CONSIDERATIONS FOR INDIAN TRIBES, INDIAN TRIBAL ORGANIZATIONS OR TRIBAL CONSORTIA SEEKING TO OPERATE A TRIBAL TITLE IV-E PROGRAM

A Technical Assistance Document of the Children's Bureau

Administration on Children, Youth and Families
Administration for Children and Families,
U.S. Department of Health and Human Services

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How to Use this Document

The Fostering Connections to Success and Increasing Adoptions Act of 2008, Public Law 110-351, (Fostering Connections) provides federally-recognized Indian Tribes, Indian Tribal Organizations and Consortia (Indian Tribes) with the option to submit a plan to the Administration for Children and Families (ACF) to operate a title IV-E program directly (section 479B of the Social Security Act). This document was originally issued in April 2009 as a technical assistance tool for Indian Tribes to use in considering how to plan for the resources, policies and procedures they will or may need to operate a title IV-E program directly. ACF revised it to include changes in statute, regulations and policy effective as of May 2022.

The document lists a number of Federal requirements, explains some areas of agency discretion and then presents questions for Indian Tribes to consider in determining how to operate a title IV-E program. Part I covers the general title IV-E requirements, Parts II and III cover provisions specific to the Foster Care Maintenance Payments, Adoption Assistance and optional Guardianship Assistance Programs. Parts IV and V covers provisions specific to the optional title IV-E Prevention Services and Kinship Navigator Programs. Part VI explains John H. Chafee Foster Care Program for Successful Transition to Adulthood and the Educational and Training Vouchers Programs. Finally, Part VII presents answers to some frequently asked questions (FAQs) that have been raised to the Children's Bureau (CB).

This document provides a simplified overview of key title IV-E requirements, but does not cover all title IV-E and related requirements or policies. Further, future regulations or policy may cause the information in this document to become outdated. Indian Tribes seeking to submit a title IV-E plan and operate a title IV-E program must assure that their plan and accompanying laws, policies and procedures meet all of the required provisions as detailed in statute, regulations and official CB policy. Questions should be directed to the CB Regional Office Staff: https://www.acf.hhs.gov/cb/training-technical-assistance/childrens-bureau-regional-program-managers.

This document may be found at https://www.acf.hhs.gov/cb/law-regulation/tribal-title-iv-e-program-considerations-technical-assistance-document. Helpful links for Tribal programs and resources may be found at: https://www.acf.hhs.gov/cb/focus-areas/tribes.

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Part I – General Title IV-E Requirements

Scope of the Title IV-E Program

The Title IV-E program has several mandatory and optional components. See also the section on *Continuum of Child Welfare Services* for mandatory components of a title IV-B, subpart 1 program and *Part IV Administration of the Program Q #4*.

	Service Area and Population Designation. It is mandatory for the Indian Tribe to establish the service area(s) and population(s) to be served under the title IV-E plan. The Indian Tribe must serve all eligible children identified in its service and population area(s), per section 479B(c)(1)(B) of the Social Security Act (the Act). There are no Federal requirements that limit the service area, (i.e. service areas are not limited to reservations or Indian lands), however Indian Tribes should take care to define a realistic service area and population and seek to resolve potential conflicts if its service areas and populations overlap with those of other Tribal governments.
	Foster Care Maintenance Payments Program. The foster care maintenance payments program is a mandatory component of an approvable title IV-E plan, per section 471(a)(1) of the Act. The Indian Tribe is obligated to provide foster care maintenance payments on behalf of all children in the Indian Tribe's service area who are eligible for the program up to the age of 18, with the exception of foster children already served by a State title IV-E program.
	Adoption Assistance Program. The adoption assistance payments program is a mandatory component of an approvable title IV-E plan, per section 471(a)(1) of the Act. The Indian Tribe is obligated to provide adoption assistance on behalf of all children in the Indian Tribe's service area who are eligible for the program, with the exception of adopted children already served by a State title IV-E program.
0	Optional Guardianship Assistance Program. An Indian Tribe may choose to operate a guardianship assistance program as a component of the title IV-E plan per section 471(a)(28) of the Act. If the Indian Tribe chooses to implement this program, it must provide kinship guardianship assistance payments on behalf of all children in the Indian Tribe's service area and population who are eligible for the program, with the exception of children already served by a State title IV-E program.
	Option to Extend Title IV-E Payments for Youth Up To Age 21. An Indian Tribe may choose to extend assistance to eligible title IV-E recipients, up to the age of 19, 20 or 21, per section 475(8)(B) of the Act. The Indian Tribe must specify in their title IV-E plan the highest age of assistance, up to age 21 and must extend assistance to the same age for each title IV-E program (foster care, adoption, and guardianship, if the Indian Tribe operates a guardianship program). Please see ACYF-CB-PI-10-11 for more information.

- Optional Title IV-E Prevention and Family Services Program. An Indian Tribe may choose to operate a prevention services program as a component of the title IV-E plan per section 471(e) of the Act. An Indian Tribe that chooses to implement the title IV-E prevention program must describe the target population for the services or programs. Unlike the foster care and adoption assistance program requirement in section 471(a)(3) of the Act, the tribal title IV-E agency is not required to provide services in all of its title IV-E service area nor is the tribal title IV-E agency required to provide the same type of prevention services in all of its title IV-E service area. See part IV of this document.
- Optional Title IV-E Kinship Navigator Program. An Indian Tribe may choose to claim title IV-E reimbursement for a kinship navigator program that meets the statutory requirements, as a component of the title IV-E plan (section 474(a)(7) of the Act). Kinship navigator programs must meet the purposes described in section 427(a)(1) of the Act, and that meet practice criteria of promising, supported, or well-supported described in section 471(e)(4)(C) of the Act. See part V of this document.

Key Questions for Consideration:

- What resources are available or could be mobilized throughout the potential service area/population for children and families?
- What existing Federal or State financial resources currently available to an Indian Tribe for child welfare purposes might be negatively or positively impacted by operating a title IV-E program?
- Would joining a consortium of other Indian Tribes be beneficial?
- Is directly operating both a federally prescribed foster care and adoption program consistent with Tribal objectives and values?
- How will any existing title IV-E agreement with a State be affected by operating a direct title IV-E program?
- Are there changes needed to the Indian Tribe's codes, regulations, policies and procedures to ensure that title IV-E is available throughout the service area for all eligible children?
- Does the Indian Tribe want to operate any of the optional title IV-E programs?

Continuum of Child Welfare Services

The Title IV-E is a program for which federal financial participation is available to reimburse a title IV-E agency for a limited scope of allowable activities and costs. Indian Tribes must operate a title IV-B, subpart 1 program in order to operate a direct title IV-E program, per section 471(a)(2) of the Act. The various provisions of title IV-B, subpart 1 and title IV-E require that the title IV-E agency have a continuum of child welfare services programs available to ensure all children's safety, permanency and well-being needs are attended to in out-of-home care. A continuum of child welfare services ranges from helping to prevent child abuse and neglect; responding to and investigating allegations of abuse/neglect; providing intervention and treatment services to prevent a child's removal from home or providing temporary foster care if removal is necessary; and helping families reunite or helping children and youth achieve other

permanency goals such as adoption, guardianship, and living with a relative; and providing postpermanency support. ☐ Preplacement Services Program. An Indian Tribe must have a service program designed to help children remain at home safely who are at risk of removal, under the title IV-B, subpart 1 program in section 422(b)(8)(A)(iv) of the Act. Developing a comprehensive preplacement services program will also support an Indian Tribe's compliance with title IV-E requirements to make reasonable efforts to prevent placement of a child in foster care, per section 471(a)(15)(B)(i) of the Act. An Indian Tribe has the flexibility to design its own preplacement services program. Funding from title IV-B, subpart 1 (and/or title IV-B subpart 2, if applicable) is available to support preplacement services. However, the title IV-E program does not fund child protective services investigations. ☐ Reunification Services. An Indian Tribe must have a service program designed to help children in foster care return home safely, under the title IV-B, subpart 1 program in section 422(b)(8)(A)(iii)(I) of the Act. Developing a comprehensive reunification services program will also support an Indian Tribe's compliance with title IV-E requirements to make reasonable efforts to reunify families per section 471(a)(15)(B)(ii) of the Act. An Indian Tribe has the flexibility to design its own reunification services program and may use title IV-B, subpart 1 funds (and/or title IV-B subpart 2 funds, if applicable) to do so. • Other Permanency Services. An Indian Tribe must have a service program designed to help children who cannot return home be placed for adoption, legal guardianship or other permanent placement, consistent with the title IV-B, subpart 1 program in section 422(b)(8)(A)(iii)(II) of the Act. Developing a comprehensive permanency services program will also support an Indian Tribe's compliance with title IV-E requirements to

Key Questions for Consideration:

applicable) to do so.

• What is the continuum of child welfare services and supports needed for the community and how can they be provided or made accessible to children and families throughout the proposed service area?

make reasonable efforts to achieve permanency, per sections 471(a)(15)(C), (E) and (F) of the Act. An Indian Tribe has the flexibility to design its own permanency services program and may use title IV-B, subpart 1 funds (and/or title IV-B subpart 2 funds, if

- What financial resources other than title IV-B and IV-E are available or could be obtained to support the continuum of child welfare services?
- What kinds of community providers and agency staff are needed to implement a continuum of child welfare services?

