountable for meeting the needs of children and families.

Pros and Cons of Citizen Review Boards

Citizen review boards are proposed as the major mechanism for case specific and system accountability. They are required in metropolitan areas only.

Pros:

Citizen Review Boards have served a vital role in functioning as 3rd party reviewers for the 6 month administrative reviews mandated by P.L. 96-272 to help children in foster care receive

needed services and determine whether permanency plans are appropriate.

It has been suggested that in those States where Citizen Review Boards provide this administrative review function, children are reunified with their families in a more timely fashion and children are adopted quicker.

Citizen review boards can be effective lobbyists for foster children, as well as for agencies. State legislatures are inclined to seriously consider their recommendations which may lead to funding for improved services or other needed resources.

CRBs have resulted in increased community awareness and ownership of child abuse and neglect issues and the strengths, weaknesses and challenges of the child welfare service delivery system. CRB annual reports have the potential for recommending not only increased resources but also better collaboration and system change.

They can promote creative problem-solving with the involvement of community members who often represent a variety of disciplines. Also some say that it is helpful to have community members communicate community parenting standards to parents,

Cons:

Citizen review board members do not have expertise to fully assume the Federal oversight role for child welfare reviews. Yet, they sometimes behave as though they are vested with this authority.

Citizen review boards are not sufficient because they monitor services provided to specific children and families and the patterns of service and cannot monitor the appropriate use of Federal dollars in the States.

Because review board members are citizens and not professionally trained child welfare workers, many have difficulty assuming their functions in a non-judgmental, unbiased manner. Some citizens are unable to keep their personal opinions about a worker, parent, or child from entering into the recommendations made for a child.

At one citizen review board, a member passed a comment about a parent to each other member to giggle and snicker. At other boards, members of the review boards would chastise and humiliate workers or other staff, as though they were in a supervisory capacity of some sort.

The issues of objectivity and confidentiality are ones that citizen review boards sometimes struggle with. Sometimes review board members are unable to maintain objectivity because they may be in some ways personally involved with the decisions that are made. In one instance, a review board member was adopting a child and attempted to use his influence over the citizens who were reviewing the child's case. In some instances, citizens become reviewers for the wrong reasons, e.g., former foster children who may be angry at the system, or other inappropriate reasons.

These issues relate to the need for extensive training of review board members and establishing clear roles and responsibilities. Some citizen review boards overexercise their authority which can result in inappropriate and damaging consequences.

CRBs are only good if they are properly trained, their roles and responsibilities are clear, they view their job as a partner rather than adversary to the child welfare agency, and they represent the community culturally and economically. It is a challenge to get persons of color on the teams! They should not take the place of the dispositional hearings; CRB conduct of a dispositional hearing dilutes the impact and the seriousness of the dispositional hearings.

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Q: What role should Foster Care Citizen Review Boards play in the monitoring of state child welfare programs?

A: Citizen Review Boards have served a vital role in functioning as 3rd party reviewers for the 6 month administrative reviews mandated by P.L. 96-272. These reviews serve to ensure that children in foster care receive needed services and that permanency plans are appropriate. It has been suggested that in those States where Citizen Review Boards provide this administrative review function, children are reunified with their families in a more timely fashion and children are adopted quicker.

Q: It has been suggested that citizen review boards might be the best way to accomplish the purposes of Section 427 of the Social Security Act. Some believe that it is unrealistic for the Children's Bureau to review the States' foster care programs and that such a responsibility can be discharged much better by citizens of the community. What do you think about this proposal?

A: As mentioned earlier, citizen reviewers serve a vital role in the review of children in foster care. However, we question whether citizen review board members have the expertise to fully assume the Federal oversight role for child welfare reviews. Citizen review boards monitor services provided to specific children and families and the patterns of service. They cannot monitor the appropriate use of Federal dollars in the States. Certainly, the possibility of citizen reviewers serving as members of a Federal-State monitoring team and participating in reviews of State child welfare programs is worth further investigation.

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Litigation & Constitutional Issues:

Q: You indicated in your testimony that a number of jurisdictions has been sued for failure to comply with Federal law and the U.S. Constitution. Can you tell me more about the basis of those law suits?

A: I am not a lawyer but our review of the law suits indicate that they are based on three areas of law.

*State statutes governing child protective services and foster care.

*P.L.96-272, The Adoption Assistance and Child Welfare Amendments of 1980.

*the substantive due process guarantee of the U.S. Constitution which is related to the right to freedom from harm while in State custody.

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Q: Is litigation a reasonable way to monitor and improve child welfare system?

A: As I noted early a number of states have been sued for failure to comply with federal and state laws governing child welfare. Litigation brings a great deal of attention to the agency, often generating more revenues. Litigation also creates an adversarial climate which sometimes makes changes more difficult. Few litigations have been resolved even though some are 20 years old. We view litigation as a last resort and would like to create a partnership between the states and the Federal Government which is outcome oriented and promotes continued improvements.

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Adoption

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ADOPTION SERVICES

Many of the children who are separated from their families cannot return to them safely. Those children need permanent substitute families who can provide them with love and stability. Because of their history of neglect and mistreatment and the traumatic impact of separation, many of these children have special needs. They may have handicapping conditions, physical and emotional. Many have developmental delays and need special education. Many are school age and in sibling groups which need families who will keep them together. Nearly half of the children are of minority background.

The efforts of public child welfare agencies to secure adoptive families for these children has not yet approached the need. During 1990 an estimated 17,000 children had their adoptions finalized. That same year 69,000 children had a goal of adoption, 20,000 of whom were legally free (VCIS, 1993).

The current programs are:

- * IV-E adoption subsidies for special needs children;
- * IV-E funds for the non-recurrent costs of adoption;
- * IV-E administrative funds for the recruitment of families and program operations.
- * Adoption Opportunities funds to promote innovative practices in states and communities.

There is an urgent need to build the capacity of state and local child welfare agencies to;

- * identify children needing adoption early;
- * recruit and develop families;
- * provide supportive services to families after placement.

In the absence of targeted resources in this area, the focus on adoption is not likely to increase and may decline. The demands for protective intervention and services to children who need placement will take priority leaving few fiscal and service resources for the waiting children. An effective adoption program can shorten a child's stay in foster care thus improving children's lives while reducing program costs.

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ADOPTION Q'S AND A'S

- Q. What is the Department's focus on adoption?
- A. The Department's focus on adoption is on the American children in foster care who are available and waiting for adoption and who have "special needs." Most of these children have been in foster care for over a year.
- Q. What defines a child with special needs?
- A. These children are older, physically, intellectually or emotionally handicapped, of minority heritage or a member of a sibling group that should remain together.
- Q. What Department programs focus on these children?
- A. The Department currently administers two major programs that impact on special needs adoption:
- o Adoption Assistance (Title IV-E) provides funds to States for payments to parents who adopt eligible special needs children. Funds are used for the provision of subsidies to cover the extra maintenance costs associated with the adoption of a special needs child, for administrative costs and for staff training.
 - o Adoption Opportunities (Title II of the Child Abuse Prevention and Treatment Act) eliminates barriers to adoption and helps to find permanent homes, particularly for children with special needs. The Adoption Opportunities program, through demonstration grants assist State, public and private social service agencies to recruit prospective adoptive parents, increase adoptive placements, and develop models to improve post-legal adoption services for children with special needs.
- Both programs provide incentives to the adoption of special needs children. The Adoption Assistance program provides the necessary support to children when they are adopted to ensure appropriate medical and social service needs. The Adoption Opportunities program provides for demonstration grants that have given States the impetus to serve children with special needs, developed new and effective adoption service models and in some States have shortened the time children wait for adoption.
- Q. What is the legislative authority for the Adoption Opportunities Program?

A. The Child Abuse Prevention and Treatment and Adoption Reform Act of 1978, Title II, Section 203, as Amended, P.L. 95-266.

