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ADMINISTRATION FOR CHILDREN & FAMILIES

OFA PeerTA
Strengthening Self-sufficiency Pathways

OFA PeerTA Network Webinar

Service Options for Relative Caregivers in Child-Only Cases

January 19, 2016 -- 2:00 to 3:30 p.m. EST

Moderator:

James Butler, Family Assistance Program Specialist, Office of Family Assistance

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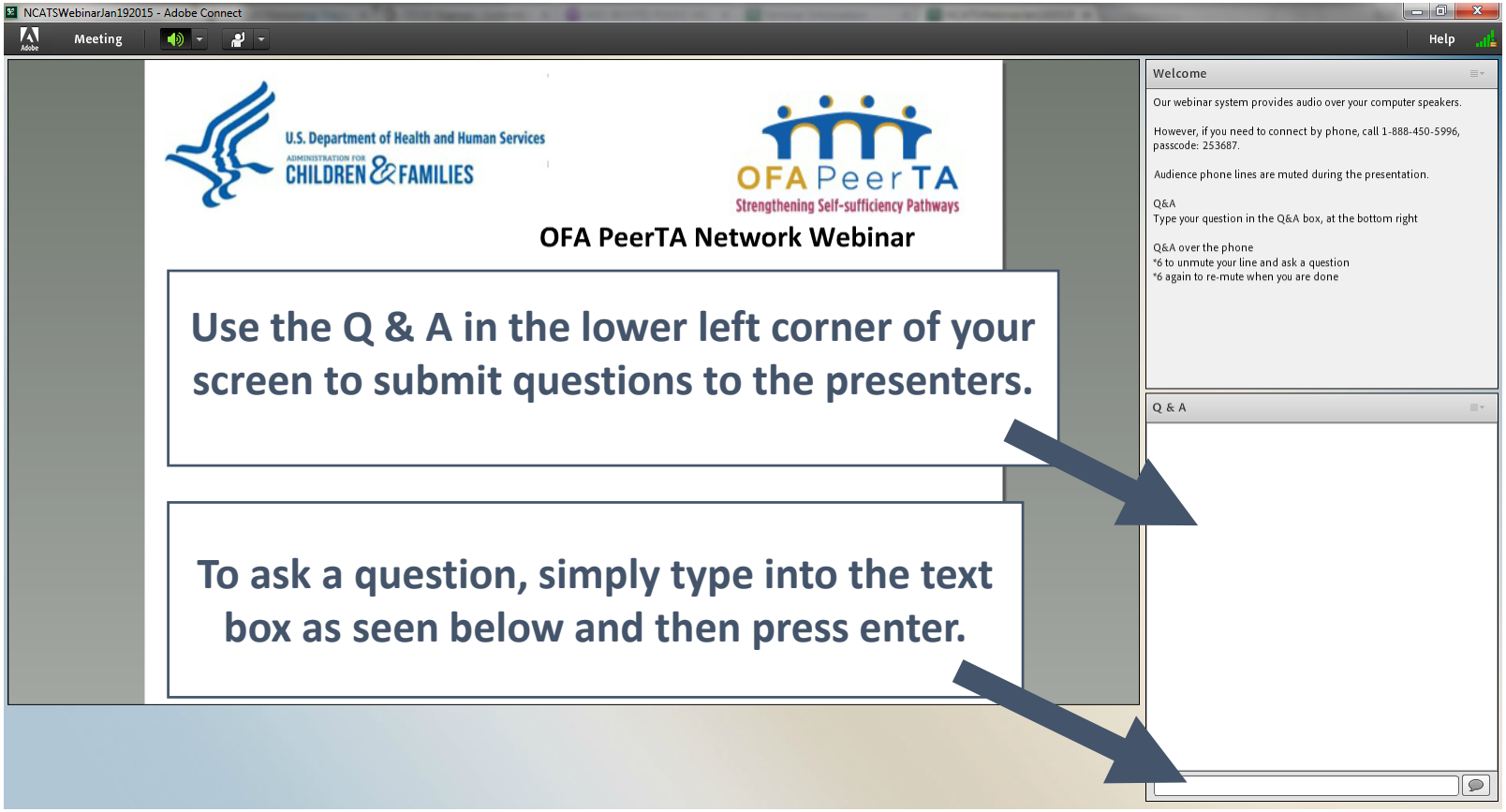

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Introductions, Logistics, Agenda Overview

James Butler, OFA

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- **Overview of the Child-Only Caseload,** Matthew Stagner, Mathematica Policy Research
- **Overview of Kinship Navigator and TANF-Child Welfare Collaborations,** Liliana Hernandez, Children's Bureau
- **Arizona's Kinship Support Services Program,** Julie Treinen, Arizona Children's Association
- **Jefferson County, CO TANF-Child Welfare Collaboration,** Natalie Williams, Jefferson County Human Services
- **Facilitated Q&A,** James Butler, OFA

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Audience Poll #1

What percentage of your TANF caseload consists of relative caregiver child-only cases?

a) Less than 20%

b) Between 20% and 50%

c) Greater than 50%

d) Unsure

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Overview of the Child-Only Caseload

Matthew Stagner, Mathematica Policy Research

MATHEMATICA Policy Research

Children in TANF Child-Only Cases: Who Are They? What Policies Affect Them? What Is Being Done?

OFA Webinar

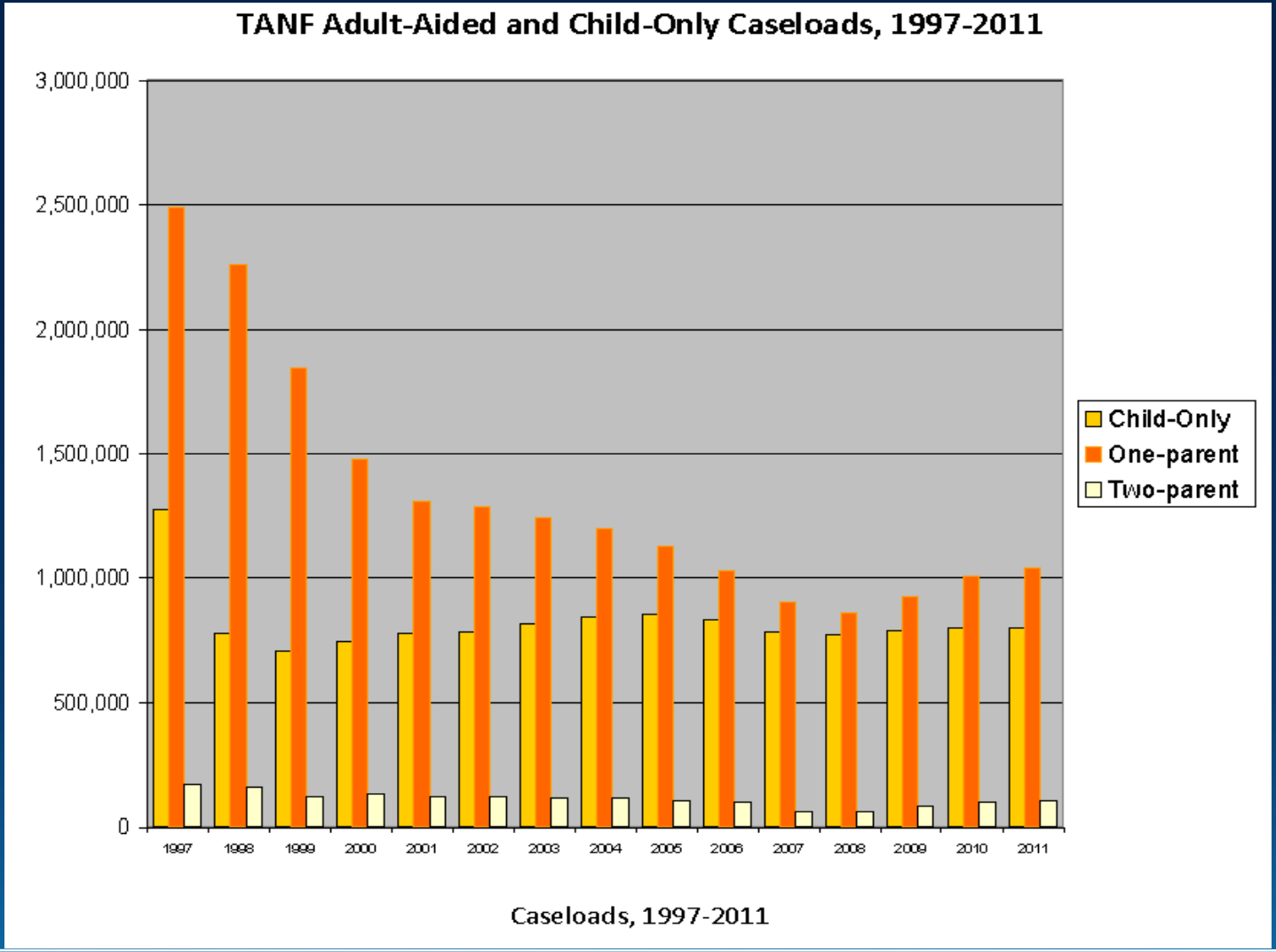
January 2016

Matthew Stagner, Jane Mauldon, Richard Speiglman, Christina Sogar, Kinsey Dinan

Motivation for the Study: A Large but not Well-understood Population

- **Child-only cases were less than 15 percent of TANF cases in 1996**
- **Following an initial decline, their numbers stabilized after 2000, while adult-aided caseloads fell steadily**
- **Two in every five TANF cases were child-only in 2010**
- **State policies differ greatly in the use of foster care and TANF to support kin families**
- **Policy-makers need better understanding of the nature, purpose, and effects of child-only TANF aid**