The Title IV-E Workforce and Caregiver Training

☐ Caseworkers. The title IV-E agency is required by 422(b)(7) of the Act and 45 CFR 1357.15(t) to train staff as an ongoing activity related to child and family services policies, programs and practices. However, the title IV-E agency has discretion to set specific educational and/or training requirements for case workers within these broad parameters. Caseworkers are important to the operation of a title IV-E program as they develop and carry out plans for keeping families together, making placements, working towards permanency for a child and conduct other essential title IV-E activities. Caseworker time spent on title IV-E activities is an allowable administrative cost. The Indian Tribe will need to establish ways to identify the portion of worker time spent on activities that are directly related to the title IV-E program to claim them consistent with the law and regulations. ☐ Training of Title IV-E Agency Staff. Title IV-E agencies may receive Federal reimbursement at the 75% rate for short or long term training of persons who are employed or preparing for employment with the title IV-E agency and are working on title IV-E activities under certain conditions. Such training can include educational programs that will lead to a baccalaureate or graduate degree, per section 474(a)(3)(A) of the Act, regulations at 45 CFR 235.63 - 235.66(a) and 45 CFR 1356.60(b). ☐ Short-Term Training of Non-agency Staff, Resource Families and Certain Other Involved *Individuals.* Title IV-E agencies may claim the costs of providing short-term training to: licensed/approved child placing agency staff (whether or not they work for the title IV-E agency); licensed/approved child care institution staff; current or prospective foster parents, adoptive parents and relative guardians; child abuse and neglect court staff; attorneys representing the agency, children or parents; court-appointed special advocates; and guardians ad litem who provide services to children receiving title IV-E assistance. The rate at which the title IV-E agency is reimbursed for these costs is 75% (section 474(a)(3)(B) of the Act). ☐ Title IV-E Prevention Services Program Training. If the Indian Tribe chooses to operate a title IV-E Prevention Services Program, the title IV-E agency may claim the cost of providing training to personnel employed or preparing for employment by the agency, staff of a licensed agency administering the title IV-E plan, or providing services to children and their parents and caregivers. The rate at which the title IV-E agency is reimbursed for these costs is 50% (section 474(a)(6)(B)(ii) of the Act). ☐ Preparing Foster Parents. Through the title IV-E plan, title IV-E agencies must certify that prospective foster parents are prepared adequately with the appropriate knowledge and skills to provide for the needs of the child prior to placement, and as necessary, after placement, per section 471(a)(24) of the Act. The Indian Tribe has discretion to develop the training it believes appropriate, however, title IV-E requires that the preparation include knowledge and skills related to a 'reasonable and prudent parent standard' (defined in section 475(10) of the Act) for the participation of the child in age or developmentally-appropriate activities.

☐ Training Plans. Federal regulations require that all training activities, included those funded under title IV-E, must be included in the Title IV-E agency's training plan for title IV-B (45 CFR 1356.60(b)(2)). Title IV-E agencies can be reimbursed under title IV-E for training costs only if the activities and costs are described and included in the title IV-B approved plan. Further, not all costs for training can be charged to the title IV-E program and the type and recipient of training affects the Federal reimbursement rate available.

Key Questions for Consideration:

- What kind of qualifications will the Indian Tribe require of caseworkers and supervisors?
- What kinds of initial and ongoing training will the Indian Tribe offer to caseworkers, foster parents, adoptive parents and legal guardians to support implementation of the title IV-E program?
- What resources through institutions of higher learning, national organizations and other sources can the Indian Tribe use to support its training effort?
- What is the Indian Tribe's existing workforce and how will the tribe recruit professionals to fill these roles?

Ensuring Children's Safety

In title IV-E, there are numerous provisions which require the agency to consider how children can be kept safe. Background check requirements for prospective foster and adoptive parents and legal guardians are just one avenue for doing so.

- ☐ Criminal Background Checks for Prospective Foster and Adoptive Parents and Relative Guardians. The title IV-E plan must describe procedures for criminal background checks for prospective foster parents, adoptive parents and if the Indian Tribe chooses to provide title IV-E guardianship assistance payments, the same criminal background checks are required for legal relative guardians (including any successor guardians) (section 471(a)(20)(A) and (C) of the Act). The procedures must include fingerprint-based criminal record checks of the Federal Bureau of Investigations databases. Further, prospective foster and adoptive parents and guardians must not have been convicted in court of certain felonies (i.e., crimes against children or involving violence ever, and drug-related offenses and assault convictions within the past five years) (section 471(a)(20)(A) of the Act).
- Child Abuse and Neglect Registry Checks. The title IV-E agency must check any child abuse and neglect registry maintained by a State/Indian Tribe in which the adults living in the home of a prospective foster or adoptive parent have resided in the preceding five years per section 471(a)(20)(B)(i) of the Act. If the Tribal title IV-E agency has opted to implement the title IV-E guardianship assistance program, the same registry checks are required of legal guardians (including any successor guardians) (section 471(a)(20)(C)).

- □ Criminal Background Checks and Child Abuse and Neglect Registry Checks for Adults Working in Child-Care Institutions. Title IV-E agencies must apply the same procedures for fingerprint-based criminal records checks of national crime information databases and child abuse registry checks to any adult working in a child-care institution (CCI), which includes group homes, residential treatment centers, shelters, and other congregate care settings (section 471(a)(20)(D) of the Act). The statute does not allow any exemptions or exceptions for conducting the checks on any adults who work in such settings. As such, all adults, including adults who do not work directly with children, are subject to the background check requirements when working in a CCI. Agencies may determine their own procedures for conducting checks on unpaid volunteers. Additionally, the title IV-E agency may decide which entity within the state/tribe is best situated to conduct the required checks; the agency is not required to conduct them directly. See ACYF-CB-PI-18-07 for more information.
- Reporting Suspected Child Maltreatment. The title IV-E agency is obligated to report suspected child maltreatment to the appropriate authorities. Specifically instances of known or suspected instances of physical or mental injury, sexual abuse or exploitation, or negligent treatment or maltreatment which indicate that the child's health or welfare is threatened must be reported and the title IV-E agency is to provide information it has on the circumstances of such maltreatment (section 471(a)(9) of the Act). The title IV-E agency is not required by Federal law to be the responsible entity for investigating instances of suspected child abuse or neglect.
- ☐ Sex Trafficking and Missing Children. The title IV-E agency must establish policies and procedures (including relevant training for caseworkers) for identifying, documenting in agency records, and determining appropriate services with respect to children and youth who are at risk of being a sex trafficking victim and children who have run away from foster care (section 471(a)(9)(C)(i) of the Act).

- What resources and procedures are needed to obtain FBI criminal data and State/Tribal background and registry check information?
- Is maintaining a registry on child abuse and neglect desired and if one is established, what procedures will the Indian Tribe institute to keep information confidential but also allow other title IV-E agencies to obtain information from the registry?
- What are the procedures for reporting suspected child maltreatment, and information on physical or mental injury, sexual abuse or exploitation, neglect, and missing children, abducted children and victims of sex trafficking, that comes to the attention of the title IV-E agency and providing information regarding such situations to the appropriate authorities?

Aid to Families with Dependent Children (AFDC) and Medicaid

AFDC. Eligibility for title IV-E foster care maintenance payments, adoption assistance (in
part, until 2024) and guardianship assistance, is based on the income and asset standards for
the State's now-defunct AFDC program as it existed on July 16, 1996. The AFDC standards
applicable to a child served by a Tribal title IV-E program are those of the State in which the
Indian child was living at the time of removal per section 479B(c)(ii)(II) of the Act. Each
State's AFDC standards may be unique.

■ Medicaid. Most children who receive title IV-E foster care maintenance payments, adoption assistance or guardianship assistance are categorically eligible for Medicaid, per sections 472(h)(1) and 473(b)(1) and (3) of the Act. Also, individuals who are under the age of 26, were in foster care under the responsibility of the title IV-E agency at age 18 or such higher age as the title IV-E agency has elected for title IV-E assistance, and were enrolled in Medicaid or under a waiver of the plan while in foster care, may be categorically eligible for Medicaid (section 1902(a)(10)(A)(i)(IX) of the Act). Tribal title IV-E agencies may need to make arrangements with the States in which they are located and States in which children reside in order to establish sufficient procedures for obtaining Medicaid coverage for children.

Key Questions for Consideration:

- How will the Indian Tribe obtain information on a State's 1996 AFDC plan?
- How will the Indian Tribe manage applying multiple States' AFDC plan standards?
- How will the Indian Tribe work with State Medicaid agencies to ensure eligibility for children receiving title IV-E and eligible former foster youth?
- What procedures are needed to ensure that Medicaid can continue when children move from one jurisdiction to the next?
- Does the Indian Tribe have information on the number of children in foster care whose family may meet the applicable AFDC standards?

Fair Hearings and Confidentiality

Fair Hearings. Indian Tribes must establish procedures for providing a fair hearing to
any individual whose claim for benefits under the title IV-E program is denied or not
acted upon with reasonable promptness, per section 471(a)(12) of the Act and regulations
at 45 CFR 205.10 and 45 CFR 1355.30. For instance, adoptive parents whose request for
adoption assistance is denied may request a hearing to challenge the determination. The
hearing process requires that the title IV-E agency advise recipients of their right to a
hearing that they may be represented by an authorized representative, and there must be
timely notice of the date and place of the hearing.

