

NCJFCJ  
est. 1937

NATIONAL COUNCIL OF  
JUVENILE AND FAMILY COURT JUDGES

[WWW.NCJFCJ.ORG](http://WWW.NCJFCJ.ORG)

THE ROLE OF THE COURT  
IN IMPLEMENTING THE  
**FAMILY FIRST  
PREVENTION  
SERVICES ACT  
OF 2018**

AUTHORS:  
**CONNIE HICKMAN TANNER &  
HON. KAREN HOWZE (RET.)**





The National Council of Juvenile and Family Court Judges® (NCJFCJ) provides cutting-edge training, wide-ranging TA, and research to help the nation's courts, judges, and staff in their important work. Since its founding in 1937 by a group of judges dedicated to improving the effectiveness of the nation's juvenile courts, the NCJFCJ has pursued a mission to improve courts and systems practice and raise awareness of the core issues that touch the lives of many of our nation's children and families.

For more information about the NCJFCJ or this document, please contact:

National Council of Juvenile and Family Court Judges  
P.O. Box 8970  
Reno, Nevada 89507  
[www.ncjfcj.org](http://www.ncjfcj.org)

©2019, National Council of Juvenile and Family Court Judges. All rights reserved.

Acknowledgments: Funding for this evaluation and report was provided by the U.S. Department of Justice Office of Juvenile Justice and Delinquency Prevention through Award #2015-CT-FX-K001 to the National Council of Juvenile and Family Court Judges. Points of view or opinions expressed are those of the report contributors and do not necessarily represent the official position or policies of the funder or the National Council of Juvenile and Family Court Judges.

Suggested Citation: Tanner, C.H. & Howze, K. (2018). *The Role of the Court Implementing the Family First Prevention Services Act of 2018*. Reno, NV: National Council of Juvenile and Family Court Judges.



# FAMILY FIRST PREVENTION SERVICES ACT OF 2018

**T**he Family First Prevention Services Act of 2018 provides States and Tribes opportunities to use federal funding to support children and families and prevent foster care placements. The Act focuses on family engagement and evidence-based practices, and requires judicial oversight of the placement and review of children in residential treatment programs to ensure that children are in the least restrictive placement that meets their needs consistent with their permanency plan.

There are different effective dates for various provisions of the Act and state agencies have the ability to delay implementation or waive certain features of the Act. The National Council of Juvenile and Family Court Judges (NCJFCJ) encourages courts to work with their state child welfare agencies to implement this important legislation. Funding for prevention services and programs is effective October 1, 2018, but states cannot seek reimbursement until October 1, 2019, and only if they are in compliance with the provisions of the Act related to Qualified Residential Treatment Programs.

## PREVENTION SERVICES AND PROGRAMS

**The Act provides the following prevention services and programs for up to 12 months:**

- Mental health and substance abuse prevention and treatment services provided by a qualified clinician; and
- In-home parenting skill-based services and programs, which include parenting skills training, parent education, and individual and family counseling.<sup>1</sup>

**Who is eligible for prevention services or programs?**

- A child who is a candidate for foster care;
- A child in foster care who is pregnant or parenting; and
- The parents or kin caregivers of these children.<sup>2</sup>

**Requirements for Prevention Services and Programs:**

- Specified in advance in a child's written prevention plan as outlined by the Act;
- Trauma informed;
- Evidence-based in accordance with promising, supporting or well-supported practices;<sup>3</sup>
- Provide for outcome assessments and reporting; and
- Evaluation strategy which must be included in the five-year plan.<sup>4</sup>

## CANDIDATE FOR FOSTER CARE

A child identified in a prevention plan as being at imminent risk of entering foster care (without regard to be eligible for Title IV-E maintenance payments), but who can remain safely in the child's home or in a kinship placement as long as services or programs that are necessary to prevent entry of the child into foster care are provided. The term includes a child whose adoption or guardianship arrangement is at risk of a disruption or dissolution. FFPSA, Part 1, Sec. 50711(b)(13).

## FAMILY REUNIFICATION SERVICES

The Family First Prevention Services Act provides that Title IV-E foster care maintenance payments can be made on behalf of a child in foster care when he/she is placed with their parent in a licensed residential family-based treatment facility for up to 12 months.<sup>5</sup> The Act also reauthorizes regional partnership grant programs to assist families affected by substance abuse.<sup>6</sup> Also to ensure the strength and stability of reunification, these services can be provided to children who have been removed from home and may continue for 15 months from the date the child returns home.<sup>7</sup> These services include:

- Individual, group, and family counseling;
- Inpatient, residential, or outpatient substance abuse treatment services;
- Mental health services;
- Assistance to address domestic violence;
- Services designed to provide temporary child care and therapeutic services for families, including crisis nurseries;
- Peer-to-peer mentoring and support groups for parents and primary caregivers;
- Services and activities designed to facilitate access to, and visitation of, children by parents and siblings; and
- Transportation to or from any of the services and activities services and programs.<sup>8</sup>