As Adult-aided Cases Declined Child-only Rose as a Proportion of the Caseload



Source: ACF TANF caseload data

MATHEMATICA Policy Research

Project Funding and Collaborators

- **Project funding was provided by**
  - **Assistant Secretary for Planning and Evaluation (ASPE), U.S. Department of Health and Human Services**
  - **Office of Planning, Research, and Evaluation (OPRE), Administration for Children and Families (ACF), U.S. Department of Health and Human Services**
- **Based at Chapin Hall at the University of Chicago**
  - **The Child and Family Policy Institute of California**
  - **The Goldman School of Public Policy at the University of California, Berkeley**
  - **Center for Employment and Economic Supports, New York State Office of Temporary and Disability Assistance**
  - **Office of Evaluation and Research, New York City Human Resources Administration**

Data for the Study

Cross-state and over-time analyses of TANF cases by type

Project data included the following:

- **State reports of TANF policies and caseload counts**
- **Multi-year administrative data from four focal states (California, Florida, Illinois, and New York)**
- **Caseload data broken out by type of child-only case for 35 states in 2010**
- **Population-based surveys**
- **Interviews with agency staff, policy-makers and advocates in the four focal states**

Defining Child Only: Variation in Situations of Families

"Child-only" encompasses case types that have shown very different growth patterns

- **The three most numerous are the following:**
- **NPC cases: Children living in the homes of relatives *(non-parent caregiver)***
- **SSI cases: Children of parents who receive Supplemental Security Income *(SSI-parent child-only)***
- **IIP cases: US-born children whose parents are ineligible for TANF because of their immigration status *(ineligible immigrant parent)***

Policy Variation in the Focal States

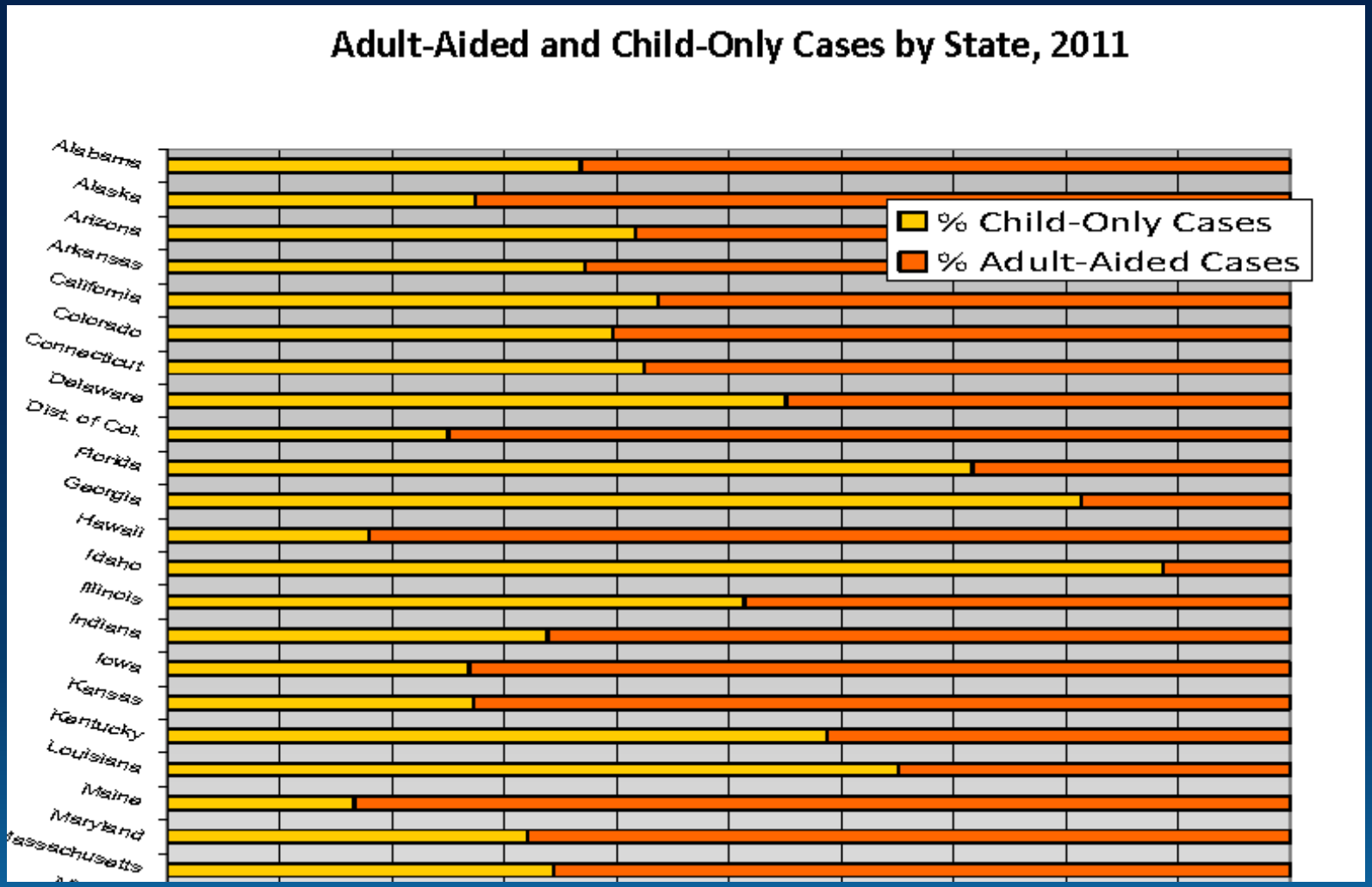
Variation in Focal States' Policies that Affect Child-Only Enrollments

State of County Policy	California	New York	Florida	Illinois
TANF child-only and adult-aided benefit level	Above-average grants and eligibility thresholds	Above-average grants and eligibility thresholds	Below-average grants and eligibility thresholds	Below-average grants and eligibility thresholds
Place maltreated children with kin who are not foster parents; offer them NPC TANF instead of foster-care stipend	No	Yes, in some districts outside NYC	Yes: TANF-funded, augmented kin-care program is alternative to foster care	No
Once foster care ends, offer Kin-GAP (rather than NPC child-only TANF) to foster parents	Yes	Yes, in some district outside NYC	Yes: TANF-funded, augmented kin-care program is alternative to foster care	Yes
Assist adult-aid TANF clients to apply for SSI	Not in most counties	Yes, in NYC and some districts	No	Yes, state policy
Nature of state laws regarding undocumented immigrants	Immigrant-hospitable (e.g., California Dream Act)	Immigrant-hospitable in NYC (e.g., no reporting of unauthorized immigrant status per Executive Order #41)	No special state policies on immigrants	No special state policies on immigrants

