

TANF for In-Home Protective Services

(The Benefits of Shared Costs)

CHAPTER 3

Application and Eligibility for PRC

In drafting a Prevention, Retention and Contingency (PRC) plan, the CDJFS must define eligibility components for receipt of benefits and services. Eligibility components are dependent upon which TANF purpose the benefits and services are intended to serve. Additionally, some components are mandated by federal and state law; others are options that can be employed by the CDJFS. Outlined below are the criteria for a CDJFS to consider when drafting its PRC program. Eligibility for a benefit or service shall be determined based upon information the CDJFS requires, consistent with federal and state law.

3000 Access to PRC Services

PRC services can only be accessed by one of the following methods:

A. Application

Pursuant to Section 5108.10 of the Ohio Revised Code, an application is required if the benefit or service has a financial need eligibility requirement. Benefits and services provided under TANF purpose 1 (To provide assistance to needy families so that children may be cared for in their own homes or in the homes of relatives) or purpose 2 (To end the dependence of needy parents on government benefits by promoting job preparation, work and marriage) require a financial need eligibility requirement.

An application is not required if the benefit or service does not have a financial need eligibility requirement. Benefits and services provided under TANF purpose 3 (To prevent and reduce the incidence of out-of-wedlock pregnancies and establish annual numerical goals for preventing and reducing the incidence of these pregnancies) and purpose 4 (To encourage the formation and maintenance of two-parent families) do not require a financial need eligibility requirement. However, if a CDJFS chooses to impose a financial need eligibility requirement, an application is required.

The CDJFS has the flexibility to design its own application or use the State sample application, JFS 03800, "Prevention, Retention, and Contingency (PRC) Program State Application" located in Appendix E of this guide. The CDJFS also has the flexibility to develop different applications for different services (i.e., Kinship Care, Family Preservation, Youth Work Opportunity) which contain the elements specific to the service(s) requested.

ODJFS PRC Reference Guide

“Temporary Absence of Child”

groups and limitations for each type of service the county intends to provide. The following list includes considerations for a CDJFS in establishing eligible assistance groups:

- An eligible assistance group may consist of a minor child residing with a parent, specified relative, legal guardian or legal custodian and other members of the household (who may or may not be related to the minor child) who may significantly enhance the family's ability to achieve economic self-sufficiency.
- A CDJFS may provide PRC services to more than one PRC assistance group even when both PRC assistance groups contain the same child.

The dollar value provided to one PRC assistance group does not necessarily have to count against the dollar value provided to another PRC assistance group containing the same child.

- A CDJFS may create several categories of PRC assistance groups to receive different benefits and services (for example, a CDJFS may wish to identify the types of services and limitations for a non-custodial parent PRC assistance group that is different from those established for the kinship care PRC assistance group).
- A CDJFS could identify a different set of services and limitations for an employed PRC assistance group.
- A CDJFS may also provide different benefits and services designed to meet the different needs of the same assistance group. For example, a county agency may:
 - ? create financial caps or service limitations for services or short term financial help to a defined assistance group;
 - ? limit or cap some services/benefits and not others; or,
 - ? set monthly, quarterly or yearly limitations for providing services and financial caps.

A child may be "temporarily absent" yet the child and his/her family may still qualify for PRC benefits and services. "Temporary absence" has the same meaning for the PRC program as it does for the Ohio Works First program as set forth under Section 5107.10 of the Ohio Revised Code and Rule 5101:1-3-04 of the Ohio Administrative Code. Under Ohio Works First, pursuant to Rule 5101:1-3-04, the absence of a member of the assistance group is temporary if the assistance group member has been absent for no longer than 45 consecutive days, location of the absent individual is known, there is a definite plan for the return of the absent individual to the home, and the absent individual shared the home with the assistance group prior to the onset of the absence. Rule 5101:1-3-04 also sets forth exceptions to the requirement that the

assistance group member be absent for no longer than 45 consecutive days. Most relevant to PRC is the situation where a child is removed from the home by the public children services agency due to abuse, neglect and dependency if the agency indicates that there is a reunification plan to return the child to the home within six months.

2. PRC Benefits and Services: Purposes 3 and 4 of TANF

The exception to the above assistance group composition requirements is in meeting purposes 3 and 4 of TANF. Neither purpose 3 nor purpose 4 is limited to needy families. Under either of these two purposes, a county could use federal TANF funds (but not Maintenance of Effort funds) for PRC services to serve non-needy families or individuals.

3. Assistance Group Scenarios

The following examples are designed to convey various scenarios of assistance groups, but do not exhaust all the potential arrangements.