The Act provides funding for evidence-based Kinship Navigator Programs<sup>9</sup> and to support and retain foster homes. It provides for the review and improvement of licensing standards for relative foster homes.<sup>10</sup> It also reauthorizes the Stephanie Tubbs Jones Child Welfare Program, Promoting Safe and Stable Families Program Authorizations, and Court Improvement Programs (CIP).<sup>11</sup> The Act continues funding for incentives to States to promote adoption and legal guardianships<sup>12</sup> and requires States to establish electronic case processing system for the Interstate Compact on the Placement of Children (ICPC).<sup>13</sup>

## FOSTER CARE PLACEMENTS

The Family First Prevention Services Act requires that when children must be removed, that they shall be placed in the least restrictive and most appropriate

setting that meets their needs. The Act further defines family foster homes, including relatives to limit six children in a home, unless the agency makes an exception. Agencies can make an exception to keep siblings together, for a parenting foster youth to remain with his/her child, for a child to remain with a family he/she has a meaningful relationship with, and to allow a family with specialized training and skills to care for a child with severe disabilities.<sup>14</sup>

Title IV-E maintenance payments will only pay for specified placements (with the exception of a two week grace period), beginning October 1, 2019 as to residential treatment placements. While States have the option to delay this effective date for up to two years, they will not receive any Title IV-E prevention funds for the same period they delay compliance with this section of the law.<sup>15</sup> These eligible placements include:

- Qualified Residential Treatment Programs as set forth in the Act;
- Specialized settings for prenatal, postpartum, or parenting support for youth;
- Supervised setting for youth that have attained the age of 18 and are living independently; and
- Highly qualified residential care and supportive services to children and youth who have been found to be or are at risk of becoming sex trafficking victims.<sup>16</sup>

## FAMILY FIRST AND CHAFEE

Extends Education and Training Vouchers (ETVs) to youth age 14-26, but limits to a five-year total. FFPSA, Part IV, Sec. 50753(c).

Extends the Chafee Program to age 23 if states and tribes have extended eligibility for all foster care youth who have not attained the age of 21. FFPSA, Part IV, Sec. 50753(a).

The Act also requires States and Tribes to include in their Title IV-B Health and Care and Oversight Coordination Plan procedures to ensure that foster care children and youth are not inappropriately

diagnosed with mental health illnesses, behavioral disorders, medically fragile conditions, or developmental disabilities and placed in inappropriate settings as a result of incorrect diagnosis.<sup>17</sup>

The NCJFCJ firmly believes that every child deserves a family and that it is in the best interest of children under court supervision to live in a family setting whenever possible. The NCJFCJ acknowledges that a continuum of services requires quality group care for children who are assessed and determined to need specialized behavioral and mental health services. Judicial oversight is necessary to prevent unnecessary placement in group care and to protect children placed in such care.

## **QUALIFIED RESIDENTIAL TREATMENT PROGRAMS**

To qualify for Title IV-E maintenance payments for children placed in residential treatment, the facility must:

- Be licensed and accredited;
- Follow a trauma-informed treatment model designed to address the needs of children with serious emotional or behavioral disorders or disturbances and implement the treatment identified by the assessment;
- Employ licensed nursing and other clinical staff who are able to provide services 24 hours, seven days a week according to the trauma-informed treatment model;
- Facilitate and document family outreach, including how the family is integrated into the treatment process, including post-discharge;
- Provide for discharge planning and family-based after-care support for at least six months post-discharge; and
- Require all staff to undergo and pass criminal background checks and abuse and neglect clearances.<sup>18</sup>

Within 30 days of the placement a “qualified individual” shall conduct an assessment using an age-appropriate, evidence-based, validated, functional assessment tool that has been approved by the Secretary of the U.S. Department of Health and Human Services.<sup>19</sup> The assessment shall:

The “qualified individual” cannot be an employee of the Title IV-E agency and cannot be connected to, or affiliated with, any placement setting in which children are placed by the agency. HHS may waive the “qualified individual” requirement if the Title IV-E agency certifies that the person who will conduct the assessments will maintain objectivity in determining the most effective and appropriate placements. FFPSA, Sec. 50742(c)(1)(D).