☐ *Confidentiality*. Title IV-E agencies must establish safeguards to restrict the use and/or disclosure of information regarding children receiving title IV-E assistance. In particular,

agencies are to limit the information so that it can be used only for the administration of the title IV-E or other federally assisted need-based programs, audits conducted by government agencies, research, investigations and court proceedings and for reporting abuse/neglect (sections 471(a)(6) and (c) of the Act and 45 CFR 205.50).

Key Questions for Consideration:

- What procedures are needed to ensure that each beneficiary denied a title IV-E payment or service can request and receive a fair hearing? Which independent entity will hear such fair hearing requests?
- What rules are needed to ensure that certain information is kept confidential?
- What procedures are needed to ensure that essential information is shared when appropriate?

Interjurisdictional Placements and Cooperation

Adoption Placements. Title IV-E agencies must not deny or delay the placement of a child for adoption when an approved family is available outside of the Tribal service area of the Tribal title IV-E agency with placement and care responsibility of the child. Similarly, title IV-E agencies must afford a fair hearing with reasonable promptness to someone who alleges that an adoptive placement has been denied or delayed based on such a delay (see section 471(a)(23) of the Act).
Interstate Placement Procedures. A title IV-E agency must have a procedure for the orderly and timely interjurisdictional placement of children. Any procedure implemented in accordance with an interstate compact meets this requirement (see section 471(a)(25) of the Act). (Please note that the Interstate Compact for the Placement of Children is not administered by the HHS and questions should be directed to the <u>Association of Administrators of the Interstate Compact on the Placement of Children Secretariat.</u>)
Home Studies. Title IV-E agencies must conduct (themselves or through contract) and complete a home study of a home environment to address the extent to which placing a child in the home can meet the needs of the child within 60 days of receiving a request from another title IV-E agency. The agency must also treat incoming home study reports as meetings its own home study requirements unless it determines on case-specific grounds that relying on the home study report would be contrary to the child's welfare (see section 471(a)(26) of the Act).
<i>Transfer of an Indian Child.</i> States are required to consult with Indian Tribes when establishing procedures for the transfer of placement and care responsibility of a child from a State to a Tribal title IV-E agency. The transfer procedures must be carried out in a way that does not affect a child's eligibility for, or payment of, title IV-E and the child's eligibility for Medicaid (see 45 CFR 1356.67).

- How can interjurisdictional requirements be met in light of Tribal sovereignty and exclusive jurisdiction provisions of ICWA and other requirements?
- What procedures are needed to establish interjurisdictional provisions and meet home study requirements?
- Will children who have been under the placement and care responsibility of the State be transferred to the Tribe upon beginning operation of the title IV-E program?

Immigration Status/Citizenship

<i>Eligibility</i> . Federal title IV-E payments are available only to children who are U.S. citizens or who meet the definition of "qualified aliens" in the Personal Responsibility and Work Opportunity Reconciliation Act (section 403). See CWPM §8.4B .
Verification. The title IV-E agency is required to verify the citizenship or immigration status of all children receiving title IV-E payments (63 FR 41658-41661, August 4, 1998 and CWPM §8.4B #9). The agency's title IV-E plan must also describe the procedures that it will use to verify the citizenship or immigration status of all children in foster care regardless of whether they receive title IV-E payments (section 471(a)(27) of the Act). Title IV-E agencies are not required to verify citizenship status of foster or adoptive parents, unless the Indian Tribe is placing in their care a qualified alien child who entered the U.S. on or after August 22, 1996 and has resided in the U.S. for less than five years.
<i>Procedural Requirements.</i> There are no prescribed methods under title IV-E for verifying and documenting the citizenship or immigration status of a child. Indian Tribes are encouraged to follow procedures outlined in the Department of Justice's guidance

Key Questions for Consideration:

• What kind of procedures will the Indian Tribe create to ensure that citizenship and immigration status requirements in title IV-E of the Act are met?

issued in the Federal Register at 62 FR 61344 on November 17, 1997.

Financial Procedures

The title IV-E program has complex rules for determining which costs may be claimed under the program, and which federal financial participation rates apply. Also, title IV-E agencies must follow Office of Management and Budget rules for charging only necessary and reasonable costs to the title IV-E program, and allocating allowable costs relative to the benefits received (2 CFR 225). For Indian Tribes, the plan for determining allocation of allowable costs is referred to as a cost allocation methodology (CAM).

☐ *Matching*. Matching funds typically consist of grantee-appropriated monies raised from non-federal revenue sources. For States and localities, matching funds are typically government revenues. However, Indian Tribes may receive Federal funds under other

authorities that allow their use as match for Federal programs, including the title IV-E program. Further, Indian Tribes are specifically authorized to use in-kind expenditures from some third-party sources as a source of match for administrative and training costs (45 CFR 1356.68). Each Indian Tribe must identify the amount of third-party funds used on the CB-496 financial reporting form.

- Financial Reports. The Indian Tribe must submit a financial report to ACF after each fiscal quarter showing actual title IV-E expenditures and next quarter estimates in order to justify reimbursement under the program. Each financial report also must include any necessary adjustments for additional claims or reduced claims for prior quarters. An annual report must also be submitted identifying any calculated or expended Adoption Savings, these forms are standardized, known as the CB-496, and require that information be submitted regarding the number of children served by the foster care, adoption, and optional guardianship programs.
- □ Cost Principles. Cost principles are established by the Office of Management and Budget (OMB) and have general application across Federal programs. Individual Federal agencies may also prescribe how these principles apply to the agency's programs. The cost principles that are most applicable to title IV-E are codified in Federal regulations at 45 CFR Part 75, Subpart E. An agency's title IV-E plan must assure that it will comply with these cost principles (45 CFR 1355.30).
- Audits. The Tribal title IV-E agency must obtain periodic, independently conducted audits no less frequently than every three years, consistent with OMB's generally accepted audit guidelines. Before being approved to operate a title IV-E program, the Indian Tribe must submit, as an attachment to the title IV-E preprint, evidence demonstrating that in the past three years it has not had any uncorrected significant or material audit exceptions under grants or contracts related to the delivery of social services, per section 479B(c)(1)(A) of the Act.
- Rate Setting. Title IV-E agencies are responsible for establishing their own rate structure for foster care maintenance payments, adoption assistance and guardianship assistance. Adoption assistance and guardianship assistance payments must be individually negotiated with prospective adoptive parents/guardians, may be adjusted periodically, and must not exceed the amount that the child would have received had the child remained in a foster family home (section 473(a)(3) and (d)(2) of the Act). Section 471(a)(11) of the Act requires that the title IV-E agency periodically review the rates for foster care and adoption assistance payments to assure their continuing appropriateness.

- Which cash and in-kind third party sources are available for title IV-E purposes?
- What kind of staff skills are needed or available to understand, apply and adhere to the various financial rules and develop a CAM?
- Which staffing resources are available to ensure that training plans, financial reports, etc. are kept updated and submitted as frequently as required and/or needed?

- What processes or information systems does the Tribe need to create or modify to document costs for Federal claims?
- How and at what level will Tribes establish rates for foster care maintenance payments, adoption subsidies to families that adopt special needs children or guardianship assistance payments to relative legal guardians?

Data and Information Retention

Information System. Title IV-B, subpart 1 requires a title IV-B/IV-E agency to operate an information system be readily determined the status, demographic characteristics, location, and goals for the placement of every child who is, or within the preceding 12 months was, in foster care (sec 422(b)(8)(A) of the Act).
Adoption and Foster Care Analysis and Reporting System (AFCARS). Title IV-E agencies must report semi-annually to ACF information about each child in foster care as well as each child adopted with title IV-E agency involvement, to the Adoption and Foster Care Analysis and Reporting System (AFCARS). Examples of data reported in AFCARS include information on the demographics of children in foster care and placements, removal episodes, and exits from foster care. Technical assistance is available to assist title IV-E agencies to prepare to collect and submit data for AFCARS (https://www.acf.hhs.gov/cb/data-research/adoption-fostercare).
Optional Information Technology Systems. Child welfare information technology systems are automated case management tools that support child welfare policy and practice, as well as federal reporting, auditing, and review requirements. Title IV-E of the Act does not require agencies to have an automated information technology system. However, a title IV-E agency may receive Federal reimbursement at the 50% rate for the administrative costs of an automated information technology system (section 474(a)(3)(C) and (D) of the Act). Further, if a title IV-E agency chooses to develop a Comprehensive Child Welfare Information System (CCWIS), cost allocation is more favorable than is provided for non-CCWIS systems. A CCWIS is a comprehensive automated case management tool that meets the needs of all staff (including social workers and their supervisors, whether employed by the Indian Tribe or contracted private providers) involved in foster care and adoption assistance case management. Depending upon ACF approval, the Indian Tribe may receive federal financial participation under title IV-E for costs such as development, implementation and operational of the CCWIS, as well as user-training services and equipment costs for staff (including private providers) to use the system (45 CFR 1355.50-58). Technical assistance is available to assist title IV-E agencies interested in developing a CCWIS (https://www.acf.hhs.gov/cb/training-technical-assistance/state-tribal-info-systems).
Records Retention. Title IV-E agencies are required to keep programmatic and financial information, supporting documents and statistical records related to title IV-E. These records must be retained until the later of three years from the final expenditure report or

the resolution of any claim, audit or action taken on the record (45 CFR 92.42). HHS may request to review these records during its oversight activities.