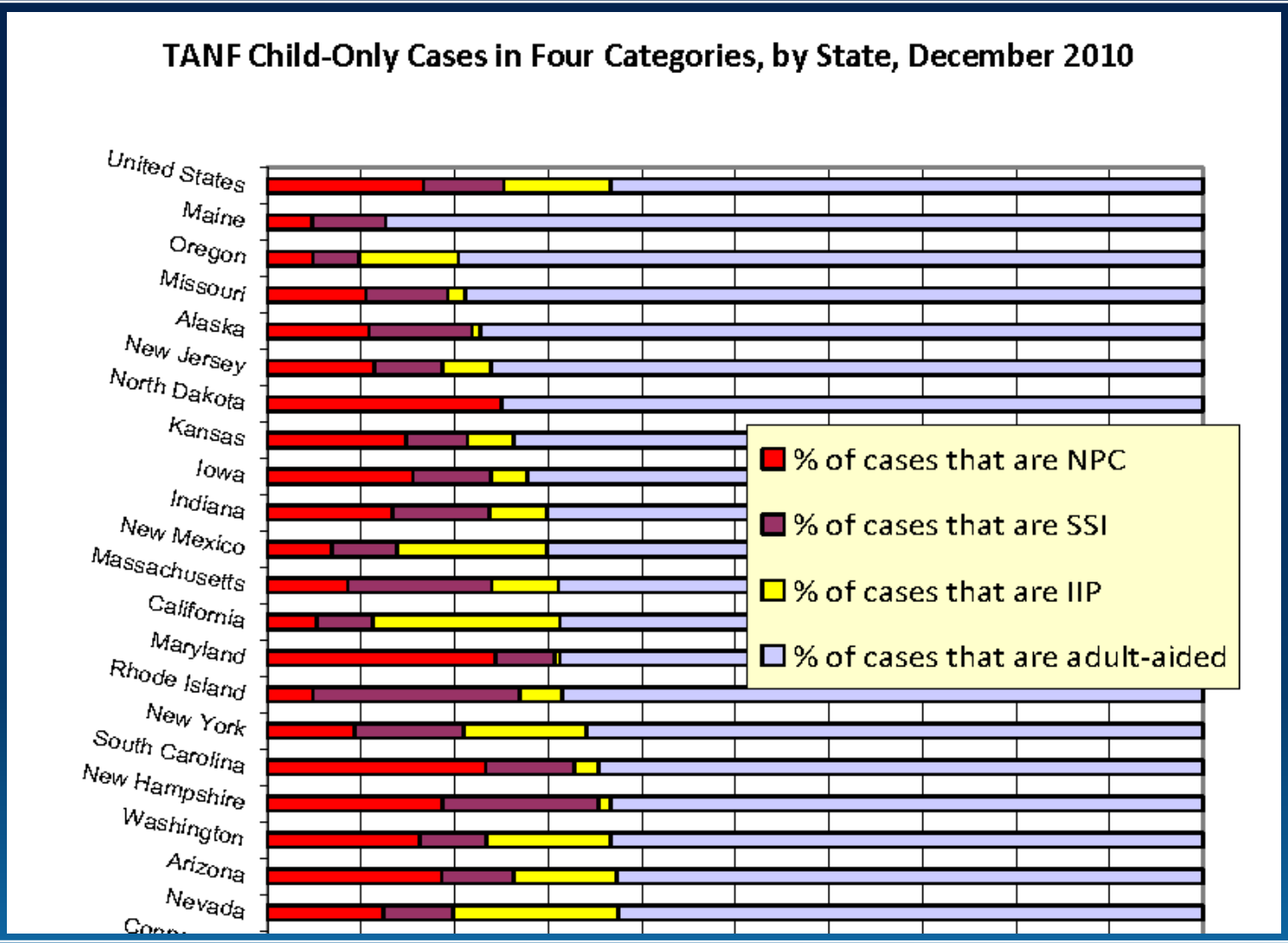
Defining TANF for this Study

- **All program elements that a state might consider part of its TANF program, including**
  - **Expenditures of the Federal TANF grant**
  - **Expenditures on state TANF**
  - **Other related cash assistance initiatives**

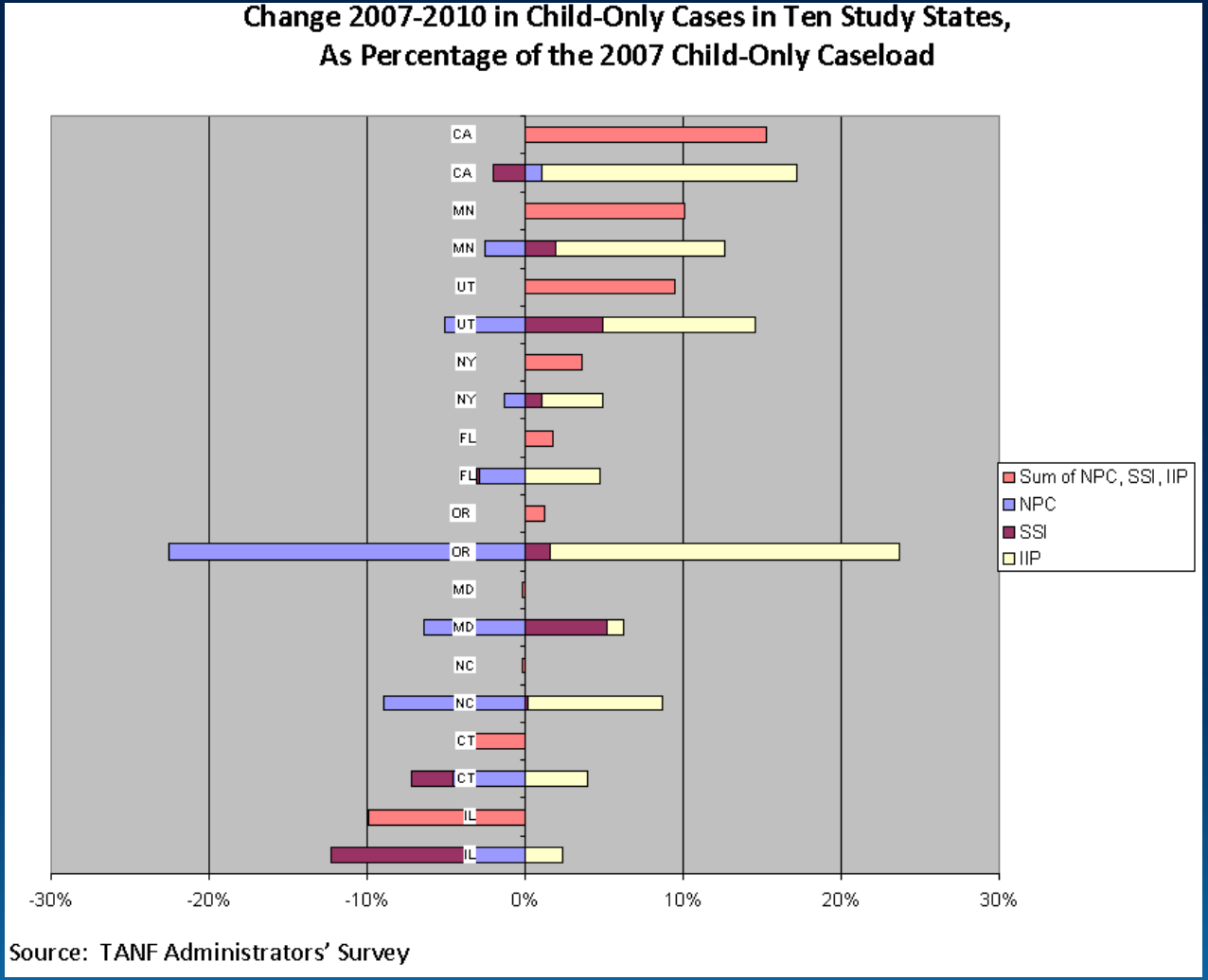
Great State-by-State Variation



Great State-by-State Variation



Great State-by-State Variation



Key Findings for NPC cases

- **NPC cases are the largest category of child-only case in more than half of all states**
  - **The larger the share of NPC cases in a TANF caseload, the lower the rate at which adult-aided families participate in TANF**
- **Only 42 percent of NPC child-only cases are enrolled in SNAP**
  - **Even though many are low income, most may not live in poverty**
- **NPC arrangements are diverse in origin**
  - **Some cases are kin-initiated and others are created through the involvement of the child welfare agency**
- **Drop in NPC cases while growing number of foster children exited to adoption by kin or to guardianship**