- Assess the strengths and needs of the child;
- Determine whether the child’s needs can be met by family members or in a foster-family home, and if not, what would provide the most appropriate level of care in the least restrictive environment consistent with the child’s permanency plan;
- Develop a list of child specific short- and long-term mental and behavioral health goals; and
- Involve the child’s Family and Permanency Team while conducting the assessment.<sup>20</sup>

The Family and Permanency Team includes appropriate biological family, fictive kin, professionals who are a resource for the child, medical or mental health professionals who have treated the child, or clergy. If the child is 14 or older, the team shall include members selected by the child.<sup>21</sup> If the assessment is not completed within 30 days after the placement is made, no Title IV-E maintenance payments will be made to the State on behalf of the child during the placement.<sup>22</sup>

If the qualified individual recommends placement other than with family or in a foster home, the assessment shall specifically provide:

- Why the needs of the child cannot be met by the child’s family or in a foster family home (a shortage or lack of foster homes is not an acceptable reason for residential placement);
- Why the proposed placement is the most effective and appropriate level of care in the least restrictive environment;
- How the placement is consistent with the child’s short- and long-term goals as specified by the child’s permanency plan;<sup>23</sup> and
- The placement preferences of the Family and Permanency Team recognizing that children should

be placed with their siblings, unless there is a finding by the court that such placement is contrary to the child's best interest.<sup>24</sup>

The state must document in the child's case plan:

- The reasonable and good faith efforts of the State to identify and include all of the individuals of the child's family and permanency team, including all contact information for the permanency team, and other family members and fictive kin who are not part of the Family and Permanency Team;
- Evidence of family engagement must be documented to include times of meetings relating to the assessment to ensure that they were held at a time and place convenient for the family;
- If reunification is the permanency goal, the case plan must include evidence demonstrating that the parent from whom the child was removed provided input on the Family and Permanency Team;
- The placement preferences of the Family and Permanency Team relative to the assessment should recognize that children should be placed with their siblings, unless there is a court finding that such placement is contrary to the child's best interest; and
- If the placement preferences of the Family and Permanency Team and child are not the placement setting recommended by the qualified individual conducting the assessment, the case plan shall document the reasons why the preferences of the team and of the child were not recommended.<sup>25</sup>

## THE COURT'S OVERSIGHT ROLE

Within 60 days of a child's placement into a qualified residential treatment program, the Court must review the assessment and documentation made by the "qualified individual" who conducted the assessment.<sup>26</sup>

The Court must either approve or disapprove the placement to comply with the Act.<sup>27</sup> In making this determination, the Court must determine whether the needs of the child can be met through placement with family or in a foster family home. If placement with family or in a foster-family home will not meet the child's needs, the Court must determine whether the residential qualified placement:

- Provides the most effective and appropriate level of care for the child in the least restrictive

environment; and

- Is consistent with the long- and short- term goals as established in the child's permanency plan.<sup>28</sup>

The Court's decision to approve or disapprove of the placement must be documented in the child's case plan.<sup>29</sup> Consistent with federal and state law, children in out of home placements require review hearings. The Act envisions consistent and regular court monitoring of these placements to ensure children needing specialized care receive such care until it is no longer needed based on the evidence. As long as the child remains in a qualified residential treatment program, the state agency is required to provide the following evidence at each review and permanency hearing:

- That the ongoing assessments of the strengths and needs of the child continue to support that the needs of the child cannot be met through placement with family or in a family-foster home;
- That the residential placement provides the most effective level and appropriate level of care in the least restrictive environment;
- The specific treatment or service needs that will be met for the child in placement and the length of time the child is expected to need the treatment or services; and
- The agency's efforts to prepare the child to return home or to be placed with a fit and willing relative, a legal guardian, or an adoptive parent or in a foster-family home after discharge.<sup>30</sup>

Judges have a duty to ensure that children under court jurisdiction are being properly assessed and are placed in the least restrictive setting that meets their needs.

On August 8, 2016, the NCJFCJ Board of Directors adopted a [Resolution on Judicial Oversight of Children under Court Jurisdiction in Group Facilities](#).

Judges should set clear expectations for family engagement, and individualized, detailed treatment and transition plans for the child to return home with community services and supports. The Court should also ensure that the child and family are engaged in the development of treatment and transition plans and that they feel that they have the services and supports to successfully transition home.

Finally, the Family First Prevention Services Act requires states to track and develop statewide plans

to prevent child abuse and neglect fatalities.<sup>31</sup> It also requires states to include a certification in their state plan that the state will not enact or advance any policies or practices that would result in a significant increase in the state's juvenile justice system.<sup>32</sup> The Act also requires Court Improvement Programs to provide training to judges, attorneys, and other legal personnel in child welfare cases on the placement requirements under this Act.<sup>33</sup>

*For judicial training or technical assistance on the Family First Prevention Services Act for implementation, please contact the NCJFCJ at [contactus@ncjfcj.org](mailto:contactus@ncjfcj.org).*