Key Questions for Consideration:

- How will the Indian Tribe keep records, track children in foster care and meet AFCARS data reporting requirements?
- What is the feasibility of implementing (resources and cost to develop and maintain) a comprehensive child welfare information system (e.g., CCWIS)?

Coordination with Stakeholders and Partners

State Title IV-E Agency. Regulations require that Indian Tribes consult with and coordinate services with State title IV-E agencies (45 CFR 1357.15(l) and (m)). This is particularly important around issues of Tribal service areas, transferring placement and care responsibility from State programs to Tribal IV-E programs, and AFDC eligibility determinations.
Medicaid/Title XIX Agency. Most children who receive title IV-E foster care maintenance payments, adoption assistance or guardianship assistance are categorically eligible for Medicaid. Also, individuals who are under the age of 26, were in foster care under the responsibility of the Tribe at age 18 or such higher age as the Tribe has elected for title IV-E foster care assistance, and were enrolled in Medicaid or under a waiver of the plan while in foster care may be categorically eligible for Medicaid. Tribal IV-E agencies will need to establish procedures for ensuring that these children and individuals receive Medicaid through their State partners. See sections 472(h)(1), 473(b)(1) and (3), and 1902(a)(10)(A)(i)(IX) of the Act.
Child Support Enforcement. Title IV-E agencies are required by section 471(a)(17) to secure an assignment of rights for the collection of child support from non-custodial parents, if appropriate, for a child receiving foster care maintenance payments. Additional information about child support referrals for title IV-E eligible children may be found in ACYF-CB-IM-12-06 .
Other Federally-Assisted Programs. The title IV-E agency is to assure that the title IV-E and IV-B programs are coordinated with State/local programs under title IV-A (Temporary Assistance for Needy Families), Title IV-B (Child Welfare Services and Promoting Safe and Stable Families), title XX (Social Services Block Grant) and any other appropriate provision of Federal law or public child and family services programs (sections 422(b)(2) and 471(a)(4) of the Act).

Key Questions for Consideration:

• What relationships have already been established through the title IV-B planning process or existing Tribe/State agreements that can be built on?

• What other Federal/State/Tribal agencies that use Federal funds to support a similar population of children and families should be consulted (i.e., Social Services Block Grants, Temporary Assistance for Needy Families, Bureau of Indian Affairs, etc.)?

Program Goals, Standards and Monitoring

Foster Care Goals. The title IV-E agency must formulate for each fiscal year, a specific goal as to the maximum number of children (in absolute numbers or as a percentage of al children in foster care receiving assistance under a title IV-E program) who at any given time during the fiscal year will have been in foster care for over 24 months (section 471(a)(14) of the Act). The Tribal title IV-E agency may use statute, administrative regulation or other mechanism that carries the force and effect of law to satisfy these requirements. The title IV-E agency must also describe the steps that will be taken to achieve the specific goal established.
Standards. The title IV-E agency must develop and implement standards to ensure that children in foster care placements in public or private agencies are provided quality services that protect the safety and health of the children (471(a)(22) of the Act). The agency must also have standards for the content and frequency of caseworker visits to children in foster care. At a minimum the standards must ensure monthly visits which are well-planned and focus on case planning and service delivery to ensure the safety, permanency and well-being of the children (sec 422(b)(17) of the Act).
Reports and Monitoring. The title IV-E agency must monitor and conduct evaluations of activities carried out in the title IV-E program (section 471(a)(7) of the Act). Further, the agency must agree to comply with evaluations and reports required by HHS (section

Key Questions for Consideration:

471(a)(6) and 422(b)(6) of the Act).

- What goals will the Tribe establish for the maximum number of children in foster care for 24 months and how will the Tribe incorporate those goals into law?
- What standards are necessary to ensure that children receive quality and frequent visits from their caseworkers?
- What standards will the Tribe establish to provide quality services to children in foster care that protect their health and safety?
- What types of evaluations will the Tribe initiate to assess title IV-E activities? What other types of quality assurance or improvement mechanisms can be implemented?

Part II - Foster Care

Legal Processes for Placing Children in Foster Care

- ☐ Involuntary Removals into Foster Care. Title IV-E does not prescribe what agencies or which officials are authorized to remove children from their homes to qualify for title IV-E. This means that it is a matter of Tribal law, procedures or policy to determine the procedures for and the parties that can make a valid involuntary removal of a child from his home when that is necessary to protect the best interests of the child. However, in order to qualify for title IV-E foster care maintenance payments per section 472 of the Act, there must be certain judicial determinations related to these removals and the title IV-E agency must have placement and care responsibility for the child (see below for more on placement and care responsibility and the next section on judicial activities). □ Voluntary Placements into Foster Care. Under title IV-E, a voluntary placement is an out-of-home placement of a child by or with the participation of the title IV-E agency, after the child's parents or legal guardians request the assistance of the agency and sign a voluntary placement agreement (VPA). To the extent that the title IV-E agency wishes to claim Federal reimbursement for voluntary placements, it must comply with section 472(e) through (g) of the Act and 45 CFR 1356.22, including obtaining judicial determinations that it is in the child's best interest to continue foster care placement beyond 180 days should the child need to remain in care.
- Placement and Care Responsibility. The Tribal IV-E agency must have placement and care responsibility of the child to claim title IV-E foster care maintenance payments for the child. Placement and care responsibility can be established through a court order or a voluntary placement agreement. Placement and care responsibility may be held by the Tribal IV-E agency itself, or held by another public agency with which the Tribal IV-E agency has a title IV-E agreement, per section 472(a)(2)(B)(ii) of the Act. The term placement and care means that the title IV-E agency is legally accountable for the day-to-day care and protection of the child, including making placement and case planning decisions about the child. It does not necessarily equate with custody; custody can be given or shared with a private entity or a parent while the title IV-E agency maintains placement and care responsibility.

- Does the Indian Tribe want to accept voluntary placement agreements and if so under what circumstances?
- How will the Indian Tribe assume placement and care responsibility?
- Will the Indian Tribe enter into agreements with other public agencies that will assume placement and care responsibility of children and meet the title IV-E requirements for those children?

Judicial Activities

Working with courts is an essential part of a title IV-E agency's responsibility. The title IV-E program does not fund general court activities, but does require the title IV-E agency to obtain judicial determinations from the courts and oversight of title IV-E agency activities. See also the section on case planning and permanency decisions.

- ☐ Contrary to the Welfare Judicial Determination. For title IV-E foster care eligibility purposes, the title IV-E agency must obtain a judicial determination for a child that is involuntarily removed that it is contrary to the child's welfare to remain at home (section 472(a)(2)(A)(ii) of the Act). This judicial determination is also a part of the title IV-E adoption assistance and kinship guardianship assistance program eligibility criteria in some circumstances (sections 473(a)(2)(A)(i)(I)(aa)(AA), 473(a)(2)(A)(ii)(I)(aa)(AA) and 473(d)(3)(A)(i)(I) of the Act). To meet the eligibility criteria, the contrary to the welfare determination must be in the first court ruling that removes the child from the home. Federal law does not define a standard the court must apply in determining whether it is contrary to the welfare for the child to remain at home. ☐ Reasonable Efforts to Prevent Removal. For title IV-E foster care eligibility purposes, within 60 days of an involuntary removal, the title IV-E agency must obtain a judicial determination that the agency performed reasonable efforts to prevent the foster care placement (section 471(a)(15)(B)(i) and 472(a)(2)(A)(ii) of the Act). Alternatively, the court may find reasonable efforts were not required in accordance with State/Tribal law defining aggravated circumstances, the parent's committal of a prohibited felony, or because the parent's rights to the child's sibling were terminated involuntarily (section 471(a)(15)(D)). Federal law does not define a standard the court must apply in determining whether an agency's efforts are reasonable. ☐ Continuation of Voluntary Placement is in Child's Best Interests. For Indian Tribes that choose to use voluntary placement agreements, a judicial determination that it is in the child's best interests to remain in foster care is required to extend title IV-E eligibility beyond the first 180 days of the child's placement (see sections 472(d) through (h)). ☐ Reasonable Efforts to Finalize Permanency. The Tribe is required to obtain a judicial determination that it has made reasonable efforts to finalize a permanency plan for a child who has been in the Tribe's placement and care within 12 months of the date the child is considered to have entered foster care in accordance with the definition in 45 CFR 1355.20 and every 12 months thereafter. This judicial finding is required for title IV-E foster care eligibility purposes. Federal law does not define a standard the court must apply in determining whether an agency's efforts are reasonable.
- Documentation of Judicial Determinations Related to Title IV-E Eligibility. The requirement to obtain judicial determinations were established in law to ensure that there is judicial oversight over agency decisions to remove children from their homes and achieve permanency and not a pro forma exercise to obtain Federal funding. Therefore,

the title IV-E eligibility judicial determinations must be explicit and documented in a court order or transcript to be acceptable for title IV-E purposes. The judicial determinations must convey the meanings above but are not required to include the exact statutory or regulatory language of 'contrary to the welfare' or 'reasonable efforts.' Nunc pro tunc orders (or, "now for then" retrospective orders made at a later date than the actual proceedings) and affidavits stating that something occurred rather than court orders that indicate that certain findings were made are not acceptable for title IV-E purposes, except during the initial 12-month period for which the Indian Tribe's title IV-E plan is approved (45 CFR 1356.21(d)(2)).