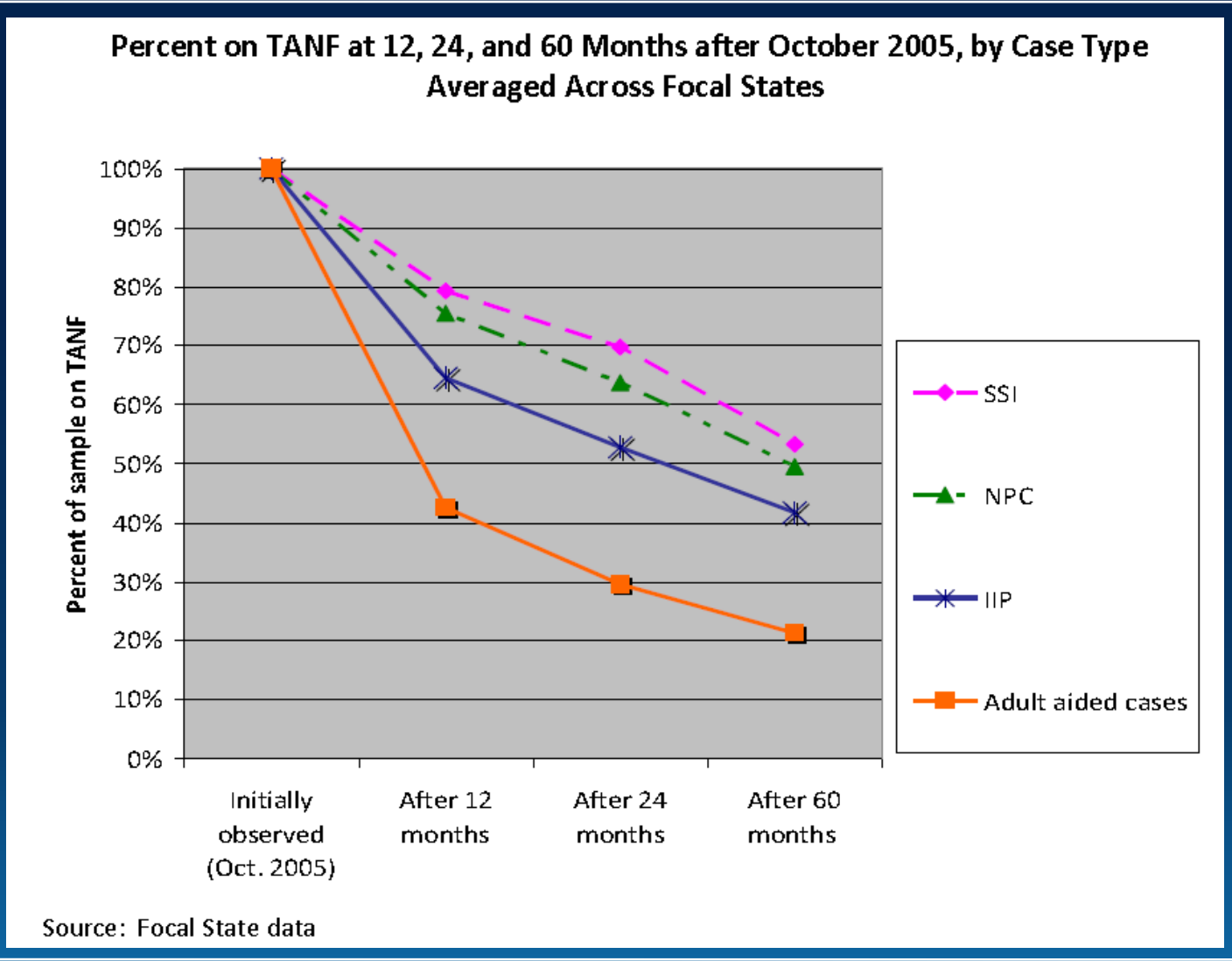
Key Findings for IIP cases

- **IIP child-only TANF caseloads rose nationwide**
  - **At the same time, some states still have virtually no IIP child-only cases**
- **The number of IIP child-only cases is weakly correlated with the number of unauthorized immigrants in each state's labor force**
- **In California, households with IIP child-only aid are larger than other types of TANF-aided households and include more TANF-ineligible adults and children**
- **Income per person (grants plus on-the-books earnings) is about one-third lower in IIP child-only than in adult-aided TANF families.**

Key Findings for SSI cases

- **SSI-receiving parents and their children suffer from poverty, work incapacity, and disability**
- **SSI provides a basic grant which is supplemented in some states**
- **Few parents are able to work their way off TANF, and these cases remain on the caseload longer than others**

Children in Child-only Cases Stay on TANF Longer SSI Cases Stay the Longest



NPC Considerations for Policy

- **TANF funds appear to be used for what could arguably be called Child Welfare purposes**
- **NPC TANF grants are smaller than foster care payments and do not reflect the costs of caring for children**
- **Kin caregivers with NPC child-only TANF grants receive little or no supervision and few services**
- **TANF funds spent on "foster care" reduce resources that might be used to further TANF goals of family self-sufficiency**
- **Conflicting terminology and lack of data**

IIP Considerations for Policy

- **IIP child-only TANF families resemble the families who might enroll in adult-aided TANF, except that the parents are unauthorized immigrants or are within the five-year bar on aid**
- **Citizen children of unauthorized immigrant parents suffer broad, negative effects of poverty, particularly in educational outcomes, social and legal exclusion, and linguistic disadvantage**
- **TANF administrators report little knowledge of IIP family needs**
- **Few services funded with TANF, MOE, or SSP dollars are available to children adults associated with IIP child-only cases**
- **IIP child-only TANF is an important but partial safety net until immigration law is overhauled or reformed**

SSI Considerations for Policy

- **Disabled parents, who may suffer mobility, cognitive, and behavioral health challenges, may need support**
- **Many SSI-receiving parents have not enrolled their children in child-only TANF.**
  - **Only 28% of the children of SSI-receiving parents are estimated to be enrolled in child-only TANF**
- **Key informants cited many needs of SSI recipients whose children receive child-only TANF:**
  - **Childcare, housing assistance, mental health services, health care,**
  - **respite care, funds for children's educational expenses, transportation**
- **TANF programs are not designed to provide the service enrichment that could assist children of disabled SSI-receiving parents.**

Overall Conclusions and Recommendations

- **State and federal agencies need to track and analyze child only cases *by type***
- **Federal and state data systems need to be updated to capture this information**

For More Information

- **Matt Stagner**
  - **MStagner@mathematica-mpr.com**
- **To download the full report:**
  - **http://www.chapinhall.org/research/report/tanf-child-only-cases-who-are-they-what-policies-affect-them-what-being-done**
  - **Or search "Chapin Hall child only TANF"**

Audience Poll #2

Does your state or county offer relative caregivers services in child-only cases beyond cash assistance?

a) Yes

b) No

c) Currently exploring the possibility

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Overview of Kinship Navigator and TANF-Child Welfare Collaborations

Liliana Hernandez, Children's Bureau

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Arizona's Kinship Support Services Program

Julie Treinen, Arizona Children's Association

KINSHIP NAVIGATOR GRANTS:
CHILD WELFARE/TANF COLLABORATION

Liliana Hernandez,
Children's Bureau
Jan 19, 2016
OFA Webinar on Relative Caregivers

Kinship Care

- Kinship Care is the full time care, nurturing and protection of children by relatives, members of their tribes, godparents, step-parents, or any adult who has a kinship bond with a child.

- The Kinship Navigator Program assists relative caregivers in accessing government benefits, mental health, health, and legal services for the caregiver and the children they are raising.

Kinship Navigator (KN) Grants

- In 2009, the Children's Bureau (CB) awarded 6 KN grants.
- In 2012, CB awarded 7 KN grants aimed to support Child Welfare and TANF Collaboration to assist kinship children who might be at risk of entering the child welfare system.

- Grantees increased awareness of the TANF child only grants as one public benefit available to kinship families. Kinship Navigators assisted kinship caregivers in applying for and receiving TANF.

Children's Bureau Grantees

2009 KN Grantee	2009 KN Grantee
Aspiranet, Inc., Los Angeles, CA http://www.aspiranet.org/	Arizona Children's Association http://www.arizonaschildren.org/
The Children's Home Society of New Jersey https://www.chsofnj.org/	Catholic Charities of Rochester, NY http://www.nysnavigator.org/
Edgewood Center for Children and Families, San Francisco, CA www.edgewood.org/	The Children's Home Inc, Tampa, FL https://www.childrenshome.org/
Minnesota Kinship Caregivers Association, St. Paul, MN http://www.lssmn.org/raising-relative-children/mkca/	Community Coalition for Substance Abuse Prevention and Treatment, Los Angeles, CA www.cocosouthla.org
Public Children Services Association of Ohio, Columbus, OH http://www.pcsao.org/	Home for Black Children, Detroit, MI http://www.homes4blackchildren.org
YMCA of San Diego Country, CA http://ymca.org/	North Oklahoma Country Mental Health Center www.northcare.com
Untitled Ways of California- 211-iFoster Collaborative, CA www.ifoster.org	

Grantee's Examples of TANF Collaboration

Children's Home Inc, Tampa, FL

- Peer to Peer Navigators
- Home Visit with laptops to assist caregiver with the online application for TANF grant
- Interdisciplinary Team Intervention

Homes for Black Children , Detroit, MI

- Collaborated with TANF worker in the Detroit Public Schools to educate kinship caregivers about foster parent licensure and health and wellness activities for families.