## ENDNOTES

- 1 FPPSA Part I, Sec. 50711(e)(1)(A-B) amending Section 471 of the Social Security Act (42 U.S.C. 671).
- 2 FPPSA Part I, Sec. 50711(a)(1) amending Section 471 of the Social Security Act (42 U.S.C. 671).
- 3 The U.S. Department of Health and Human Services will provide guidance to States and Tribes on evidence-based program standards along with a list of preapproved programs and services no later than October 1, 2018.
- 4 FPPSA Part I, Sec. 50711(e)(4-5) amending Section 471 of the Social Security Act (42 U.S.C. 671).
- 5 FPPSA Part I, Sec. 50712 amending Section 472 of the Social Security Act (42 U.S.C. 672).
- 6 FPPSA, Part IV, Sec. 50742(c)(1)(C) amending Section 475A of the Social Security Act (42 U.S.C. 675(a)).
- 7 FPPSA Part II, Sec. 50721(a)(2)(C) amending Section 431(a)(7)(A) of the Social Security Act (42 U.S.C. 629(a)(7)).
- 8 Section 431(a)(7)(B))
- 9 FPPSA, Part I, Sec. 50713 amending Section 474(a) of the Social Security Act (42 U.S.C. 674(a)).
- 10 FPPSA, Part III, Sec. 50731 amending Section 472(b) of the Social Security Act (42 U.S.C. 671(a)).
- 11 FPPSA, Part V, Sec. 50752 amending Section 425 of the Social Security Act (42 U.S.C. 625).
- 12 FPPSA, Part VI, Sec. 50761(b) amending Section 473A of the Social Security Act (42 U.S.C. 673(b)).
- 13 FPPSA, Part II, Sec. 50722 amending Section 471(a)(25), Section 479B(c), Section 437 and Section 437(b) of the Social Security Act (42 U.S.C. 671 and 629).
- 14 FPPSA, Part IV, Sec. 50746(b)
- 15 FPPSA, Part IV, Sec. 50741(c)
- 16 FPPSA, Part IV, Sec. 50741(k) amending Section 472 of the Social Security Act (42 U.S.C. 672), as amended by 50712(a).
- 17 FPPSA, Part IV, Sec. 50743(a-c) amending Section 472 (b)(15)(A) and Section 476 of the Social Security Act (42 U.S.C. 622 and 676).
- 18 FPPSA, Part IV, Sec. 50741(k)(4) amending Section 472 of the Social Security Act (42 U.S.C. 672) as amended by 50712(a)).
- 19 FPPSA, Part IV, Sec. 50742(c)(1)(A)(i) amending Section 475A of the Social Security Act (42 U.S.C. 675(a)).
- 20 FPPSA, Part IV, Sec. 50742(c)(1) amending Section 475A of the Social Security Act (42 U.S.C. 675(a)).
- 21 FPPSA, Part IV, Sec. 50742(c)(1)(B)(ii) amending Section 475A of the Social Security Act (42 U.S.C. 675(a)).
- 22 FPPSA, Part IV, Sec. 50741(k)(3)(A) amending Section 472 of the Social Security Act (42 U.S.C. 672) as amended by 50712(a)).
- 23 FPPSA, Part IV, Sec. 50742(c)(1)(C) amending Section 475A of the Social Security Act (42 U.S.C. 675(a)).
- 24 FPPSA, Part IV, Sec. 50742(c)(1)(B)(iii)(VII) amending Section 475A of the Social Security Act (42 U.S.C. 675(a)).
- 25 FPPSA, Part IV, Sec. 50742(c)(1)(B)(iii) amending Section 475A of the Social Security Act (42 U.S.C. 675(a)).
- 26 FPPSA, Part IV, Sec. 50742(c)(2) amending Section 475A of the Social Security Act (42 U.S.C. 675(a)).
- 27 FPPSA, Part IV, Sec. 50742(c)(2)(C) amending Section 475A of the Social Security Act (42 U.S.C. 675(a)).
- 28 FPPSA, Part IV, Sec. 50742(c)(2)(B) amending Section 475A of the Social Security Act (42 U.S.C. 675(a)).
- 29 FPPSA, Part IV, Sec. 50742(c)(2)(C)(3) amending Section 475A of the Social Security Act (42 U.S.C. 675(a)).
- 30 FPPSA, Part IV, Sec. 50742(c)(2)(C)(4) amending Section 475A of the Social Security Act (42 U.S.C. 675(a)).
- 31 FPPSA, Part III, Sec. 50732 amending Section 422(b)(19) of the Social Security Act (42 U.S.C. 622(b)(19)).
- 32 FPPSA, Part IV, Sec. 50741(d) amending Section 471(a) of the Social Security Act (42 U.S.C. 671(a)).
- 33 FPPSA, Part IV, Sec. 50741(c) amending Section 471(a) of the Social Security Act (42 U.S.C. 671(a)).





NATIONAL COUNCIL OF  
JUVENILE AND FAMILY COURT JUDGES

[WWW.NCJFCJ.ORG](http://WWW.NCJFCJ.ORG)