Q. What is the legislative authority for the Adoption Assistance Program?

A. The Adoption Assistance and Child Welfare Act of 1980, P.L. 96-272 - Title IV-E.

Q. How is adoption information provided to the general public?

A. Information to the general public is provided by the three national programs:

The National Adoption Exchange provides information about both children who are free for adoption and families who are approved to adopt, through its computerized database..

The National Adoption Information Clearinghouse provides the public with information on adoption publications, develops fact sheets on adoption issues and develops and publishes an adoption directory of agencies and other resources on adoption.

The National Adoption Resource Center provides training, consultation and technical assistance to public and private adoption agencies.

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Adoption Opportunities:

Q: What is the Adoption Opportunities Program?

A: The Adoption Opportunities Program focuses the Department's attention on the importance of placing foster children with a in a stable wholesome environment. Today there are 30 to 50,000 children available and waiting for adoption who have "special needs". Most of these children have been in foster care over two years. In any one year, approximately one-half the waiting children are placed. In 1992, 19,000 were placed and there were 20,000 left waiting. Many more children could be placed in adoption if the the adoption programs worked better. These children are generally older, physically, intellectually or emotionally handicapped, of minority heritage or a member of a sibling group that should remain together. These are the children who wait in care the longest for adoptive homes.

Through its grant programs, and through training and technical assistance offered to States, this program has helped to reduce barriers to the adoption of special needs children by: encouraging States to serve children with special needs and their families; developing new and effective adoption service models; and in some States shortening the time children wait for adoption.

AOA funds resources such as the National Adoption Resource Center on Special Needs Adoption, the National Adoption Center and the National Adoption Information Clearinghouse, as well as the Interstate Compact on Adoption and Medical Assistance, each is a valuable tool in the placement of special needs children and in the support of adoptive families. This program has pushed States to recognize that children who cannot return to their birth parents still have the need for and can achieve permanency.

More work needs to be done in this area. In the absence of Federal leadership more children would remain in foster care because of a diminished focus by States on the adoption of special needs children. Innovative programs (e.g., recruitment, staff and adoptive parent training and post-legal adoption serves to adoptive families) would not have been funded by States if not successfully demonstrated with initial funding from this Department. The program has helped keep the adoption of special needs kids in the forefront for States changing issues in special needs adoption.

Adoption Q's And A's (cont)

Q. What are the achievements of the Adoption Opportunities Program?

A. Over the past 14 years the program has:

- o funded grants to improve the adoption systems in public and private adoption agencies;
- o focused on projects to increase recruitment of families for adoption of minority children including the highly successful models such as One Church, One Child, Homes for Black Children and Friends of Black Children;
- o provided for regional minority conferences;
- o taken the lead in helping States to institutionalize post-legal adoption services;
- o provided for the development of adoption curricula on the adoption of special needs children, cultural competency and post-legal adoption services;
- o helped States to work together by providing grants for consortia of States to aid in placements;
- o convened national invitational conferences for State Adoption specialists for the past 8 years to assist them to provide appropriate services for special needs children and current;
- o encouraged the development of adoptive parent groups;
- o supported the growth and activities of the Interstate Compact on Adoption and Medical Assistance (ICAMA);
- o continuously funded four national adoption programs. They are, the National Adoption Exchange, the National Adoption Information Clearinghouse and the National Resource Center for the Adoption of Special Needs Children.

Abandon Infants:

Q: What is the Abandoned Infants Program?

A: The AI program is a response to the abandonment of children with a background of parental substance abuse and/or HIV/AIDS. The approximately \$14 million for the abandoned infants program allows communities with this problem to develop demonstration programs to prevent the abandonment of infants and young children or serve those who have been abandoned and to integrate those services into the community. It is a program which takes the first steps toward finding and achieving permanency for some of the most vulnerable of our children.

The Report to the Congress: National Estimates on the Number of Boarder Babies, the Cost of their Care, and the Number of Abandoned Infants found that in 1992 70% of all boarder babies, those who remain in the hospital beyond the date of medical discharge, and almost half (49%) of all abandoned infants, those unlikely to leave the Hospital in the custody of their biological parents, were located in six areas (New York City, Chicago, Washington, D.C., Newark, New Jersey, Los Angeles County, and Detroit). We expect a major increase in the number of children born to HIV/AIDS-affected women in the next few years and continue to expect that these births will be unevenly distributed across the country.

What are the accomplishments to date of the Abandoned Infants Assistance Program?

The Abandoned Infants Assistance Act, Public Law 100-505, as amended, provides funding for grants to public and nonprofit private entities to establish and implement comprehensive service demonstration projects to serve abandoned infants and young children or infants and young children at risk of abandonment, particularly those with the human immunodeficiency virus or who have been perinatally exposed to the virus; or who have been perinatally exposed to a dangerous drug. The projects provide a broad range of services to families impacted by substance abuse and/or HIV/AIDS in order to strengthen family functioning and maintain family unity.

The Abandoned Infants Assistance (AIA) Program provides support to 32 service demonstration projects and the National Abandoned Infants Assistance Resource Center for Drug-, HIV- and Medically-Involved Children. The projects have had contact with approximately 10,000 children, parents and caregivers. Approximately 2500 infants and young children and 2000 biological mothers have been directly served by the program.

The 32 service demonstration projects are diverse, operating out of hospitals, community-based child and family agencies, and public, local and state and private child welfare agencies. While they provide a package of services tailored to their specific circumstances, as an aggregate they provide the following services to the client families, either through AIA-funded staff or through referrals to collaborating agencies:

- ♦ case management;
- ♦ parenting education and support;
- ♦ transportation assistance;
- ♦ basic resource assistance (e.g., food, clothing, infant needs;
- ♦ Mental health counseling;
- ♦ infants development screening and intervention;
- ♦ primary health care for women, including prenatal care; and
- ♦ drug treatment.

The AIA programs are innovative in the strategies they use to provide needed services that reach the clients. Five strategies have been identified which together form a core of service-related practices which are effective in working with drug and/or HIV/AIDS-affected families. They include:

Interagency collaboration which coordinates service developmental

and funding between multiple agencies serving the same population;

Intervention teams which bring together professional from a variety of disciplines in the planning and delivery of services;

Peer services which uses paraprofessionals from the community to provide outreach, education and supportive services;

Home-based services which provide education, supportive and therapeutic services in the home of the client; and

Culturally appropriate and women-focused services which adapt educational and therapeutic interventions to reflect cultural and ethnic differences.

The practice wisdom gained by the AIA programs can be considered a first step in developing creative and effective intervention strategies that can be implemented in a broad range of settings to ensure that the functioning of families impacted by substance abuse and/or HIV/AIDS can be strengthened and family unity maintained.