Child Welfare Collaboration

New York State Kinship Navigator Program

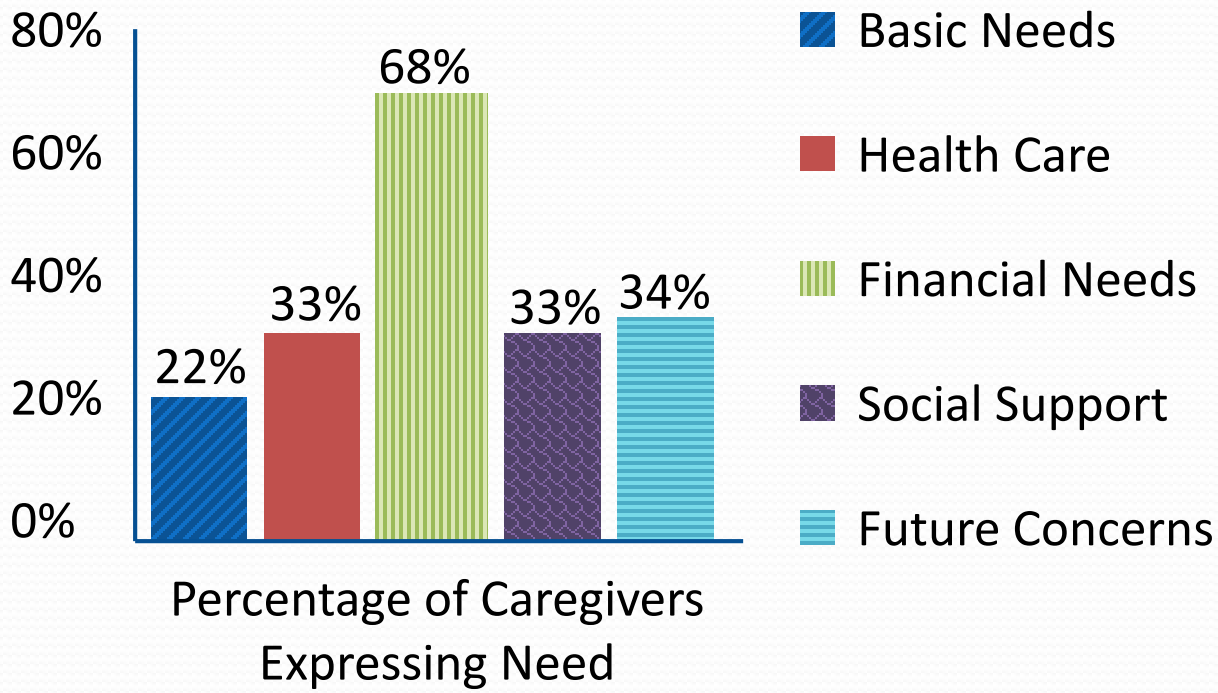
- TANF agencies referred kinship families to the Navigator. KN contacted caregivers within 48 hours. 1,250 caregivers completed intake. 280 kinship families referrals from TANF agencies.
- 1,150 families given educational factsheets. 1,100 families referred to TANF. 75 families referred to legal assistance.
- Trained Child Welfare workers on TANF child only grant eligibility rules.

United Ways of California-211-iFoster.org

- An online resource portal to connect kinship families with needed community services and private business resources.
- Employs former foster youth as ambassadors to conduct community outreach.

Needs of Kinship Care Families

NY Grantee: 206 Caregivers (68% of 303) said financial need was the greatest need.



Improvement in Family Needs

United Way of CA-211-IFoster Grant:

90% of caregivers reported after 6 months

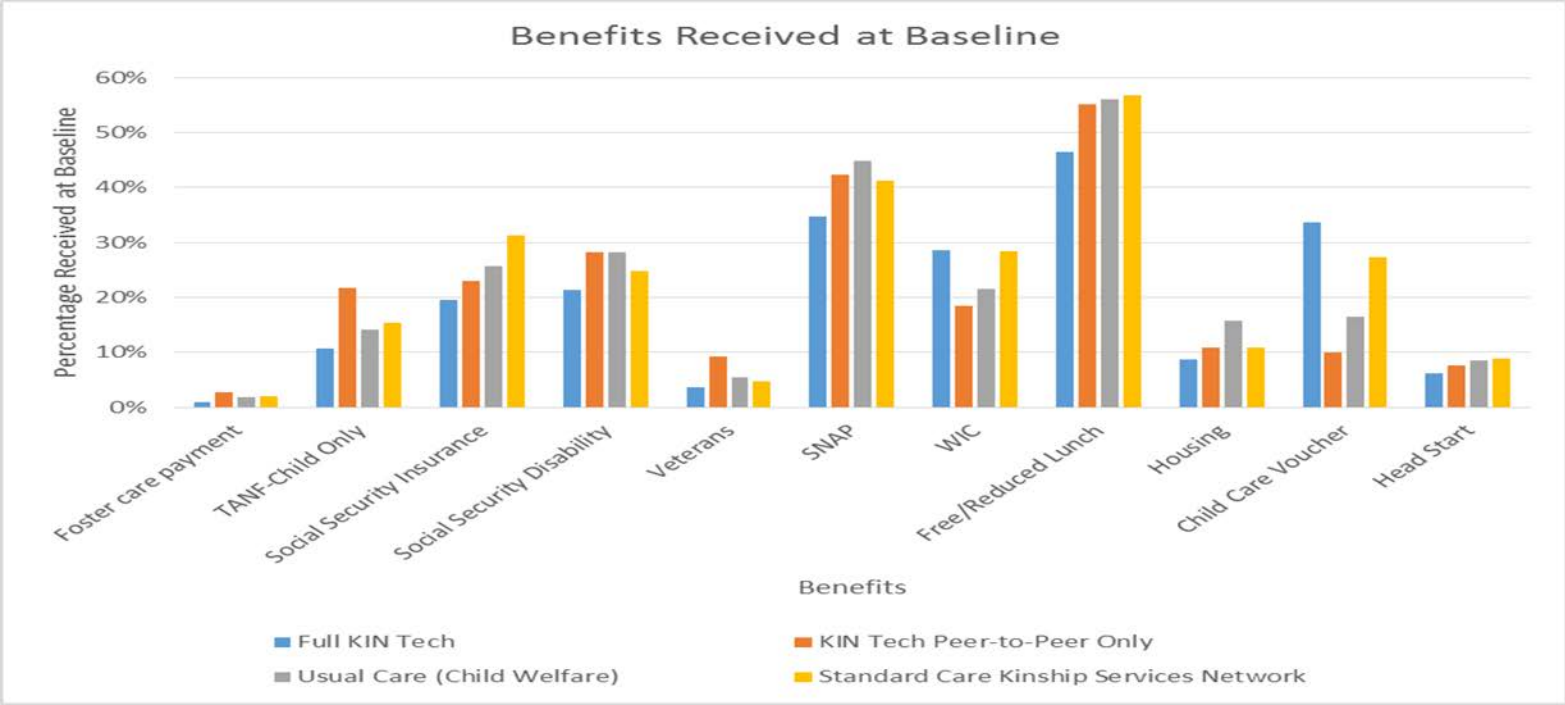
- a statistically significant decrease in the following areas: (a) help getting furniture, clothes, and toys; (b) legal assistance; (c) belonging to caregiver groups or clubs; (d) dental care for family. (Measured by the Family Needs Scale)
- improvements in self-reported health and well-being. (Measured by the Short Form 12 tool). Sample 141 caregivers.

Community Coalition of South Los Angeles:

- Caregivers receiving project services reported fewer overall needs in the following areas: financial, food and shelter, vocation, child care, transportation, communication, etc. (Measured by Family Needs Scale)
- Increased knowledge, access, and use of services
- Parent/life stress levels decreased