Key Questions for Consideration:

- Which aggravated circumstances will the Indian Tribe enact into law that can give a title IV-E agency the choice to forgo reasonable efforts to prevent removal in a particular case?
- What kinds of hearings will provide the forum for the judicial determinations to be made?
- Which members of the judiciary will make these findings?
- Does the Indian Tribe operate a court with jurisdiction over child welfare matters? If not, will the Indian Tribe contract with other tribes/consortia or the state for court proceedings?
- What scheduling and case tracking processes are needed to support timely judicial determinations?
- Are standardized court forms, petitions, and training necessary to support these findings?
- How can the courts and the title IV-E agency collaborate to ensure timely receipt of necessary agency petitions and court findings?
- Are financial resources (not title IV-E) available for any calculated increases in court work?

Licensing Foster Family Homes and Child Care Institutions

Licensing authority. The Indian Tribe must establish a Tribal authority responsible for developing and maintaining Tribal licensing or approval standards for Tribal foster family homes and child care institutions, consistent with sections 471(a)(10) and 479(B)(c)(2) of the Act.
Foster Family Homes. Title IV-E agencies may claim title IV-E foster care maintenance payments for children placed in licensed or approved foster family homes, per sections 472(b)(1) and (c)(1) of the Act. Title IV-E agencies have discretion to develop their own licensing standards for foster family homes and child care institutions, within certain Federal parameters. However, title IV-E agencies must include in the title IV-E plan whether the agency foster family home licensing standards are consistent with the National Model Family Foster Home Licensing Standards (issued by HHS), and if not, the reason for the deviation. At a minimum, licensing standards must cover admission policies, safety, sanitation, and protection of civil rights and permit the use of the

reasonable and prudent parenting standard). In addition, these standards must be applied

equally to any foster family home or child care institution receiving title IV-B and IV-E funds. Tribal licensing authorities may waive only non-safety related standards for relative foster family homes, on a case-by-case basis It is up to the title IV-E agency, with oversight by the courts, to determine the appropriateness of a foster family home placement (section 479B(c)(2), 471(a)(36), and 471(a)(10) of the Act).

□ Child Care Institutions. Indian Tribes may claim title IV-E foster care maintenance payments for children placed in licensed or approved child care institutions, per sections 472(b)(2) and (c)(2) of the Act. Such private institutions may be of any size, but public child care institutions are limited to accommodating 25 children if they are to receive title IV-E funds. Detention facilities, forestry camps, training schools or any other facilities intended primarily for the placement of adjudicated delinquents are not eligible for title IV-E funding. Claiming reimbursement for a child placed in a child care institution is limited to 14 days, unless the child is placed in: a setting specializing in providing prenatal, post-partum, or parenting supports for youth; a setting providing high-quality residential care and supportive services to children and youth who have been found to be, or are at risk of becoming, sex trafficking victims; a supervised setting in which the child is living independently; or a qualified residential treatment facility (section 472(k) of the Act). It is up the Indian Tribe, with oversight by the courts, to determine the appropriateness of a child care institution placement. See ACYF-CB-PI-18-07 for more information.

Key Questions for Consideration:

- Which entity will have the responsibility to establish standards and license Tribal foster family homes and child care institutions?
- Will the Indian Tribe follow the Model Family Foster Home Licensing Standards?
- If not, what kind of standards will the Indian Tribe establish for licensure and, if applicable, licensure renewals?
- What procedures will be in place to ensure equal application of those standards, and if appropriate, waivers of non-safety related standards for relatives?
- If the Tribe already has licensing standards, are any revisions necessary?
- How can the Indian Tribe ensure that title IV-E payments are not made to children placed in detention and other unallowable facilities?

Case Planning and Permanency Decisions

A number of title IV-E plan requirements relate to ensuring procedures are in place to plan appropriately for a child's experience in foster care and for a return home or to other permanent living arrangements. These provisions are important procedural protections for all children in foster care and do not affect a child's title IV-E eligibility.

☐ Case Planning. Case plans must be developed with parental involvement within 60 days of a child entering foster care. The plans must to address a number of issues including a rationale for a placement being the most appropriate choice for the child, plans to

although the content is specified in law and regulation. Specific statutory requirements regarding the content of the case plan may be found at section 475(1) and 475A of the Act. ☐ Providing Records and Documents to Foster Youth. The title IV-E agency must provide children who are in foster care and over the age of 14 a copy of their credit report each year until the child is discharged from care. For children that 'age out' of foster care, the title IV-E agency must provide the child an official or certified copy of their United States birth certificate, social security card, health insurance information, medical records and driver's license or identification card issued by a State (section 475(5)(I) of the Act). ☐ Relatives. The title IV-E plan must describe how the title IV-E agency will, within 30 days of each child's removal from the home, exercise due diligence to identify and provide notice of the placement to all adult grandparents, all parents of a sibling of the child (when the parent has legal custody of the sibling), and other adult relatives of the child, subject to exceptions for family or domestic violence, per section 471(a)(29) of the Act. The title IV-E agency must to explain to these relatives how they can provide care for the child, including how to become a foster family home provider and if available, how to participate in the kinship guardianship assistance program. Further, the law requires the title IV-E agency to consider giving preference to adult relatives over nonrelative caregivers when making placement decisions, provided that the relative caregiver meets all relevant child protection standards (section 471(a)(19) of the Act). Relatives are also required to receive notice of court proceedings. ☐ Periodic Review. Each child in foster care must have a periodic review at least every six months to determine the safety of the child, need for continued placement, compliance with the case plan, and progress towards achieving safe reunification or other permanent plan, the likely date by which the child may be returned home or placed for adoption or legal guardianship, and if the permanency plan is another planned permanent living arrangement, whether the child has opportunities to engage in age or developmentally appropriate activities (section 475(5)(B) of the Act). This review can be conducted by a court or an administrative panel. ☐ Siblings. Reasonable efforts must be made to place siblings together. If siblings cannot be placed together or it is not in their best interests to be placed together, siblings must be provided with opportunities for frequent visitation or other ongoing interaction, per section 472(a)(31) of the Act. The title IV-E agency's policies for sibling placement must be provided in the title IV-E plan. ☐ School Enrollment. The title IV-E plan must provide assurances that all children in foster care who are of school age are enrolled in school, or are in the process of being enrolled, per section 471(a)(29) of the Act.

transition to independent living for youth over age 14, and health and education

information, among other items. There is no federally prescribed format for case plans,

- Permanency Hearings. Each child in foster care must have a permanency hearing at least every 12 months which address a number of issues relative to the child's planned care and permanency, per sections 475(5)(C)(i) and 475A of the Act. Indian Tribes should consider judicial resources and tracking systems that will be needed to assure permanency hearings are held in a timely fashion and that judges have the information they need to make informed permanency decisions with respect to each child.
- □ Termination of Parental Rights (TPR). Section 475(5)(E) of the Act requires that a title IV-E agency file a petition for termination of parental rights for any child who has been in foster care for at least 15 of the previous 22 months, subject to certain exceptions. While we recognize that termination of parental rights and adoption may not be a part of an Indian Tribe's traditional belief system or legal code, there is no statutory authority to provide a general exemption for Indian Tribal children from the requirement to file a petition for TPR. Federal law provides some examples of exceptions to filing TPR that can be used on a case by case basis, including such as the child is being care for by a relative, the agency has not provided reasonable efforts to reunify the family consistent with the case plan, adoption is not appropriate for the child, or no legal grounds for TPR exist. What constitutes the legal grounds for TPR are at the Indian Tribe's discretion. See also the section on Customary Adoption in part III and sections 9.1 and 9.2 of the Child Welfare Policy Manual.

- What format will case planning, periodic reviews and permanency hearings take and which parties will be involved in each process?
- How will the Indian Tribe engage relatives so that they can serve as viable placement resources or permanent homes for children who cannot return to their own homes?
- How will the Indian Tribe partner with educational authorities and health agencies or practitioners to ensure that children's well-being needs are met?
- What legal codes or laws are needed to ensure that there are appropriate legal grounds for termination of parental rights and procedures in place for permanency hearings, case plans, and periodic reviews?
- How will the Tribe provide for notifications of court proceedings to foster parents, relatives and pre-adoptive parents and foster parents?
- How will the Tribe ensure that siblings are placed together, when appropriate, or visitation between siblings occurs when in the children's best interest?
- How will the Tribe work with other Federal/State/Tribal agencies to provide required records and documents?