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Funding

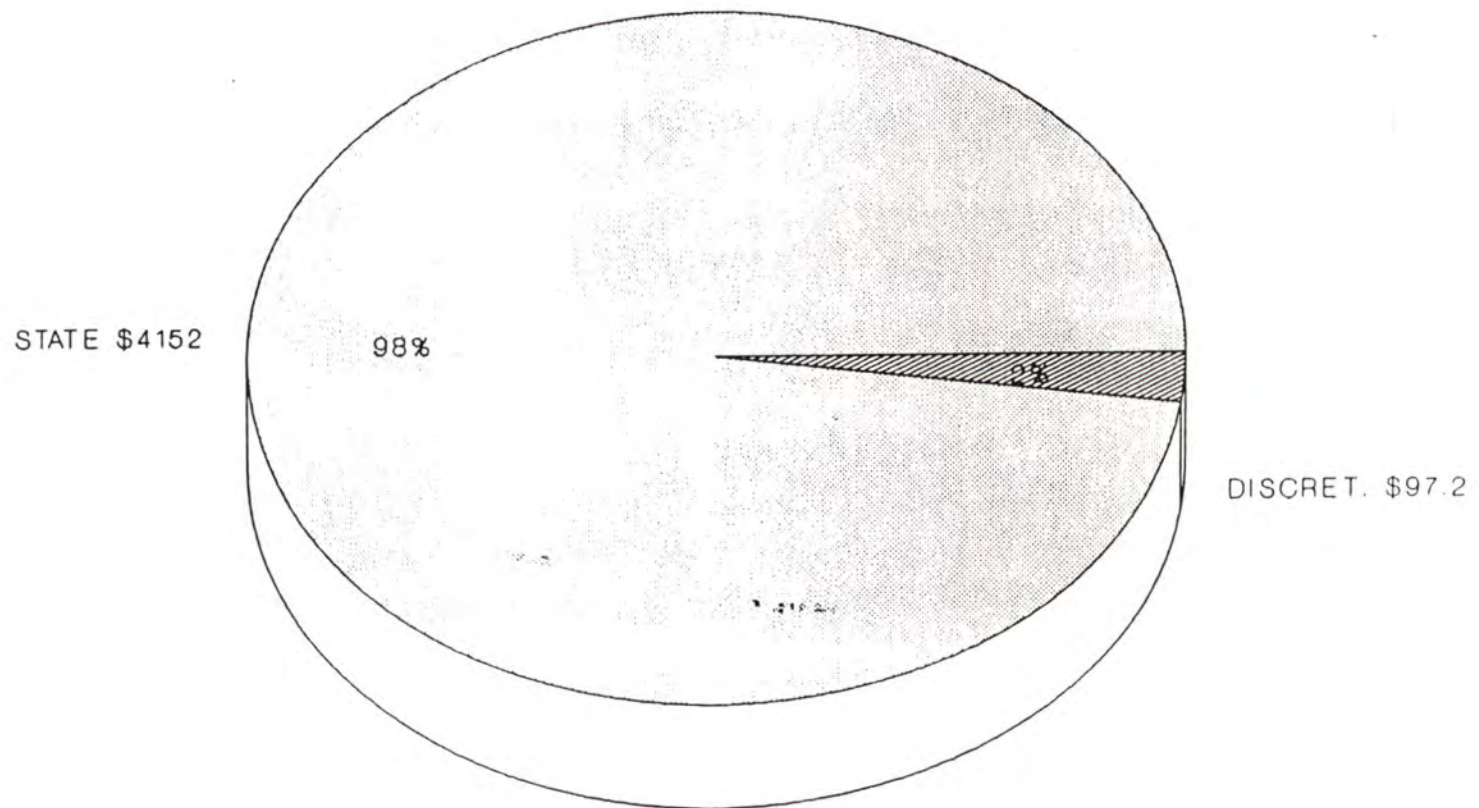
Divider Title: _____

CB Program Appropriations

<u>Program</u>	<u>1995</u>
IV-E Foster Care	\$3,128,023
IV-E Adoption Assistance	\$399,348
Independent Living	\$70,000
IV-B (1) CWS	\$291,989
IV-B (2) FPS	\$150,000
426 R & D	\$6,394,684
426 Training	\$4,398,087
Adoption Opportunities	\$13,000,330
Abandoned Infants	\$14,406,174
Temp. Child Care/Crisis Nurseries	\$11,835,000

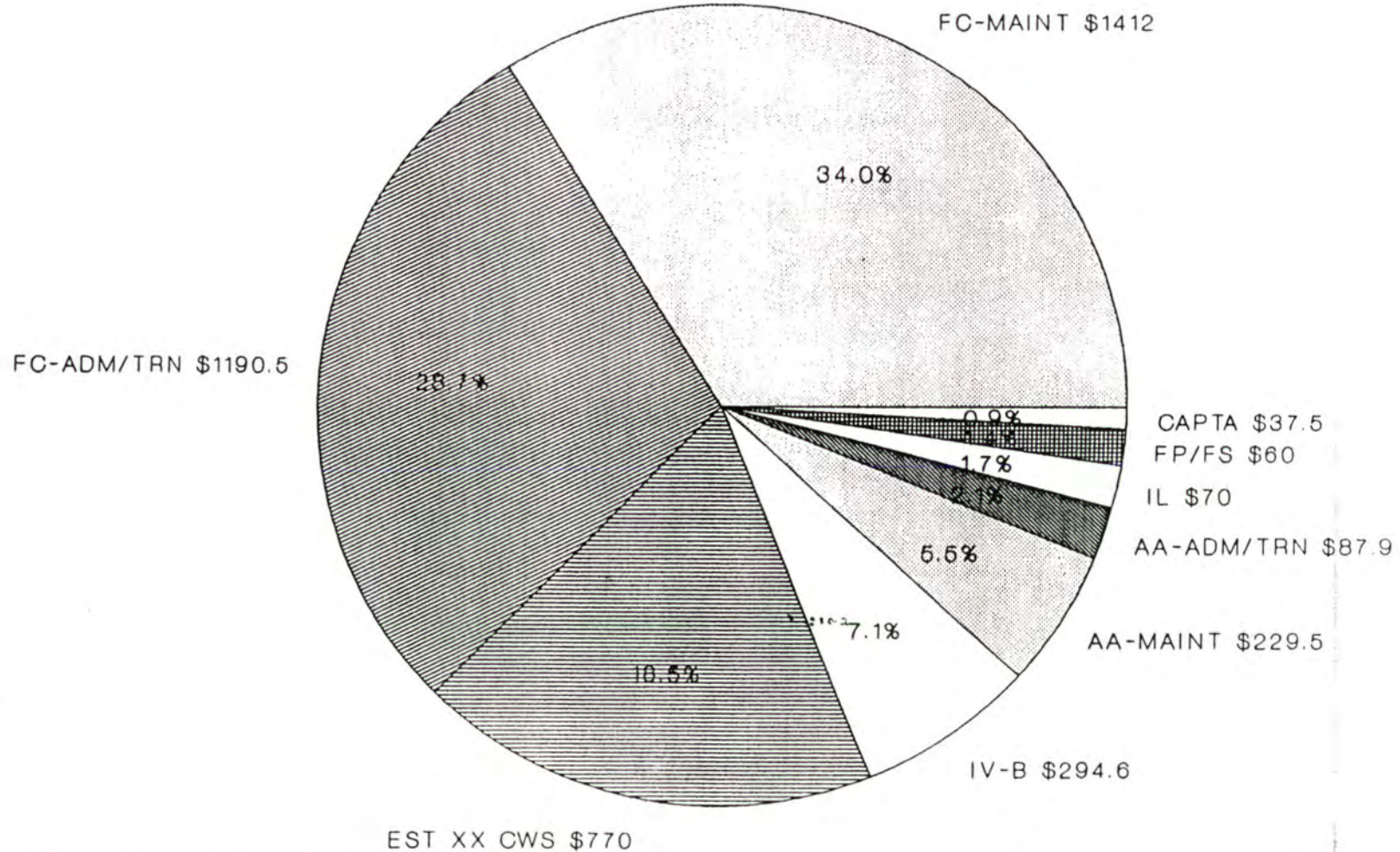
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COMPARISON: STATE VS DISCRET. GRANTS FOR FISCAL YEAR 1994