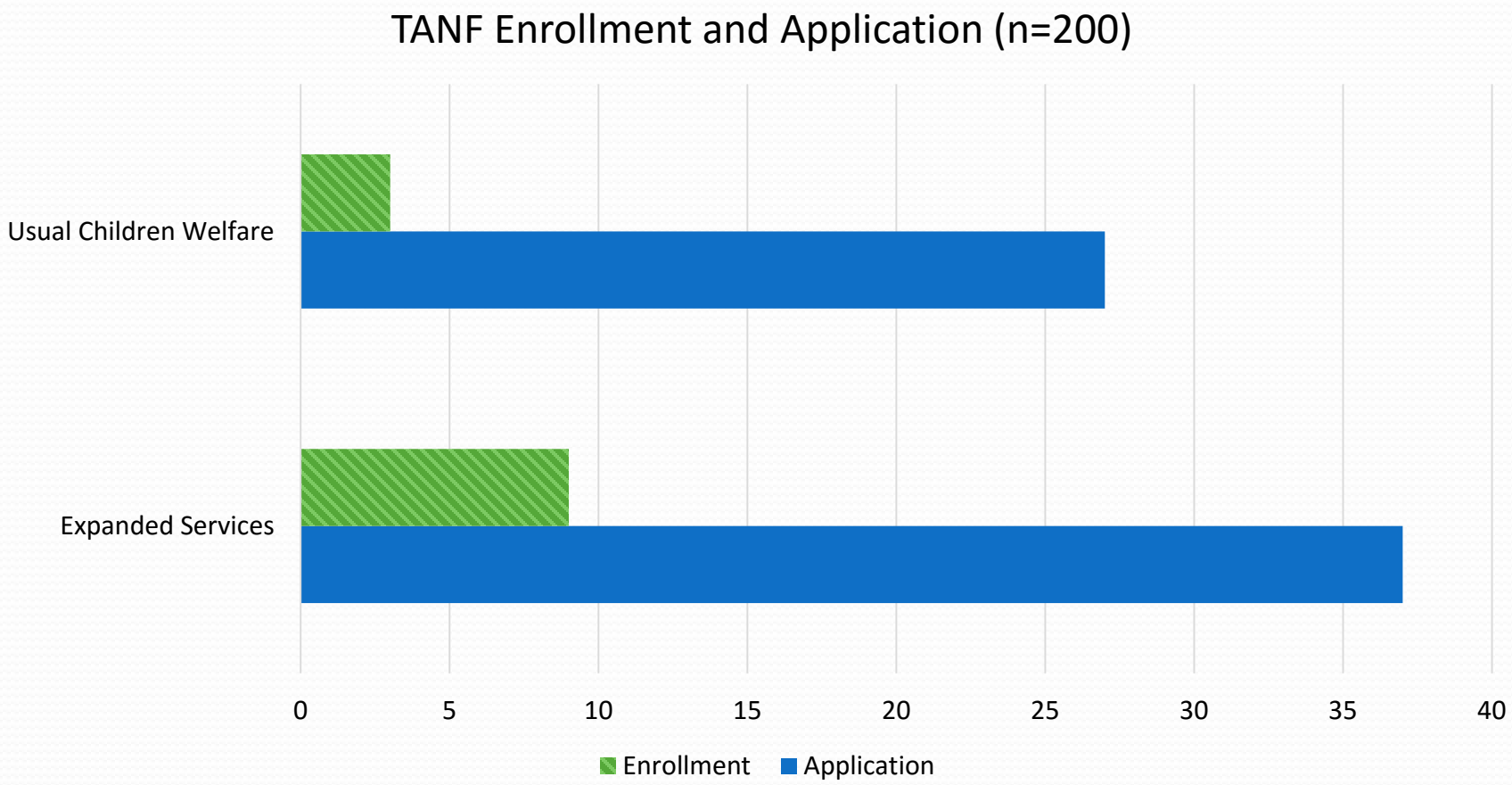
Benefits at Baseline

Less than one percent (<1%) or 15 caregivers receive foster care payments. (Figure 1.) (N=1551)
Up to 325 caregivers (21%) receive TANF Child Only. (Figure 1.)
FL grantee: https://www.childrenshome.org/userfiles/files/Kinship_DCF%20Summit2015.pdf

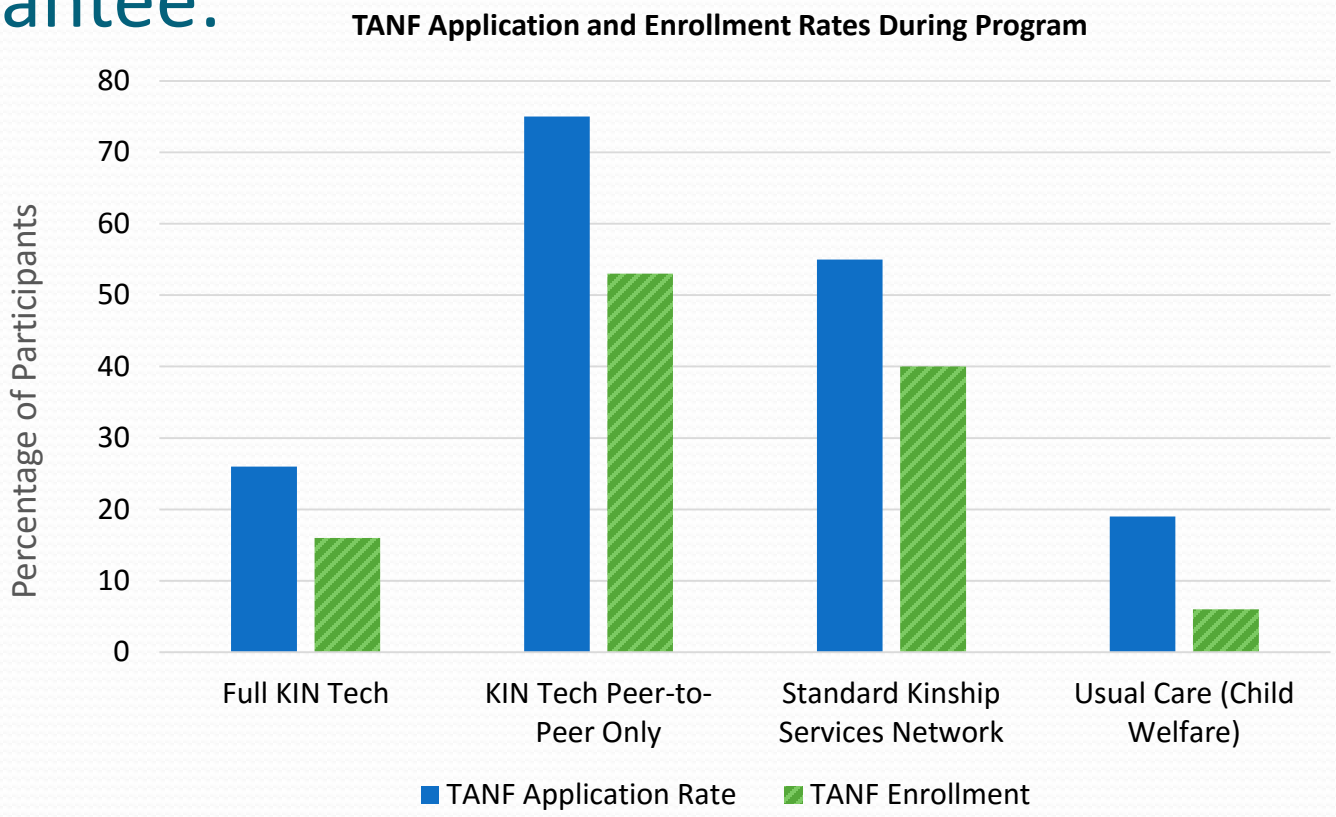


TANF Enrollment at 1yr Follow Up

FL Grantee: Children's Home Inc



TANF Application and Enrollment Rates FL Grantee:



- Peer-to-Peer navigators had the highest TANF application rate (75%) and enrollment rates (53%). (Figure 2.) (n=49)
  Usual care child welfare services had the lowest TANF application (19%) and enrollment rates (6%). (Figure 2.) (n=21)

Barriers to Applying for TANF

Issue	Grantee Practice Solution
Confusion with eligibility requirements	Kinship Navigator provide reliable, easy to read info about TANF eligibility
Lack of Computer Access/Difficulty applying online	Peer KN visited caregivers home with a laptop and assisted them in completing application.
In CA and FL: Some caregivers did not meet eligibility because the caregivers was not within the 5th degree of relationship.	KN grantees encouraged their states to use a more inclusive relative definition like the states of VT and CO. VT's legislation says Family is one or more dependent children living with one or both parents or a relative or a caretaker of such children. VT Stat. Ann. Title 33, 1103 (26) http://legislature.vermont.gov/statutes/section/33/011/01101 Reference: Generations United (2014) TANF Policy Practice Brief www.grandfamilies.org
In CA and FL: some caregivers did not want to provide the biological parent's info for Child Support purposes.	In NY. Info was provided to the caregiver about a good cause exemption waiver.

Good Cause Exemption

- **TANF Policy** Per 454(29) of the SSA, the State has the option to define a good cause exemption taking into account the best interests of the child, and applied in each case, by the State agency administering such program. The state's Child Support Plan pre-print, section 3.16 is supposed to indicate whether the IV-D agency (i.e. Child Support Enforcement) or the IV-A agency (i.e., TANF) makes good cause determinations for applicants and recipients of TANF-funded assistance. Reference 45 CFR 264.30(b) https://www.ssa.gov/OP_Home/ssact/title04/0454.htm

- **NYS TANF Agency Informational Letter**

On Sept 24, 2008 the NYS Office of Temporary and Disability Assistance sent this Informational Letter to local social services districts that non-parent caregivers have the right to claim good cause for failure to cooperate with child support enforcement and to provide clarification on when "special considerations related to emotional harm" should be applied in non-parent caregiver situations. It is also to emphasize to districts that non-parent caregivers can seek a domestic violence waiver if complying with child support requirements would result in physical or emotional harm to themselves or the child.

- http://otda.ny.gov/policy/directives/2008/INF/08-INF-16.pdf

- NYS Kinship Navigator Fact Sheets: http://www.nysnavigator.org/pg/legal-resources/documents/GoodCauseExemption_000.pdf

Recommendation for TANF Child Welfare Collaboration

- Create a single statewide Helpline (phone, online) for Kinship Caregivers seeking support (single point of entry to resources and navigators)
- Invest in training and guidance of CW/TANF re: TANF eligibility for Kinship Situations
- Child welfare workers and TANF workers should collaborate on kinship cases to ensure their access to needed financial, supportive, and child care services

CWLA Publications

- Child Welfare Journal Vol. 92, No. 6 (Nov-Dec 2013). Special Issue - Outcomes from the Family Connection Discretionary Grant Cluster
- Feldman L & Fertig. A, (2013) Measuring the Impact of Enhanced Kinship Navigator Services for Informal Kinship Caregivers Using an Experimental Design
- G. Wallace, L. Hernandez, & J. Treinen (Eds.) (2014), Kinship Navigators: Profiles of Fostering Connections Projects from 2012 to 2015. Washington, DC: Child Welfare League of America Press.