ODJFS PRC Reference Guide


Services to Children at Risk of
Abuse/Neglect

ODH is responsible for operating the HMG program. ODJFS provides PRC funds to support the HMG program as well as technical assistance to maximize PRC funds and program referrals. The CDJFS is responsible for establishing eligibility requirements for PRC benefits and services. The CDJFS, in many cases, serves as the administrative agent for the FCFC.

Coordination between the HMG and Healthchek programs is encouraged. The intent of this effort is for ODJFS, CDJFS and ODH staff to coordinate their services so that these programs can assure permanent health care “homes” for families and immunizations for low-income children. The ODMR/DD and local MR/DD boards are also major collaborators for HMG services.

The federal Child Abuse Prevention & Treatment Act (CAPTA) requires that a child under age three in a substantiated case of child abuse and/or neglect are to be referred by the county children services board to the HMG program for an evaluation for early intervention services. For more information regarding this requirement refer to rules 5101:2-34-32 and 5101:2-39-07 of the Ohio Administrative Code.

B. Children at Risk of Abuse or Neglect



Purpose 1 of the TANF program is to provide services to assist families so that children may remain in their own home. Children who have been abused and neglected are at great risk of failure to thrive and not becoming productive members of society. The risk can be minimized by strategies to help their parents improve their parenting skills. Efforts to reduce harm, as well as reduce foster care placement, can improve the health and safety of children. There are many causes of abuse and neglect including substance abuse in the home, domestic violence, and a variety of other stressors within families such as severe financial problems.

1. Interface with Child Welfare

There are situations where families being served by a CDJFS intersect with the child welfare system. Counties should give consideration to these situations when developing their PRC plans.

A county that chooses to use their PRC program to support child welfare services delivered through a separate PCSA must identify these services in a memorandum of understanding (MOU) between the CDJFS and the PCSA as well as include them in the county PRC Plan. See earlier chapters for more specific guidance regarding PRC Plan requirements.

Certain recipients of OWF cash assistance must have a self-sufficiency plan. Some of these recipients also have a child welfare case plan. PRC services may be incorporated in either plan or both plans. Coordination of these plans between the CDJFS and PCSA with the family is essential for supporting a family's success. For example, one case plan/self-sufficiency coordination issue is the timing of reviews. Agencies may wish to set up the self-sufficiency plan and case plan so that the Semi-Annual Administrative

Review and six-month re-application for OWF can be conducted at the same time. It is also good practice for the PCSA and the CDJFS workers to develop the self-sufficiency plan and case plan together with the family.

Each CDJFS and PCSA should work closely together to coordinate child safety issues for families that may include PRC services. Below are some recommended elements for consideration that may incorporate PRC services:

- Assessment: Define a process for a face-to-face meeting with parents to determine the ongoing needs of the family and continued safety of the children. Develop appropriate strategies that will assist families in meeting the needs of their children.
- Services: Provide information to the family regarding available services to meet the needs of the family.
- Communication and Support with the PCSA: An ongoing working relationship between staff of the CDJFS and PCSA to ensure child safety. A staffing plan should be developed to specify how this function will be managed by both the CDJFS and PCSA.
- Monitoring: The coordination of child safety issues should be monitored by both the CDJFS and PCSA and reviewed on a regular basis for any needed improvements.

2. Family-Focused PRC

A PRC program may include preventative or protective services to address treatment issues for eligible families. Some of the services that may be provided include family preservation services, family reunification services, respite care services, kinship care/navigator services, and community outreach. The following services are allowable PRC services for this targeted group. This is not intended to be a comprehensive listing of services but merely the more common PRC services funded by county agencies to serve this population:

a. Family Preservation

The objective of family preservation services is to preserve the family as a unit and prevent unnecessary placement of the children in alternative living arrangements. Family preservation services augment and expand the protection, supervision, care, and support that are provided through the primary family unit.