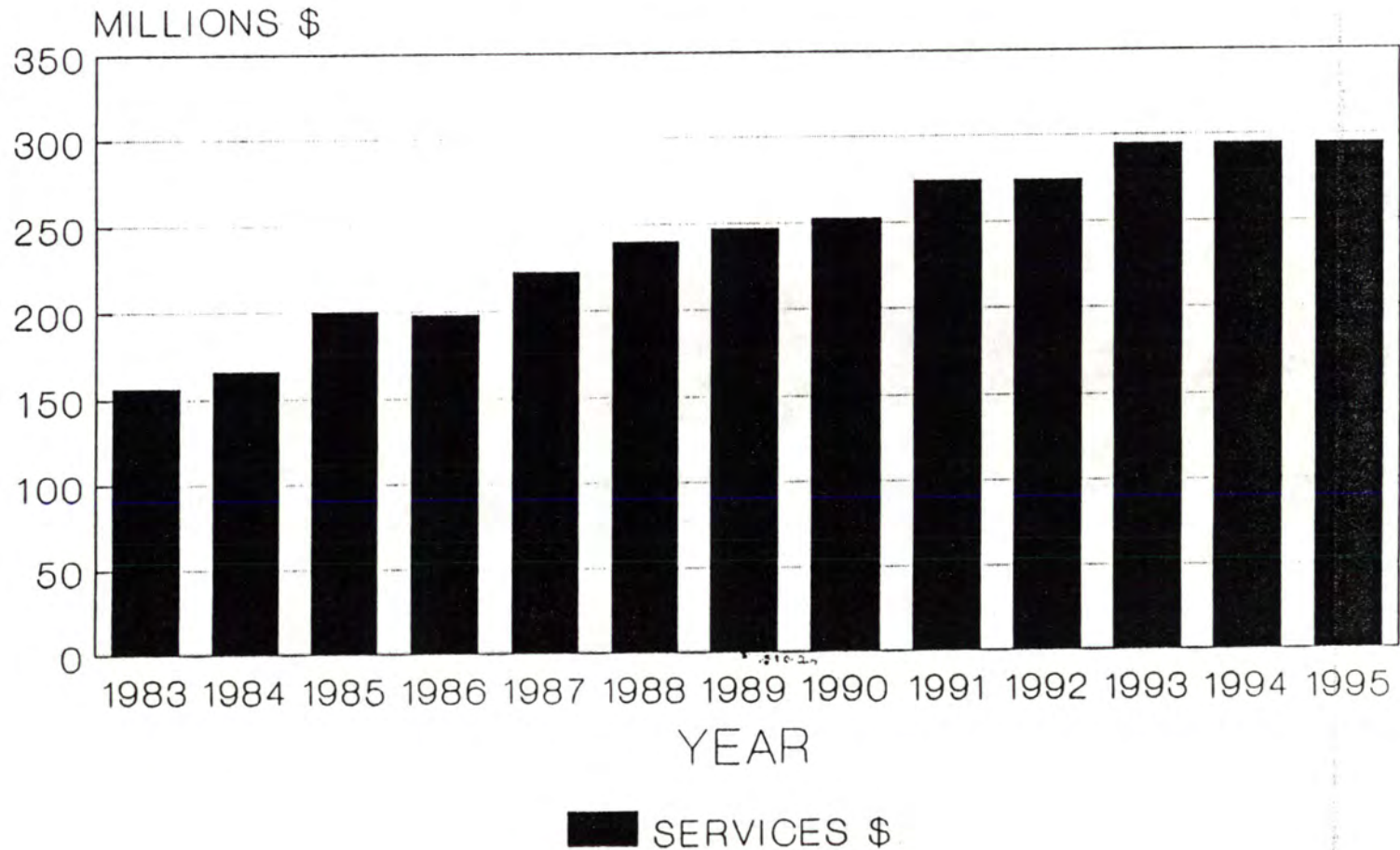
TOTAL: 4,249.2 MILLIONS OF \$

FEDERAL CHILD WELFARE STATE GRANTS FOR FISCAL YEAR 1994



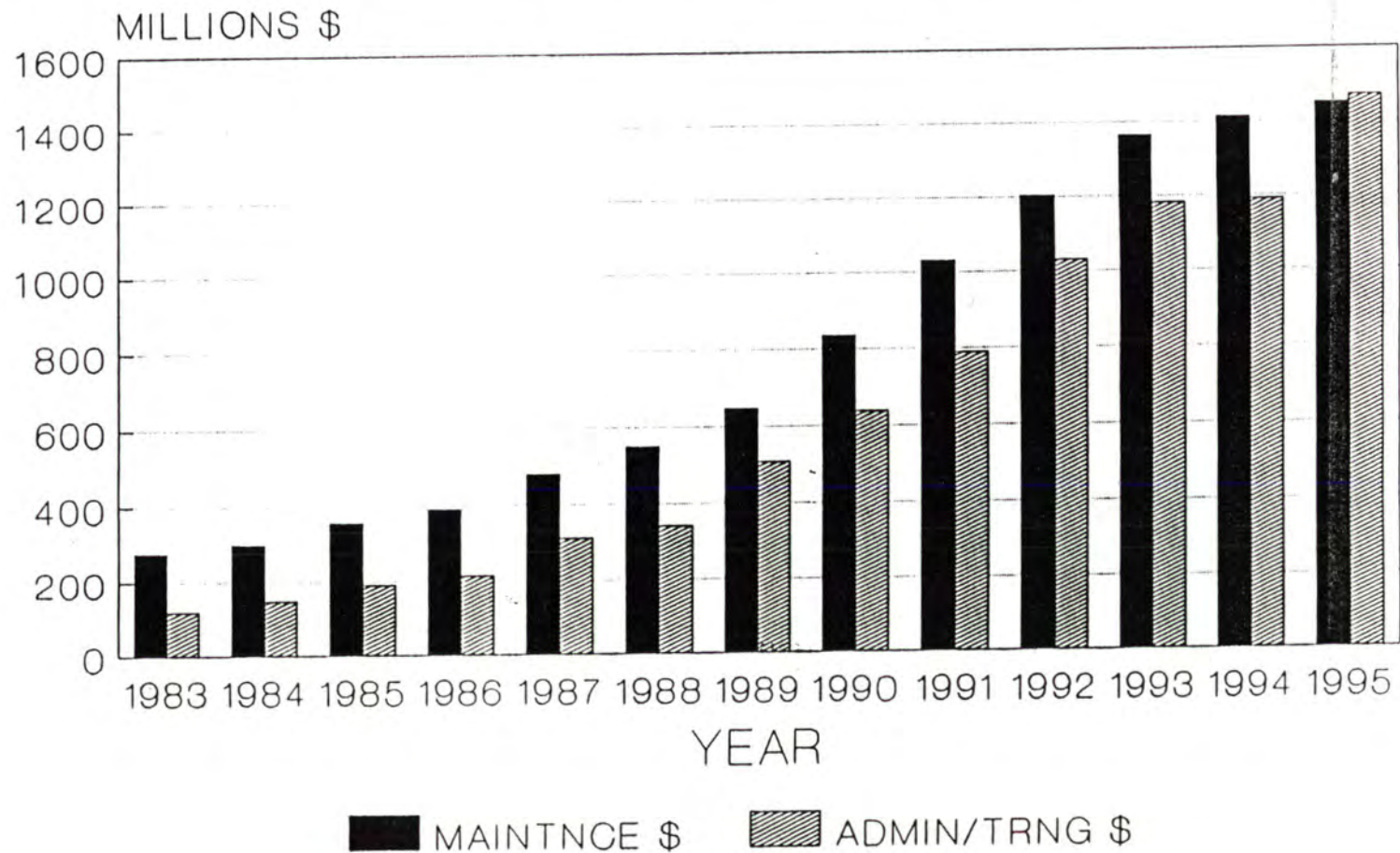
TOTAL: 4,152 MILLIONS OF \$

TITLE IV-B COSTS FROM 1983 TO 1995



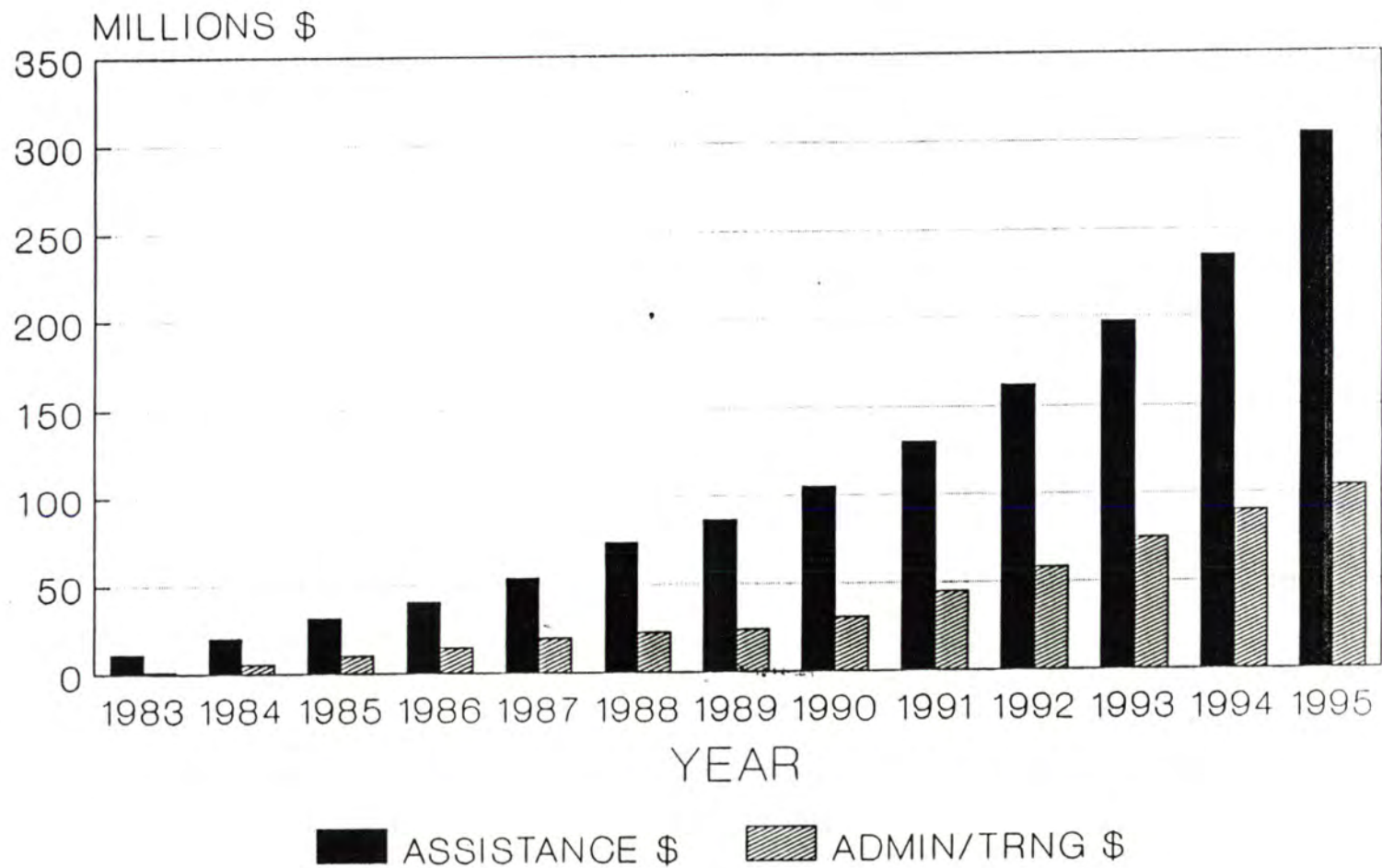