QUESTIONS

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Children's Bureau website
www.acf.hhs.gov/programs/cb

ARIZONA'S CHILDREN ASSOCIATION | **Arizona Kinship Support Services**

Navigating Kinship Care:

Creating Connections for Kinship Caregivers

Presented by:
Julie Treinen, Program Director, AZ Kinship Support Services
Arizona's Children Association

Arizona Kinship Support Services (AKSS)

Our Mission:

"To provide and enhance the safety, stability and well-being of kinship and adoptive families through advocacy and community collaborations"

We serve families raising non-biological children

- Kinship caregivers
  - Relative and Fictive Kin
  - Formal families (Dept. of Child Safety)
  - Informal families

AKSS

We offer:

- Information, Education & Resource Referrals
- Peer Support Groups
- Navigation Support
- Children of Incarcerated Parents (CIP) Program

AKSS

Information, Education & Resource Referrals

4,845caregiving households, caring for 8,280 children

- Kinship Information Session (74 classes-547 undup adults)
- Adoption & Guardianship Training (47/ 269)
- AKSS College (54 /221)
- Gabrielle Giffords Family Assistance Center
- Parenting Class Referrals
- The Grayson Lee Bennett Library

AKSS

Peer Support Groups **(502 groups 3,141 group contacts)**

- Monday Evening (English)
- Grupo de Apoyo (Spanish)
- Tuesday Morning
- Marana
- Green Valley

AKSS

Navigation Support: **(11,211 services=7,839 phone and 3,372 in person)**

- Help families navigate numerous systems DCS, DES, Juvenile Court, Foster Care Licensing, Adoption, etc.

- Help families organize & coordinate services needed to care for children

AKSS

Children of Incarcerated Parents (CIP) Program **(834 adults / 1,199 youth affected by parental incarceration)**

- Navigation of the Criminal Justice System
- Visitation Support
  - Van rides to Perryville & Lewis Prisons
  - Gas cards for other prison visits

- Programming for Adults, Teens and Youth
- Post-release Reunification Support

AKSS Clients and Receipt of TANF Benefits – FAA Matched Data

- 13% (618) of AKSS caregivers matched FAA data for having at least one child receiving TANF in the past six months.

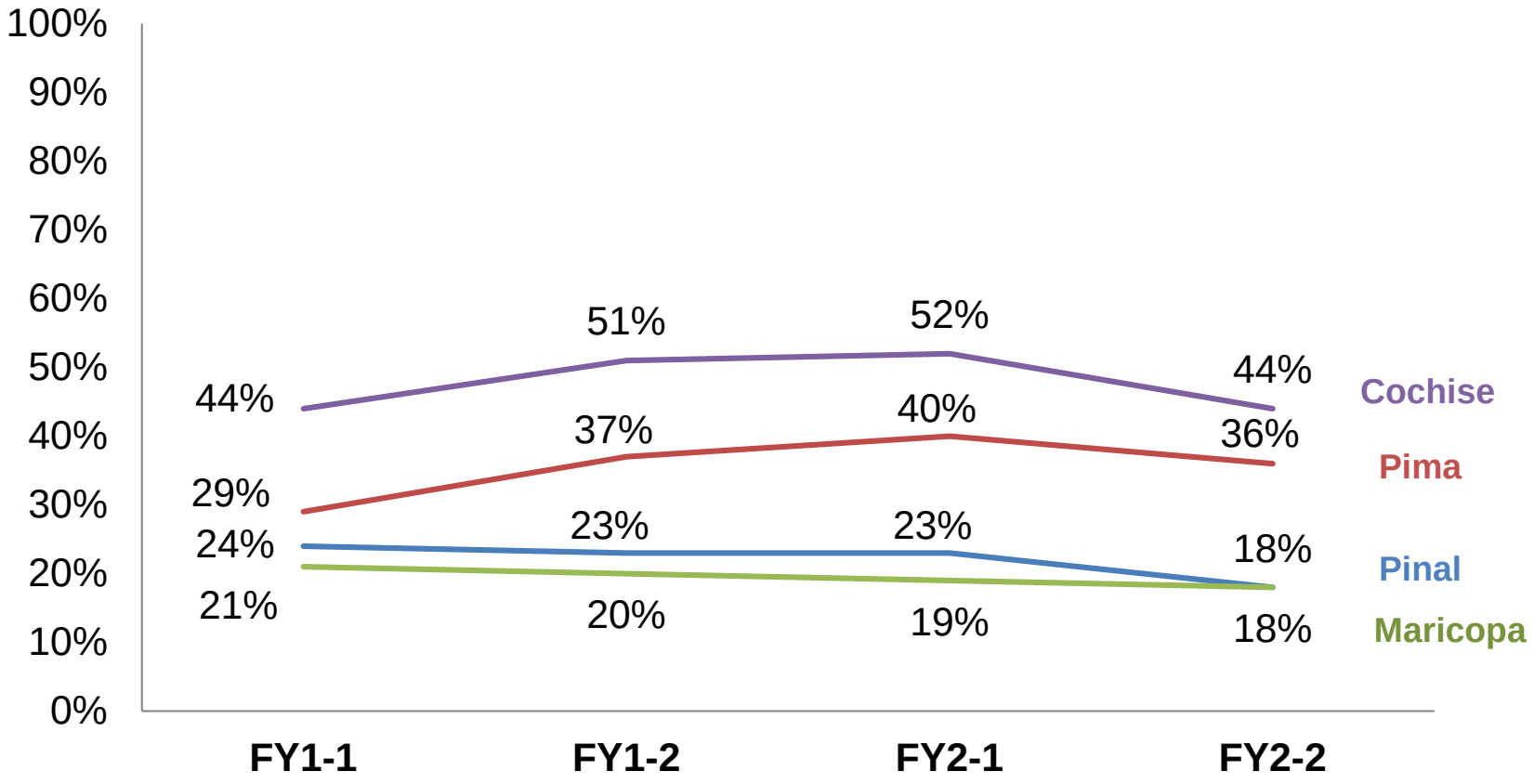
- 8,280 AKSS Kinship Children Served
  - **13% (1,077) received TANF-Child Only benefits**
  - 3% (231) were benefit capped (policy reform issue with recommendation of kinship liaisons in each region)
  - 84% (6,990) did not receive TANF

Arizona Family Benefit Cap

Statutory regulation that places eligibility restrictions on children born to mothers who are already receiving cash assistance.

- Arizona Administrative Code, Title 6, Chapter 12 - CASH ASSISTANCE PROGRAM. The rule in that Chapter is R6-12-308. Family Benefit Cap.
- FAA Policy Manual which can be accessed from the DES website at https://www.azdes.gov/main.aspx?menu=162&id=5251 . In the “Search” function in the FAA Policy Manual , key the term “Family Benefit Cap”.

DCS Kinship Placements that Receive TANF Benefits, by AKSS County



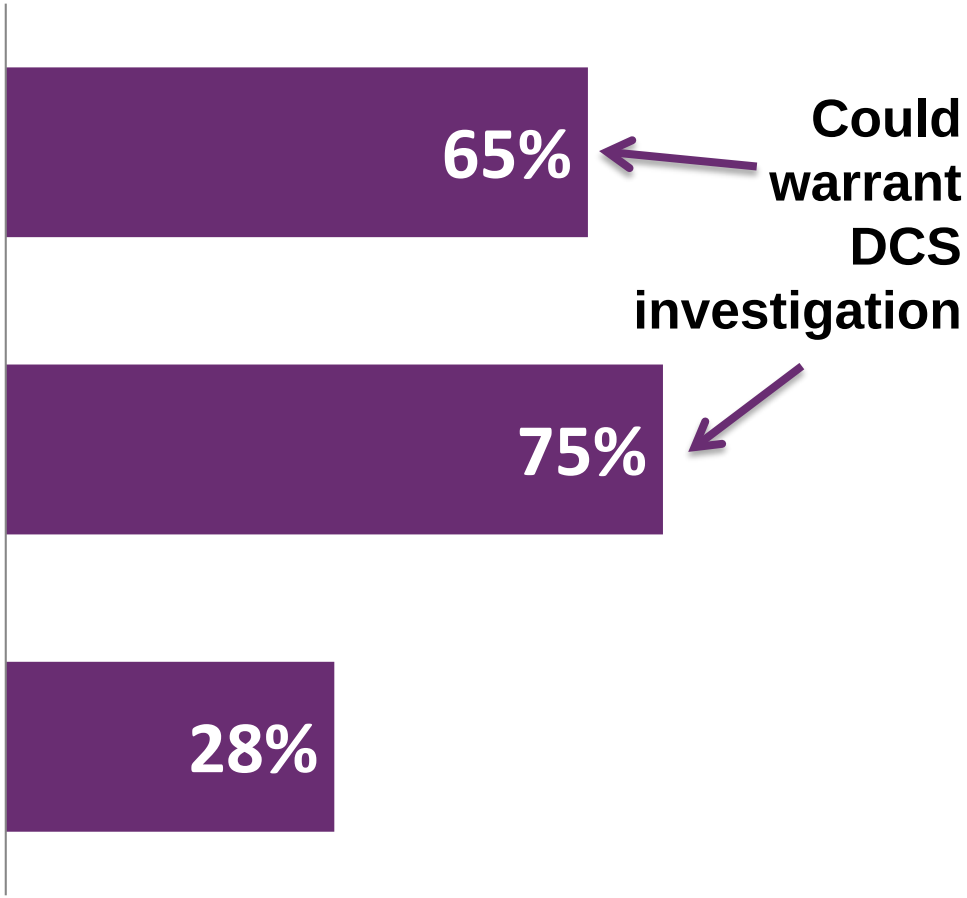
Reasons for Kinship Care

(N=8,280)