Part III – Adoption Assistance and Guardianship Assistance

Adoption Assistance

Discretion in Procedures for Finalization. As noted above, title IV-E strongly encourages the timely finalization of alternative permanency arrangements for children for whom returning home is not feasible. The Tribal title IV-E agency has considerable discretion in determining the procedural requirements for the finalization of an adoption. In particular, allowable practice includes customary adoptions, in which legal and custodial ties to a new permanent family are created for a child through Tribal law and customary practices without entirely severing relationships with birth parents and relatives.
Eligibility for Adoption Assistance. Section 473(a) of the Act includes specific criteria for a child's eligibility for title IV-E adoption assistance program. Although many of the provisions for eligibility are set in Federal law, the Indian Tribe may determine the specific factors or conditions because of which it is reasonable to conclude that the child warrants adoption assistance or medical assistance. This is one part of the special needs criteria (see 473(c) of the Act). The law suggests that these factors or conditions may include a child's ethnic background, age or membership in a minority group, or the presence of medical conditions.
Adoption Assistance Agreements. Adoption assistance agreements are legally binding documents entered into by the adoptive parents and the title IV-E agency, which obligates the agency to pay adoption assistance until: the child reaches the age of 18 or such greater age as the Tribal title IV-E agency may elect or the child reaches the age of 21 if the title IV-E agency determines that the child has a mental or physical handicap which warrants the continuation of assistance, or the adoptive parents are no longer legally responsible for support of the child, or are no longer providing support to the child. An agreement must be in place prior to providing adoption assistance and once established, the agreement remains in effect and the agency remains responsible for making subsidy payments when a family moves to another jurisdiction. Section 473(a)(4) and 475(3) of the Act and 45 CFR 1356.40(b) and (d) specifies eligibility and requirements for adoption assistance agreements.
Adoption Assistance Payments. The amount of subsidy to be paid on behalf of an adopted child, and whether a payment is to be made at all, are subject to negotiations on a case-by-case basis between the title IV-E agency and the adoptive parents. Subsidy amounts cannot be subject to a means test and agencies must consider the circumstances of the family and needs of the child. The negotiated subsidy may not exceed the amount the child would have received in a foster family home. Rates may be adjusted through negotiation and concurrence by the family (section 473(a)(3) and (d)(2) of the Act, 45 CFR 1356.40(c)).

- Nonrecurring Adoption Expenses. The Tribal title IV-E agency must reimburse adoptive parents for nonrecurring adoption expenses incurred in establishing the adoption of a special needs child, up to \$2,000 per adoption. "Non-recurring adoption expenses" is defined as reasonable and necessary adoption fees, court costs, attorney fees and other expenses which are directly related to the legal adoption of a child with special needs. "Other expenses" are defined as the costs of adoption incurred by or on behalf of the parents and for which parents carry the burden of payment, such as the adoption study, health and psychological examinations, supervision of the placement prior to adoption, transportation and the reasonable costs of lodging and food for the child and/or the adoptive parents when necessary to complete the adoption process (section 473(a)(6) of the Act and 45 CFR 1356.41).
- Notification Regarding the Adoption Tax Credit. The title IV-E agency must notify families that adopt children in its care of their potential eligibility for the federal adoption tax credit. The agency must provide in its title IV-E plan that adoptive parents will be provided this notification (section 471(a)(33) of the Act and 45 CFR 1356.40(f)).
- ☐ Health Care for Children Ineligible for Adoption Assistance. If the title IV-E agency enters into agreements for adoption subsidies for children with special needs for medical, mental health or rehabilitative care for children who are ineligible for Federal adoption subsidies under the title IV-E program, the law requires that the agency provide health insurance coverage for the child (section 471(a)(21) of the Act). The health coverage provided to such children must be equivalent to the health and mental health benefits provided for children under the Medicaid program.

Key Questions for Consideration:

- What form will finalizing adoptions take in the Indian Tribe?
- What kind of factors or conditions of a child make it reasonable to conclude that a child cannot be placed for adoption without providing title IV-E adoption assistance or Medicaid?
- What are the typical one-time costs of legalizing an adoption and at what level will the *Tribe reimburse families for these costs?*
- What resources are available (not title IV-E) to provide pre- and post-adoption services to family that may need additional supports?
- How will the Tribe ensure that they will provide health insurance coverage to children with special health care needs who have non-Federal adoption subsidy agreements with the title IV-E agency?

Kinship Guardianship Assistance

Tribal IV-E agencies may choose to offer a kinship guardianship assistance program (GAP) as part of its title IV-E plan per sections 471(a)(28) and 473(d) of the Act. If the Tribal IV-E agency intends to implement this option, this must be specified in a title IV-E plan submission or amendment.

 \Box GAP Eligibility. Section 473(d)(3)(C) of the Act includes specific criteria for a child's eligibility for the GAP. GAP is available to children who were in foster care with a relative and were eligible to receive title IV-E foster care maintenance payments while residing for six (6) consecutive months in that relative's foster family home. Title IV-E GAP payments may continue if the relative guardian dies or is incapacitated and a successor legal guardian is named in the agreement (or any amendments to the agreement). To encourage keeping siblings together, the law permits siblings of an eligible child to qualify for GAP without independently meeting the eligibility criteria (section 473(d) of the Act). \Box GAP Agreements. Section 473(d)(1)(B) and (C) of the Act contains minimum specifies what must be included in GAP agreements. At a minimum, the agreement must specify the amount and manner of assistance, that the agency will pay for non-recurring expenses up to \$2,000, and services the guardian and child may be eligible for and procedures to apply for such services. Like adoption assistance agreements, GAP agreements do not change based on the family's residence and the agency that made the agreement remains responsible for fulfilling its terms. ☐ Subsidies. The amount of the guardianship subsidy to be paid on behalf of a guardian child, and indeed whether a payment is to be made at all, are subject to negotiations on a case-by-case basis between the title IV-E agency and the prospective family. Subsidy amounts may not exceed the amount the child would have received in a foster family home (section 473(d)(2) of the Act). □ Nonrecurring Guardianship Expenses. The Tribal title IV-E agency must reimburse guardians for the nonrecurring expenses associated with obtaining legal guardianship of the child, to the extent the total cost does not exceed \$2,000 per child (section 473(d)(1)(B)(iv) of the Act).

- What resources are available to the Indian Tribe to support a guardianship assistance program, if applicable?
- What are the typical one-time costs of legalizing a guardianship and at what level will the Indian Tribe reimburse families for these costs?
- What resources are available to provide additional services to guardianship families that may need help after permanency?

Part IV – Title IV-E Prevention and Family Services Programs

Tribal IV-E agencies may choose to offer a Prevention Services Program as part of its title IV-E plan per sections 471(e) and 479B(c)(1)(E) of the Act. If the Indian Tribe intends to provide the title IV-E prevention program, it must submit a five-year title IV-E prevention program plan (see <u>ACYF-CB-PI-18-10</u>).

General. If a title IV-E agency chooses to provide a title IV-E prevention services program, it may claim reimbursement for mental health and substance abuse prevention and treatment services provided by qualified clinicians, and in-home parent skill-based programs that include parenting skills training, parent education, and individual and family counseling for up to 12 months (section 471(e)(1) of the Act). Tribal title IV-E agencies have flexibility to claim title IV-E funds for these prevention services and programs they deem culturally appropriate and that meet the unique needs and context of the tribal community, including traditional healing programs consistent with meeting mental health and substance abuse treatment needs of children, parents and/or caregivers.
Eligibility. Prevention services for mental health/substance abuse and in-home parent skill-based programs may be provided for: 1) a child who is a candidate for foster care (as defined in section 475(13) of the Act), 2) pregnant/parenting foster youth, and 3) the parents/kin caregivers of those children and youth (sections 471(e), 474(a)(6), and 475(13) of the Act).
Service area. An Indian Tribe that chooses to implement a title IV-E prevention program must describe the target population for the services or programs. The tribal title IV-E agency is not required to provide services in all of its title IV-E service area, nor is the tribal title IV-E agency required to provide the same type of prevention services in all of its title IV-E service area.
Trauma informed. Title IV-E prevention services must be provided under an organizational structure and treatment framework that involves understanding, recognizing, and responding to the effects of all types of trauma and in accordance with recognized principles of a trauma-informed approach and trauma-specific interventions to address trauma's consequences and facilitate healing (section 471(e)(4)(B) of the Act). Consistent with this requirement, tribal title IV-E agencies may define trauma-informed services in a way that reflects the components of historical trauma unique to their communities.
Practice criteria. Tribal title IV-E agencies may determine the practice criteria for prevention services that are adapted to the culture and context of the tribal communities served and must describe the practice criteria in the five-year title IV-E prevention program plan.
Reporting. Tribal title IV-E agencies choosing to implement the title IV-E prevention program must report child-specific data to HHS for each child who receives title IV-E

prevention services, and data necessary to determine performance measures and whether services are improving specific outcomes for children and families, and the performance measures for each service (section 471(e)(4)(E) of the Act). Expenditures and next quarter estimates for the title IV-E prevention program must be reported on the CB-496 form.

- □ Evaluation. The Indian Tribe must have a well-designed and rigorous evaluation strategy for each service, however, tribal title IV-E agencies have broad flexibility to meet this requirement. Tribal title IV-E agencies may use alternative evaluation strategies and study designs, such as exploratory, community-based participatory research, and qualitative study designs to meet the evaluation requirements.
- Payer of Last Resort. If the cost of providing a title IV-E prevention service to an individual would have been paid from another public or private source if not for the enactment of this program, a tribal title IV-E agency is not considered to be a legally liable third party for the cost of providing such services to that individual. For example, if a parent with Medicaid coverage is receiving mental health services that would be covered by Medicaid, and that are also allowable under the title IV-E prevention program, Medicaid must pay for the service before the title IV-E portion (if any) is paid.