1994 & 1995 ARE ESTIMATES

FC MAINTENANCE & ADMIN/TRNG COST FROM 1983 TO 1995



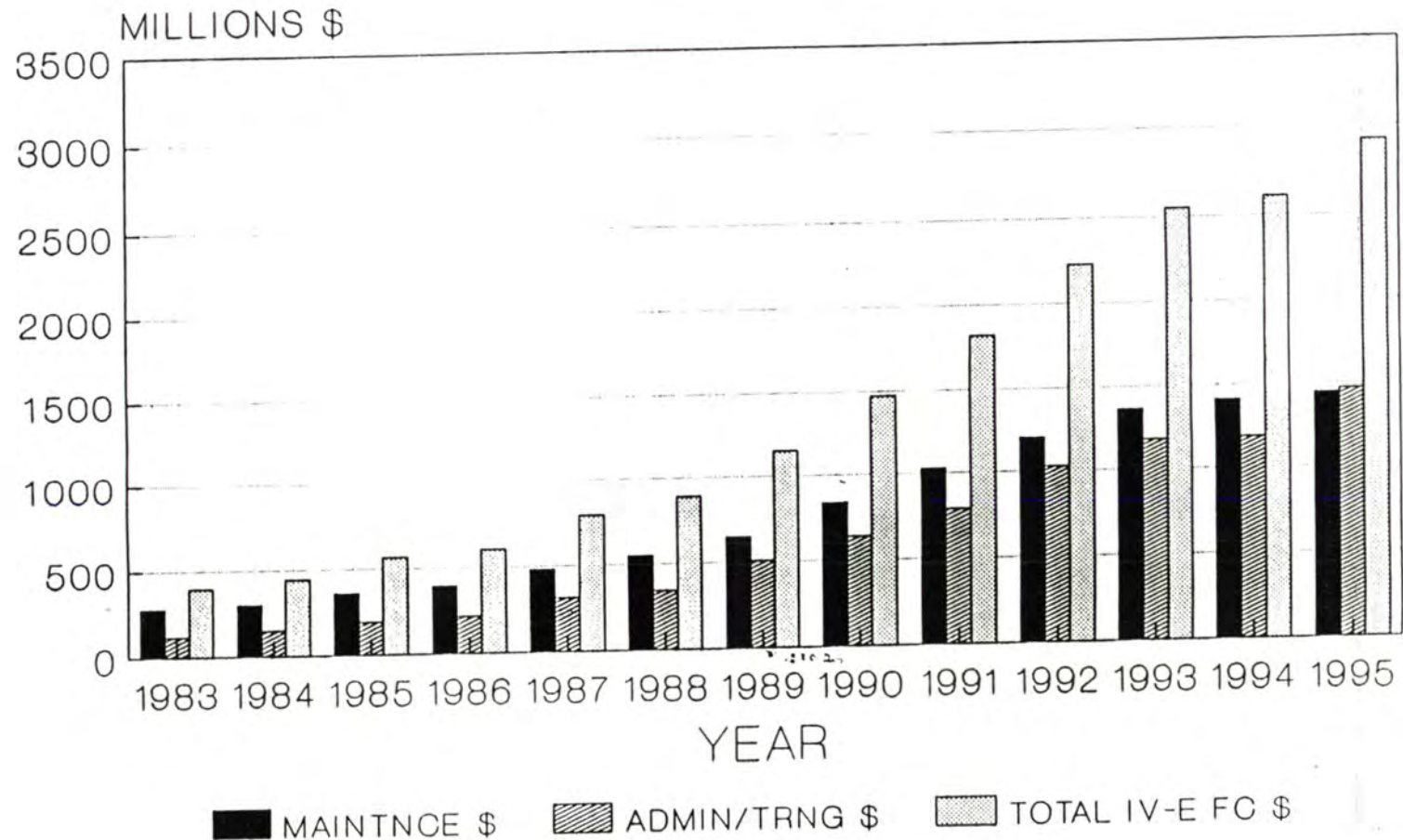
'94,'95 ESTIMATES; TRNG COSTS 7.5%

AA ASSISTANCE & ADMIN/TRNG COSTS FROM 1983 TO 1995



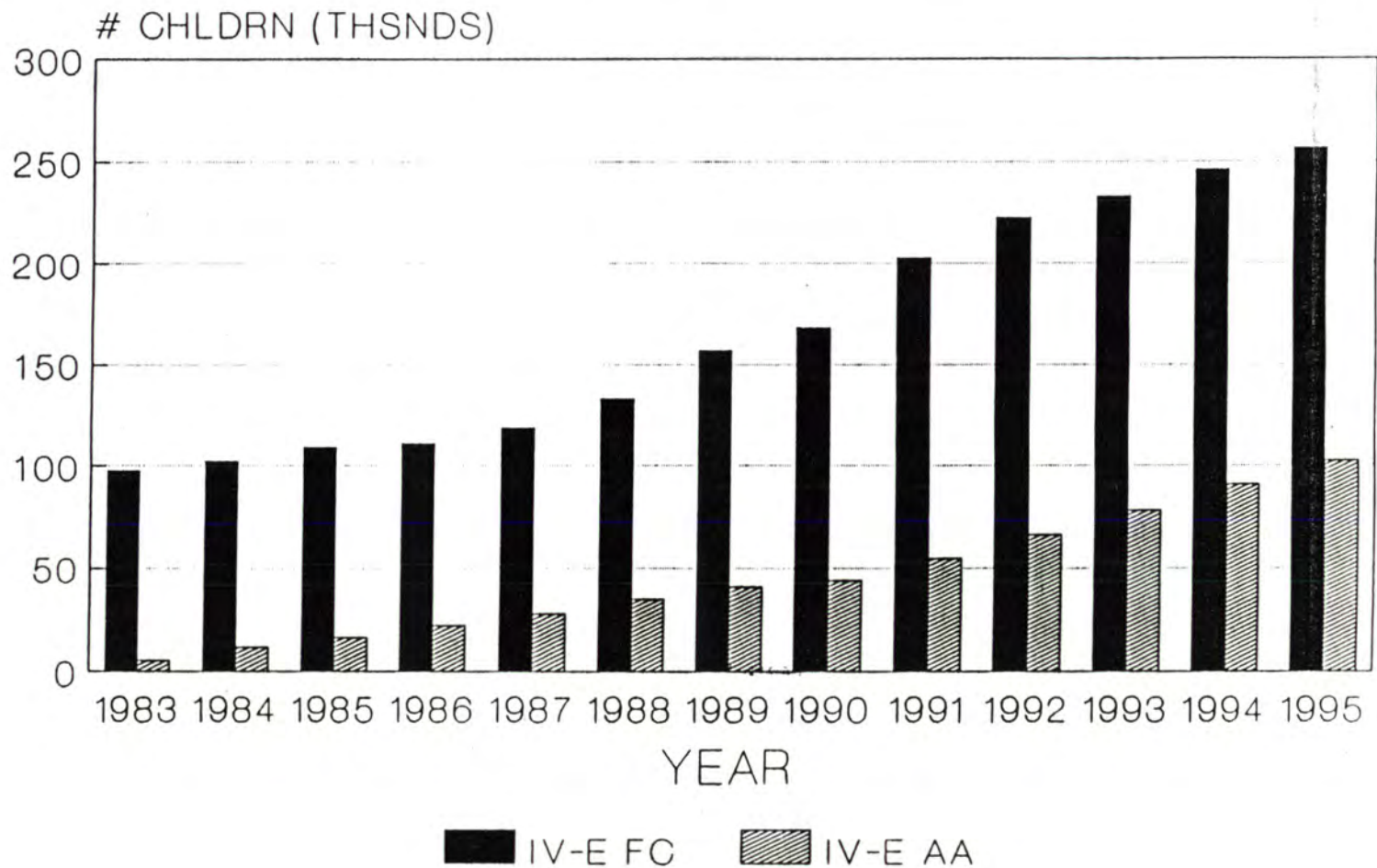
1994 & 1995 ARE ESTIMATES