Category 1: Substance abuse, domestic violence, mental health issues, abuse and neglect, or abandonment

Category 2: Category 1 plus parental incarceration or death

Category 3: Housing, financial hardship, or immigration



Almost 60% of AKSS informal youth were in kinship care for the reasons that might warrant DCS custody and placement in foster care or group home if the kin caregiver was not in place.

Reason for Kinship Care	Informal Status	Formal Status
Category 1: DCS-related reasons for kinship care (i.e., substance abuse, domestic violence, mental health, abuse/neglect, or abandonment)	**57% (1,852)**	77% (3,017)
All other reasons	43% (1,415)	23% (890)
N = 7174	3,267	3,907

TANF Lessons Learned

- Having high level participation from the TANF agency facilitated problem resolution(case level resolution by program managers)
- As eligibility criteria is complicated, it is better for Kinship Agency to work in collaboration with FAA office rather than try to determine eligibility with caregiver.
- Information needed for FAA (TANF) application is in DCS (CW) data set- perhaps an automated application process would help. (being examined to determine if policy or legislation is needed)

AKSS

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Monday-Friday 9-5pm

www.arizonakinship.org

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Audience Poll #3

Does your TANF program collaborate with your child welfare program by coordinating services or sharing data?

a) Yes

b) No

c) Currently exploring the possibility

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Jefferson County, CO TANF-Child Welfare Collaboration

Natalie Williams, Jefferson County Human Services

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JeffCo Community Connection

Collaboration between TANF and Child Welfare

Natalie Williams

Program Model

- Family group conferences (FGCs)
- Comprehensive Family Assessment tool focusing on domestic violence, substance abuse and mental health screening
- Parent Partner mentors/advocates
- Community Collaborative Steering Committee

Evaluation

- Randomization Study placing Families in one of three intervention conditions
- Qualitative
- Quantitative

Grouping of Interventions

- Group 1- CFA only
- Group 2- FGC and CFA
- Group 3- PP Mentor, FGC, CFA

Department Focuses

- System Change
- Department Culture Change
- Staff Development
- Leadership Development
- Customer Driven Practices
- Increased inclusion of Social Supports
- Community Awareness

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Systemic and Community Partnership Outcomes

- Improved data sharing mechanisms
- Reported successes in collaboration
- Decreased duplication of services
- Increased accessibility to services
- Increasing number of families involved in development of their own service plans
- Increasing number of families having access to supportive services network
- Progress of the JCC Community Steering Committee

Family Permanency Outcomes

- Decreases in number of children in Out-of-Home OOH placements
- Decreases in lengths of stay for children in OOH placements
- Decreases in numbers of children re-entering OOH placements

Family Safety Outcomes

- Decrease number of children who are substantiated for child abuse or neglect (CAN)
- Reduce overall rate of subsequent reports of CAN

Family Well-being Outcomes

- Increased self-sufficiency
- Improved family functioning, in the areas of social support, family resources, reduced stress, parenting, and substance use

Program Challenges

- Promoting Sustainability
- Client Recruitment and Retention
- Culture Change
- Program Growth

Keep Going

"Maintaining a clear understanding of how the program fits into the picture of systematic change is essential."

The Importance of Staff

- Span of Control
- Resource Engine
- Pay and Benefits
- Turnover
- Coaching and Development

Today

- Emphasis on yes we can
- Goals for all
- Community Partners
- Our jobs make a difference in the world
- Employ the best well trained workforce
- Be an employer of choice

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Facilitated Q&A

James Butler, OFA

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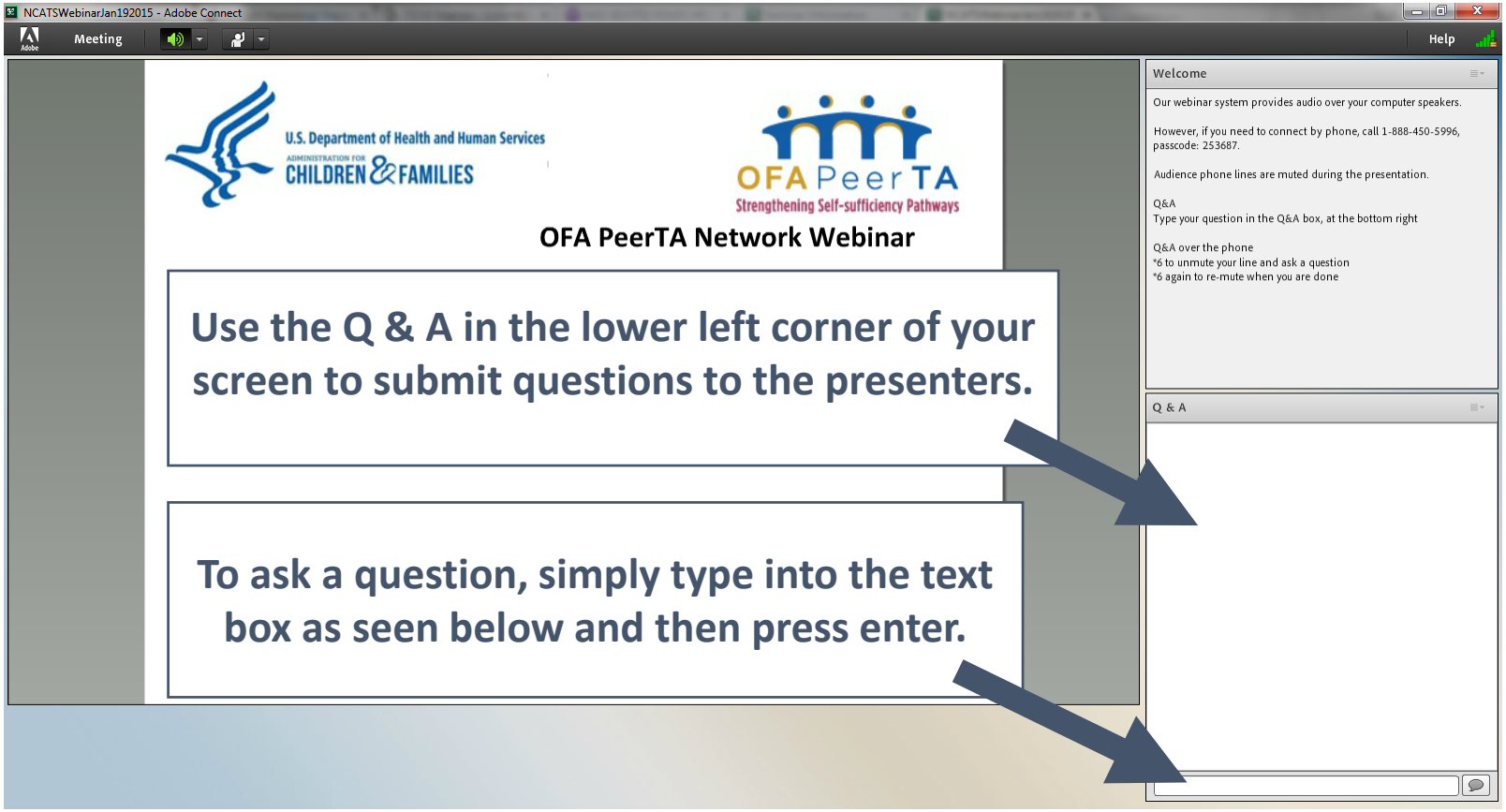

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THANK YOU for attending the Webinar!

A transcript and audio recording will be available shortly on the PeerTA Network website at http://www.peerta.acf.hhs.gov/.

We'd like to hear from you regarding future webinar topics.

Please submit your ideas by e-mail to peerta@icfi.com.

Please help us to expand our network and reach a greater number of people by directing interested colleagues from your local and state networks and agencies to http://peerta.acf.hhs.gov.

Please be sure to register for additional upcoming webinars through the PeerTA Network website.