- What prevention services and programs provided under a trauma informed approach is the Indian Tribe already using that is culturally appropriate and that meet the unique needs and context of the tribal community?
- Who is the target population for these services?
- What will the practice criteria be for services provided?
- How will the Indian Tribe evaluate performance measures and outcomes?

Part V – Kinship Navigator Programs

Title IV-E agencies have the option to claim 50% Federal Financial Participation (FFP) for allowable kinship navigator program costs that meet the purposes described in section 427(a)(1) of the Act, and that meet practice criteria of promising, supported, or well-supported described in section 471(e)(4)(C) of the Act. If the Indian Tribe intends to claim FFP for a kinship navigator program, it must include the attachment in its title IV-E plan. See <u>ACYF-CB-PI-18-11</u>.

Eligibility. The child does not have to be eligible for title IV-E foster care maintenance payments for the title IV-E agency to claim FFP for a kinship navigator program (section 474(a)(7) of the Act). The child also does not have to be a candidate for foster care for the title IV-E agency to claim FFP for a kinship navigator program. Candidate for foster care is defined at section 472(i) of the Act.
Service area and population. A title IV-E agency is not required to operate a kinship navigator program in the entire tribal service area. A title IV-E agency has discretion to determine the scope of the population to be served through its kinship navigator program, including children being cared for by kin in foster care or legal guardianship arrangements, children at risk of entering foster care being cared for by kin, and children being cared for by kin outside of the child welfare system.
Administrative costs. All administrative costs for the kinship navigator program must be cost allocated in accordance with an approved child welfare cost allocation methodology and a negotiated indirect cost rate. Examples of activities constituting administrative costs are those for program policy development in compliance with section 427(a)(1) of the Act and operational support activities centralized in the grantee department or in some other agency such as procurement; payroll; personnel functions; management, maintenance and operation of space and property; data processing and computer services; accounting; budgeting; and auditing.
Reporting. Expenditures and next quarter estimates for title IV-E Kinship Navigator Programs must be reported on the CB-496 form.

- Who is the target population for these services?
- How will the Indian Tribe determine eligibility for this program?
- Has the Indian Tribe determined whether any of the programs rated by the Prevention Clearinghouse that meet practice criteria of promising, supported, or well-supported are culturally appropriate?

PART VI – John H. Chafee Foster Care Program for Successful Transition to Adulthood and the Educational and Training Vouchers Programs

The John H. Chafee Foster Care Program for Successful Transition to Adulthood, referred to as "Chafee," offers assistance to help youth who have experienced foster care at age 14 or older achieve self-sufficiency (section 477 of the Act). Funds under the Chafee program are used to help eligible youth in or formerly in foster care make a successful transition from foster care to self-sufficiency in adulthood by providing a variety of services such as educational assistance, career exploration, vocational training, life skills training, substance abuse prevention, preventive health activities, and opportunities to engage in age or developmentally-appropriate activities.

The Educational and Training Vouchers Program (ETV) provides funds for vouchers to students to help them pay for postsecondary education and training. This program makes available vouchers of up to \$5,000 per year per youth for post-secondary education and training for eligible youth.

An Indian Tribe which operates a title IV-E program for foster care and adoption assistance directly or through an agreement with a state, may apply for Chafee and ETV program funding (sections 477(j) and 479B(f) of the Act).
The application, approval, funding and requirements for Chafee and ETV are different. Guidance on applying for the Chafee and ETV program allotments can be found in program instructions for the five-year Child and Family Services Plan and Annual Progress and Services Reports at https://www.acf.hhs.gov/cb/laws-policies/policy-program-issuances .

- Does the Indian Tribe currently receive Chafee and ETV program funding through an agreement with a state or directly from ACF?
- What type of assistance and services will the Indian Tribe make available to all youth whom the State/Tribe defines as eligible for the program?
- How will the Indian Tribe coordinate its Independent Living Program and services with other agencies and providers that serve youth (such as transitional living programs, abstinence education programs, local housing programs, programs for disabled youth and school-to-work programs)?
- What independent living training will the Indian Tribe provide youth, foster parents, adoptive parents, case managers and workers in group homes?

Part VII – Frequently Asked Questions about Direct Title IV-E Funding for Indian Tribes

Administration of the Title IV-E Program

Q1. Is there a deadline by which title IV-E plans are due?

A. No. The option to operate the title IV-E program has been available to Indian Tribes since October 1, 2009 and the opportunity for an Indian Tribe to operate the title IV-E program is ongoing. If the Indian Tribe's title IV-E plan is approvable (i.e., meets all of the requirements for approval) the title IV-E program can be effective no earlier than the 1st day of the fiscal year quarter in which the plan is submitted. Further, an Indian Tribe may submit an amendment to the title IV-E plan at any time to operate a guardianship assistance program, the extension of assistance to youth up to age 21, the title IV-E prevention services program, and claiming FFP for a kinship navigator program.

Q2. Is direct title IV-E funding available for federally recognized Indian Tribes only?

A. Yes. Title IV-E makes direct title IV-E funding an option for any Indian Tribe, band, nation, or other organized group or community that is recognized as eligible for special programs and services provided by the United States to Indians because of their status as Indians. See 25 U.S.C. 450b. An Indian Tribal Organization, which is a recognized body of an Indian Tribe or a consortium of Indian Tribes or Tribal Organizations are also eligible to submit a title IV-E plan. See section 479B(a) of the Act.

Q3. Can an Indian Tribe operate only one portion of title IV-E, such as administration and training only?

A. No. A title IV-E agency must operate both the title IV-E foster care and adoption assistance programs in full. Further, there is no ability for an Indian Tribe to receive direct title IV-E funding of administrative and training funds if they are not also making available title IV-E foster care maintenance and adoption assistance payments on behalf of all eligible children. Indian Tribes are permitted to contract out certain administrative activities and enter agreements that permit other public agencies to administer part of the title IV-E program on the title IV-E agency's behalf for children in its placement and care responsibility.

Q4. Do Indian Tribes have to operate the title IV-B programs to operate a title IV-E program?

Q5. How does title IV-E funding work?

A. Title IV-E funding is based on reimbursing a portion of the expenditures the title IV-E agency incurs on behalf of eligible children. Title IV-E funding is available for drawdown at the beginning of each calendar quarter as an estimate of the next quarter. Estimates are reported and accepted on Form CB-496. All estimate awards are then subject to reconciliation to actual reported expenditures after the close of each quarter. The reimbursement rate depends on the type of expenditure: maintenance and subsidy payments are reimbursed at a State- or Tribespecific rate (see FMAP question below); administrative and information system costs are reimbursed at a 50% rate; and training costs are typically reimbursed at 75% (section 474(a) of the Act). Title IV-E agency claims for Federal reimbursement adjustments may be made up to two years after the expense is incurred. Awards of Federal funds are made on a quarterly basis. See also CWPM §8.1C.

Typically, the title IV-E agency can only seek reimbursement for expenses they paid with their own cash monies, although for Indian Tribes some administrative and training costs may be 'inkind' funds from third party sources (section 479B(c)(1)(D)(iv) of the Act). Indian Tribes may also use other funding sources that specifically authorize such Federal funds to be used as match for other Federal programs.

Q6. What kinds of expenditures may be partially reimbursed under the title IV-E foster care, adoption assistance and kinship guardianship assistance programs?

- A. Allowable expenditures on behalf of eligible children include:
 - Foster care maintenance payments (see included costs in the definition at 475(4)(A) of the Act and 45 CFR 1355.20), adoption assistance and guardianship subsidies (which can be spent as the adoptive parent or guardian see fit).
 - The nonrecurring costs, such as the legal expenses, of finalizing an adoption or legal guardianship.
 - Title IV-E eligibility determinations and fair hearings.
 - Recruiting and approving/licensing foster family homes, group homes, adoptive parents, legal guardians and child care institutions. These costs may include the expenses of conducting background checks of these providers and providing items such as medical exams of the providers, smoke detectors, cribs and beds if needed to attain licensure or approval.
 - Agency staff and attorney time, including contracted staff time spent preparing for and
 participating in court activities related to required title IV-E judicial determinations and
 hearings, including transporting children to the court hearings.
 - Activities closely-related to placing the child, including notifying relatives of a child's placement in foster care.
 - Developing the child's case plan or transition plan, including caseworker time spent assessing the child and family.
 - Case management and supervision.
 - Case reviews, including transporting children to case reviews.
 - Referral to and arranging of services, including transporting children to the services.
 - Establishing foster care, adoption or guardianship subsidy rates and negotiating subsidies

- Managing foster care payments and subsidies.
- Costs related to title IV-E data collection and reporting.
- Training of agency staff and other trainee groups assisting title IV-E children (see 474(a)(3)(A) and (B) of the Act).
- Implementation and operation of a quality assurance system related to title IV-E functions and children.
- Overhead or indirect costs related to managing the title IV-E program.

This is not a complete list. Please refer to section 474 of the Act, regulations at 45 CFR 1356.60 and policy in the CWPM §8 for additional information on the kinds of costs that may be claimed.