IV-E FC COST ANALYSIS FROM 1983 TO 1995



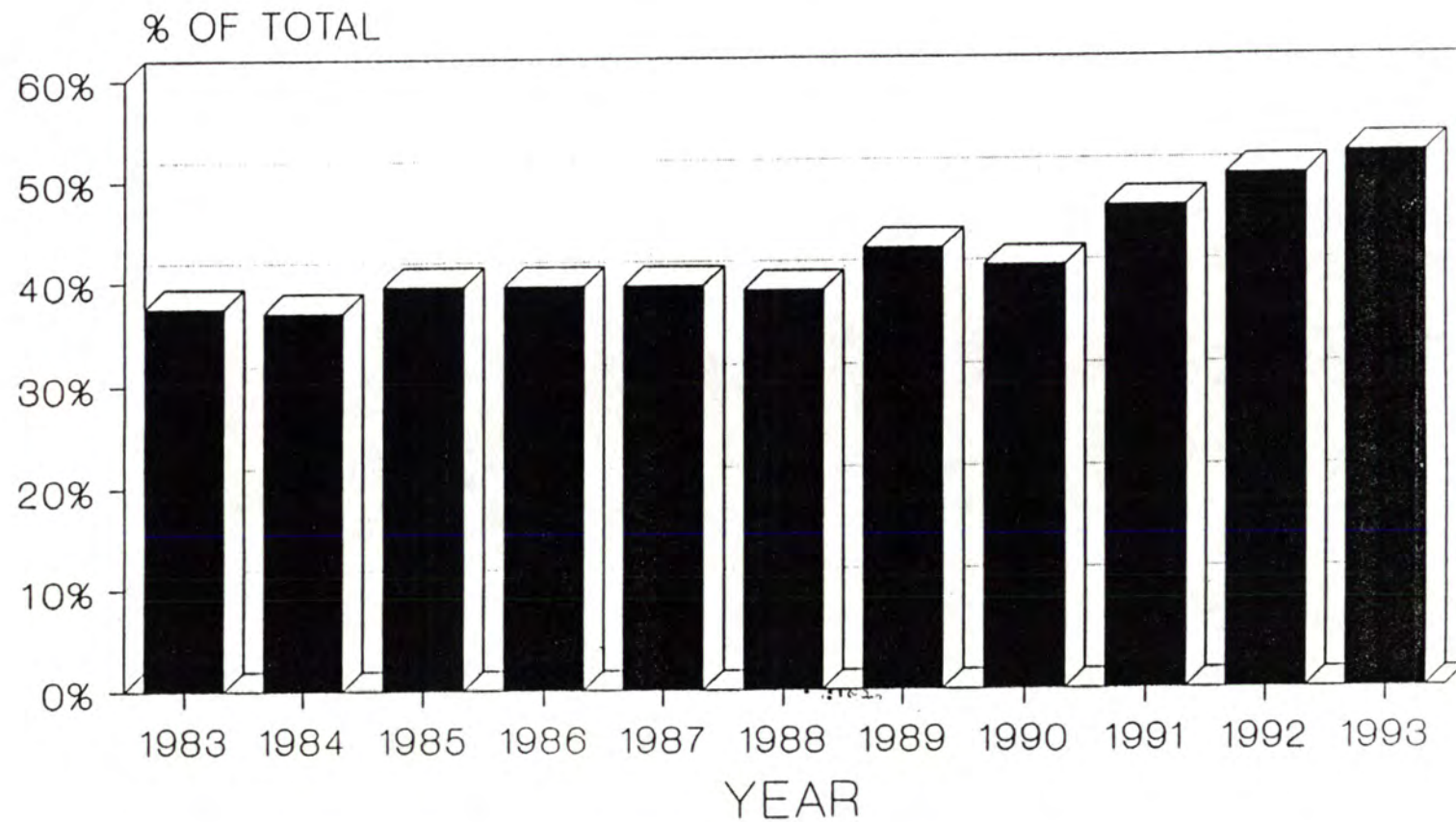
'94,'95 ESTIMATES; TRNG COSTS 7.5%

AVERAGE ANNUAL IV-E FC & AA CHILDREN FROM 1983 TO 1995



1994 & 1995 ARE ESTIMATES

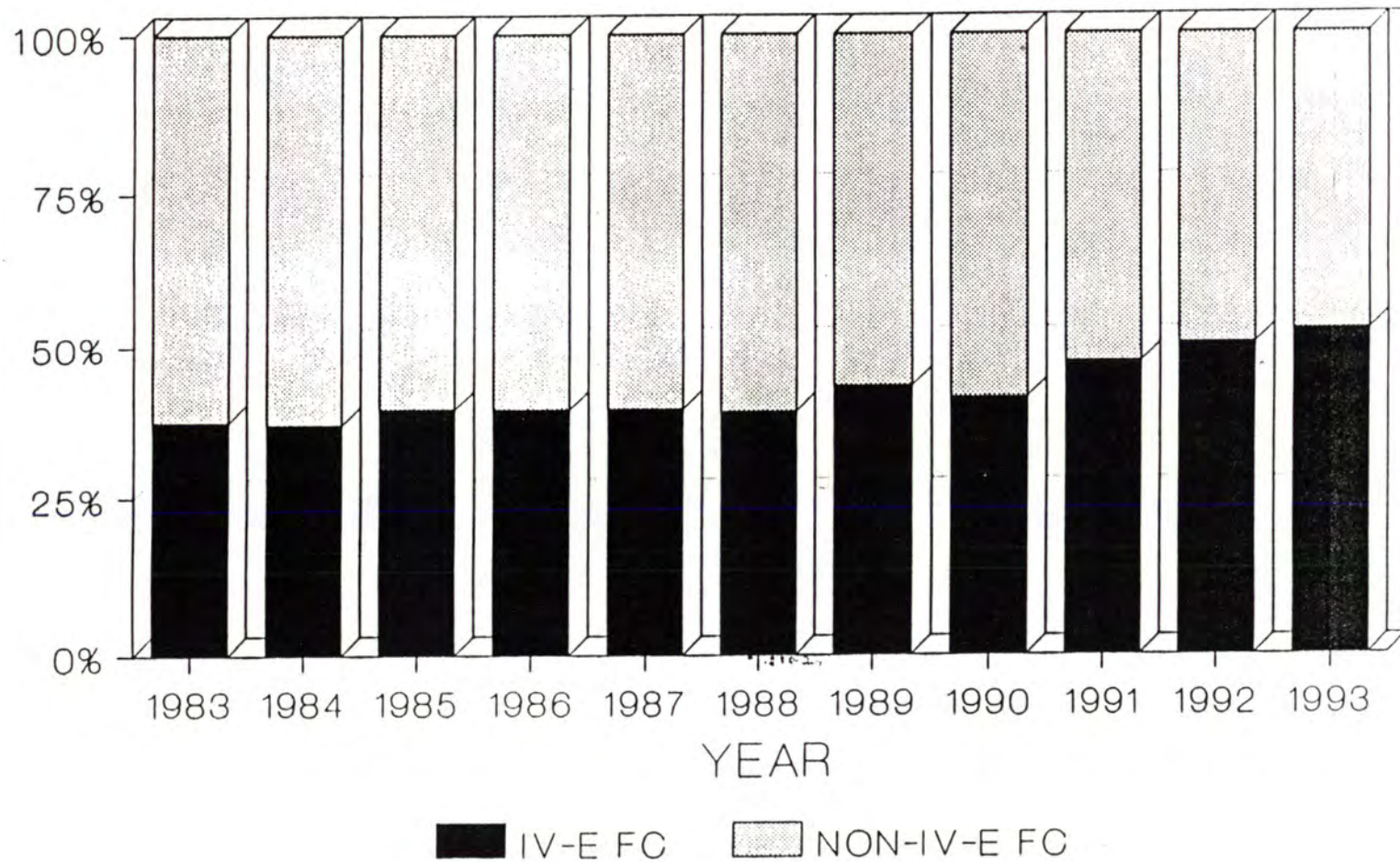
IV-E AS % OF TOTAL FC CHILDREN FROM 1983 TO 1993



■ IV-E AS % OF TOTAL

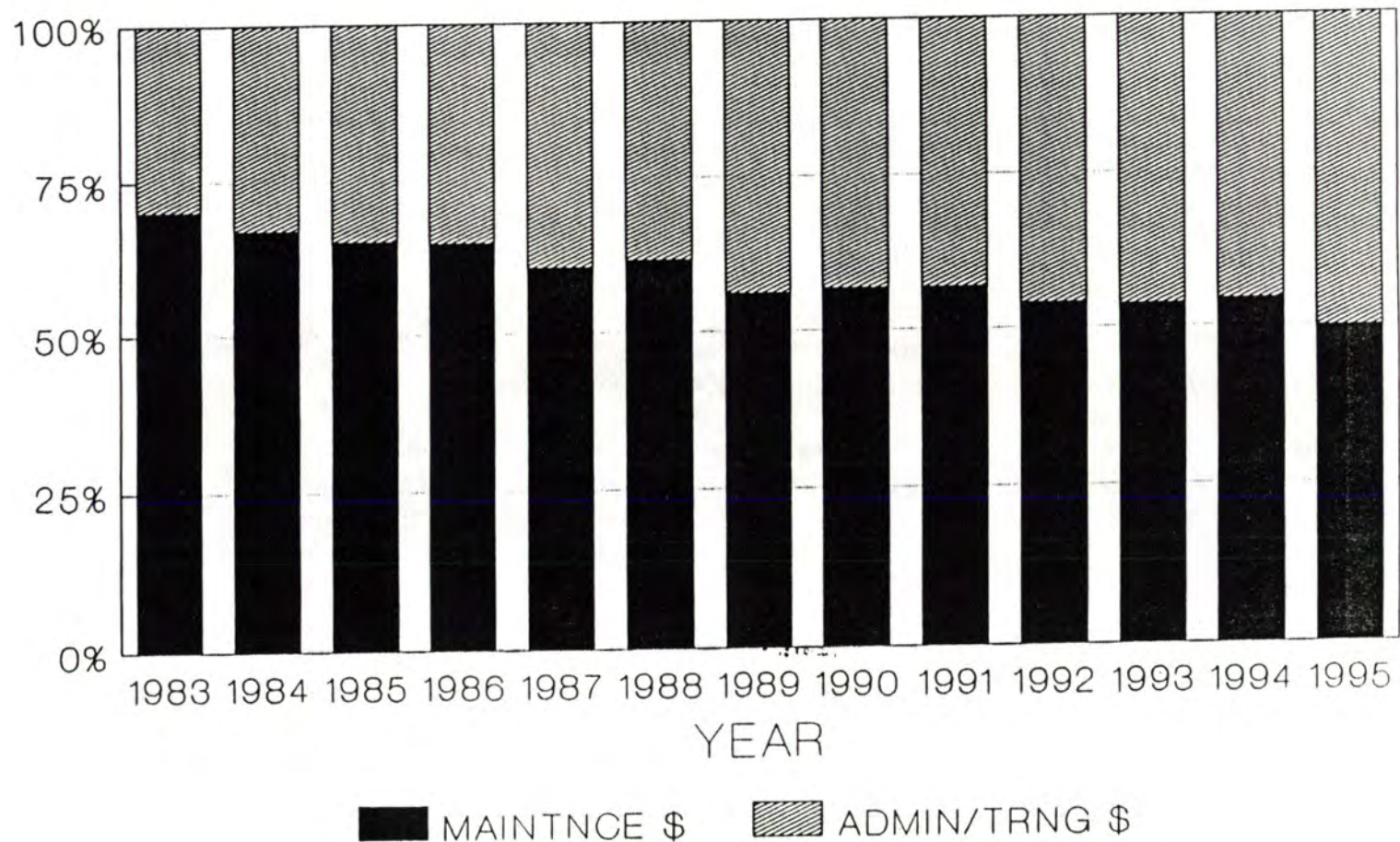
TOTAL FC #s FROM APWA

IV-E AS % OF TOTAL FC CHILDREN FROM 1983 TO 1993



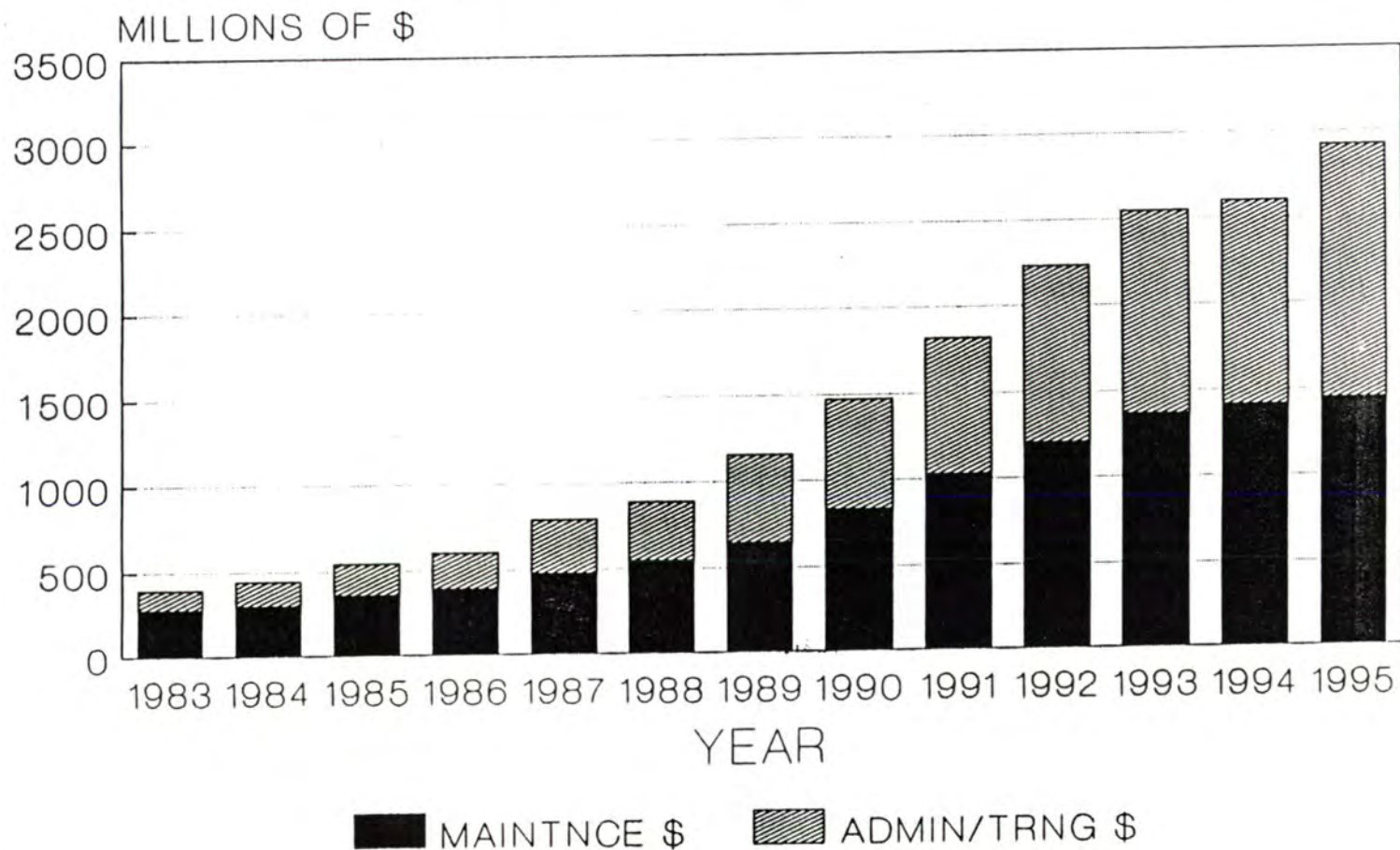
TOTAL FC #s FROM APWA

IV-E FC COST ANALYSIS FROM 1983 TO 1995