Q7. What kinds of expenditures cannot be reimbursed under the title IV-E foster care, adoption assistance and kinship guardianship assistance programs?

A. Unallowable expenditures, regardless of whether they are on behalf of children eligible for title IV-E include:

- Child protective services investigations.
- Activities of the court, even when working on title IV-E related judicial determinations.
- Medical, mental health, or educational services and assessments.
- Social services, including family-preservation or homemaker services, housing services, post-permanency counseling or services.
- Chafee program expenditures and education and training vouchers (Section 477 of the Act).
- Construction or renovation.

Q8. Can title IV-E funds be combined with self-governance funding/contracts or consolidated as an Indian employment and Training demonstration?

A. No to both. Title IV-E is not a program that is subject to the self-governance authority in the Indian Self-Determination and Education Assistance Act as amended. The Indian Employment, Training and Related Services Demonstration Act of 1992 relates to consolidation of employment and job training programs, and does not permit consolidation of the title IV-E program.

Q9. Is additional funding available to increase Tribal capacity to operate a title IV-E plan?

A. The only available funding set-aside for capacity purposes are the title IV-E plan development grants of up to \$300,000 total per Indian Tribe. The process to apply for ACF grants are announced via www.grants.gov. The title IV-E plan development funds may be used by Indian Tribes who will submit a title IV-E plan to ACF within 24 months of receiving the grant (section 476(c)(2)(A) of the Act). The grant funds can be used to meet any costs necessary to secure approval of a title IV-E plan, such as development of a data collection system, and

establishing agency and court procedures to meet case review requirements. If the Indian Tribe is unable to submit a title IV-E plan in the 24 month timeframe, the money must be returned per section 476(c)(2)(B) of the Act. Indian Tribes may find that other non-dedicated funds, such as title IV-B funds, may assist them in building their overall capacity to operate a title IV-E program.

Q10. Can an Indian Tribe have a direct funding program and a title IV-E agreement/contract?

A. Yes. Title IV-E allows an Indian Tribe to have both, however, it will be up to the Indian Tribe and the State to work out whether it is practical to have both, particularly for the same program component (i.e., for foster care maintenance payments). See section 479B(e) of the Act. Further, the Indian Tribe may not claim the same cost for a child or administrative cost under both the title IV-E agreement/contract and a directly-funded plan.

Q11. What are the parameters for establishing a Tribal service area for the foster care, adoption assistance and guardianship assistance programs?

A. Section 479B(c)(1)(B) of the Act requires a directly-funded Indian Tribe to describe the service area and population to be served for purposes of complying with section 471(a)(3) of the Act. There is nothing in the Social Security Act that expressly addresses how the Indian Tribe must define its service area or population. The Indian Tribe should keep in mind the following factors in considering its service area and population:

- An Indian Tribe that is directly providing title IV-E will be obligated to serve all children in its service area and population.
- The service area is a factor in how the Federal medical assistance percentage is calculated. See section 479B(d) of the Act.
- The service area must be within the United States.

Q12. Does operating a title IV-E program affect issues of jurisdiction in child custody cases?

A. No, nothing in the title IV-E program addresses the issue of which court (i.e., State or Tribal) has jurisdiction over a proceeding affecting the child's custody. Therefore, Indian Tribes and States must follow the jurisdiction provisions of the Indian Child Welfare Act of 1978 (ICWA), Public Law 83-280 and any other existing Federal, Tribal, State laws and/or Tribal/State agreements in effect that relate to jurisdiction.

Terminology

O1. What is a title IV-E plan preprint and how is it used?

A. A title IV-E preprint is a document that the Indian Tribe submits to CB to seek approval to operate a title IV-E program. The preprint is a standardized format, but Indian Tribes may choose to use a different format that must contain all of the same information. The Indian Tribe records in the preprint references to the requirements and procedures in effect that correspond

with the specified Federal requirement. All the corroborating documents referenced must also be submitted (electronically or in hardcopy) along with the plan. The references in the preprint may be to statutes, codes, Tribal resolutions, regulations or any other official policy, or procedures manuals that indicate how the Indian Tribe is complying with the title IV-E plan.

Q2. What is the difference between indirect costs and administrative costs?

A. Indirect costs are typically common overhead costs shared by various programs, such as administrative salaries and fringe benefits associated with overall financial and organizational administration, operation and maintenance costs for facilities and equipment, and payroll and procurement services. Administrative costs under the title IV-E program include indirect costs, but also eligibility determinations, referral to services, placement of the child, development of the case plan, recruitment and licensing of resource homes, case management and supervision, and data collection and reporting, among other items (see 45 CFR 1356.60(c)). In some Federal grant programs, Indian Tribes negotiate with a Federal agency an indirect cost rate that is charged to the grants awarded by that agency. For the title IV-E program, title IV-E agencies must identify the indirect costs and other administrative costs that will be allocated and claimed under the title IV-E program.

Q3. What is the Tribal FMAP?

A. FMAP stands for the Federal Medical Assistance Percentage, which is a rate calculated by HHS for each State based on a statutory formula under title XIX of the Social Security Act and it is used to determine the Federal share of costs for Medicaid, title IV-E, and other Federal programs. It is published in the Federal Register annually. For more information on the FMAP in general, see https://aspe.hhs.gov/federal-medical-assistance-percentages-or-federal-financialparticipation-state-assistance-expenditures. The Tribal FMAP is unique to the title IV-E program and is calculated by HHS using the statutory formula as a starting point, but also taking into consideration the Indian Tribe's title IV-E service population and submitted information on per capita income. A Tribal FMAP rate will be calculated for each Indian Tribe that directly operates a title IV-E program and those Indian Tribes who have an agreement/contract with a State to operate part of the title IV-E program. The Tribal FMAP rate is applied to expenditures for title IV-E foster care maintenance payments, adoption assistance payments and guardianship assistance payments and will be the higher of: 1) a calculated Tribal FMAP or, 2) the highest FMAP of any State in which the Indian Tribe is located. Additional information on the Tribal FMAP, including the rates, may be found on the CB website: https://www.acf.hhs.gov/cb/grantfunding/tribal-federal-medical-assistance-percentage-fmap.

Q4. What is the difference between reasonable efforts and active efforts?

A. Reasonable efforts refers to provisions in title IV-E that requires title IV-E agencies to make reasonable efforts to prevent removal of a child from home, to make reasonable efforts to reunify the child with the family once removal has occurred, or if return home is not the child's permanent plan, to make reasonable efforts to finalize the permanent placement of the child (section 471(a)(15) of the Act). Section 471(a)(15)(D) of the Act lists certain circumstances in

which *reasonable efforts* to prevent removal or reunify the child with the family are not required by Federal law. See also 45 CFR 1356.21(b). For a child to be eligible for title IV-E foster care maintenance payments, the agency must secure a judicial determination from a court that indicates whether the agency's efforts were reasonable or were not required.

Active efforts is a term used in a provision of ICWA. ICWA requires "Any party seeking to effect a foster care placement of, or termination of parental rights to, an Indian child under State law shall satisfy the court that active efforts have been made to provide remedial services and rehabilitative programs designed to prevent the breakup of the Indian family and that these efforts have proved unsuccessful (25 U.S.C. 1912(d)). Active efforts are not a requirement for a child's title IV-E eligibility. See also *Part II Judicial Activities*.

Additional Guidance

- Q1. On what topics will technical assistance be available to Indian Tribes and how can Indian Tribes access those resources?
- A. CB has a wealth of resources available on topics such as child maltreatment, permanency planning, child welfare data and technology, adoption, youth development, organizational improvement and much more. CB Regional Office staff are the primary contact for technical assistance resources regarding the requirements of the title IV-B and IV-E programs. More information on technical assistance and building the capacity of CB's grantees may be found on a CB Capacity Building Services website at https://www.acf.hhs.gov/cb/training-technical-assistance/capacity.
- *Q2.* Where can I find policy and regulations on the title IV-E programs?
- A. Information on the title IV-B and IV-B programs and resources are available on the CB website: https://www.acf.hhs.gov/cb. Information and requirements for these programs are issued in policy, regulation, program instructions, and information memorandums. Below are links to some of this information:
 - General information and links to the laws and policies that govern CB programs is available here: https://www.acf.hhs.gov/cb/laws-policies.
 - What's New in Laws & Policies provides current policy information is available to stakeholders quickly and accurately: https://www.acf.hhs.gov/cb/laws-policies/whats-new.
 - Policy on the title IV-B and IV-E programs can be found in the <u>Child Welfare Policy Manual</u> in a question and answer format.
 - Policy and Program Issuances: https://www.acf.hhs.gov/cb/laws-policies/policy-program-issuances and https://www.acf.hhs.gov/cb/laws-policies/policy-program-issuances and https://www.acf.hhs.gov/cb/laws-policies/policy-program-issuances.
 - Regulations related to the title IV-B and IV-E programs are in 45 CFR <u>1355</u>, <u>1356</u>, and <u>1357</u>.
 - A compilation of titles IV-B, IV-E, and related sections of the Social Security Act on the CB website: https://www.acf.hhs.gov/cb/laws-policies/federal-laws/laws. This

document is prepared by CB staff and may not be cited as an authoritative sour Please consult the <u>U.S. Code</u> for official or legal citations.								