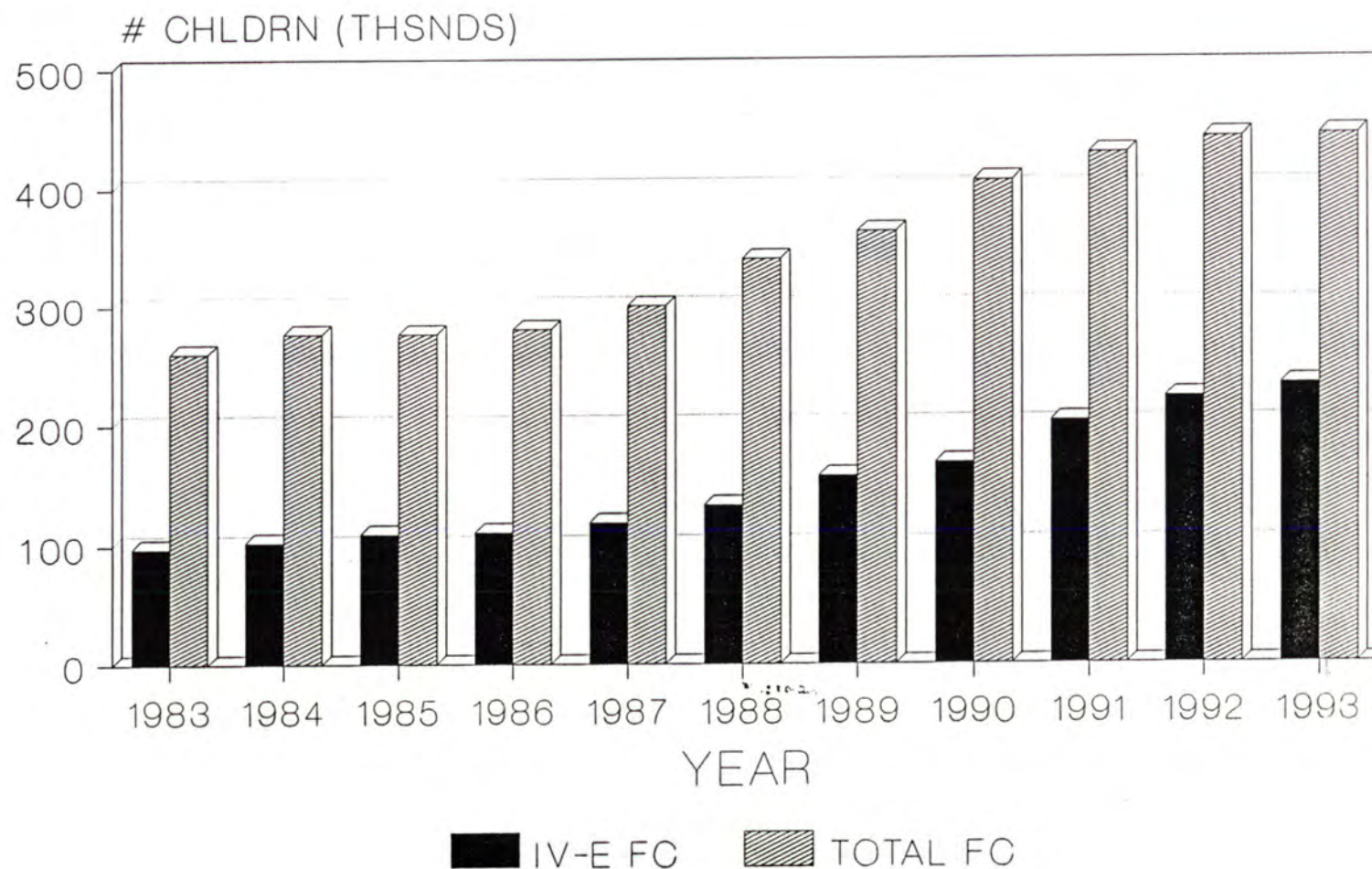
'94,'95 ESTIMATES; TRNG COSTS 7.5%

IV-E FC COST ANALYSIS FROM 1983 TO 1995



'94,'95 ESTIMATES; TRNG COSTS 7.5%

TOTAL FC VS IV-E FC CHILDREN FROM 1983 TO 1993



TOTAL FC #s FROM APWA