Adoptive families may be eligible for these services to the extent that they meet PRC requirements. Services include a variety of short-term, intensive, home-based intervention services. This would include case management and counseling for families experiencing a crisis that is so severe the children are at imminent risk for placement outside the family setting. Services are aimed at ameliorating the underlying causes of family dysfunction, are generally time-limited, of short duration and available on a twenty-four hour basis. Services may also include classes or other educational opportunities for parents or potential parents who want to acquire the knowledge and skills to be effective in their parenting role.

b. Family Reunification

These services target families with children in foster placement whose prospects for successful reunification are good. Reunification services include an array of supportive services needed by the family to attempt reunification, including supervised visitation in the home by the child, trial placement with the family and whatever home-based services are required to facilitate permanent reunification. Services may include home management instruction, parenting skills development, stress management, counseling, case management and tutoring. Services may also include classes or other educational opportunities for parents or potential parents who want to acquire the knowledge and skills to be effective in their parenting role.

c. Respite Care

Respite care services are those designed to provide temporary relief of child-caring functions that may include, but are not limited to crisis nurseries, day treatment, and in-home services.

d. Kinship Care/Kinship Navigator

These services provide information, referral and supportive services for relative caregivers, legal guardians or court-ordered legal custodians responsible for the day-to-day care of a minor child (not their biological child) residing with the caregiver. These may also include Kinship Navigator services such as identification of kinship caregivers, assessing needs, facilitating access to services, and information and referral to appropriate providers (e.g., legal services, child care services, respite care services, training, support groups and financial assistance). Some programs may include the development of community services to meet the needs of the kinship caregivers. Services may include classes or other educational opportunities for caregivers/custodians who want to acquire the knowledge and skills to be effective in their parenting role.

e. Community Outreach

Community outreach may include the use of billboards, print, and broadcast media, and other general community information/awareness activities designed to inform a general or targeted population about community needs and services available. Often community outreach is designed to prevent problems or at least prevent community and individual conditions from becoming more severe.

C. Youth in Transition

Youth in transition include teenagers and recent high school graduates who need to become productive, employable adults. A youth is a child who is less than 18 or is a child less than 19 if enrolled full time in secondary school or equivalent. Many of these youth face greater risk than middle- or higher-income children of poor educational, health, and social outcomes. Counties have the opportunity to focus on improving the well-being of youth within the welfare system by developing PRC programs to support a variety of

initiatives and programs. Youth education and support and teen pregnancy prevention are examples of some of the programs counties can use to serve youth.

1. Youth Education and Support Services

Youth education and support services can help communities prevent welfare dependency among future generations. Counties can provide creative services such as early childhood education, teen pregnancy prevention, stay-in-school initiatives, and other programs that aim to give children and youth the support and care they need for healthy development.

Some of the allowable PRC services for TANF-eligible youth include but are not limited to:

- After school programs,
- Family and youth intervention services (truancy prevention, mentoring and tutoring for personal growth, peer support, lice eradication, counseling and linkages), and
- Youth workforce preparation and employment programs.

Many counties are creating PRC programs to support initiatives under WIA to serve mutually-eligible youth. CDJFS are serving on the WIA Youth Councils to help coordinate youth development services in their local areas.

2. Teen Pregnancy Prevention

Preventing and reducing out-of-wedlock pregnancies is the third purpose of TANF. The federal law requires Ohio to establish annual, numerical goals for preventing and reducing the incidence of these pregnancies, with a special emphasis on teenage pregnancies. For information on the county goals refer to the Teen Birth Charts contained in Appendix D of Ohio's State TANF plan available at <http://jfs.ohio.gov/owf/plan>

Research has found that out-of-wedlock childbearing has many negative economic and social impacts, particularly for teenagers and their children. Teen parents who bear children early are less likely to finish high school, which contributes substantially to diminished employment prospects; and are more likely to receive government assistance. Children of these parents are more likely to be in poor health, experience fewer successes in school, and have more behavior problems (National Campaign to Prevent Teen Pregnancy, 2001). Pregnancy prevention services are not limited to needy families and can be targeted to individuals at risk of out-of-wedlock pregnancy regardless of economic need.¹⁹

¹⁹ Resources and References

- Welfare Information Network. January 2004. Resource for Welfare Decisions. "After School Programs for School Age Youth." Available at <http://www.financeprojectinfo.org/OST/>
- Welfare Information Network. 2001. Issue Notes. "Teens in TANF Families – Overcoming Barriers to Self-Sufficiency." Available at <http://www.financeprojectinfo.org/Publications/youthtransitionissuenote.htm>

According to the Department of Health & Human Services' guide, "Helping Families Achieve Self-Sufficiency", the following are some of the services that a county could consider for its PRC program that would accomplish purpose three of the TANF program:

- Family planning (including birth control), clinical and follow up services,
- Abstinence education programs,
- Pregnancy prevention programs and services for youth,
- Teen pregnancy prevention campaigns, and
- After-school programs that provide supervision when school is not in session.

D. Family Formation

Research studies support the belief that family formation and maintenance of two-parent families can play a crucial role in reducing many poor families' dependence on public assistance. In addition, findings from several studies have reported that children growing up in households without two parents are at greater risk of academic, physical, emotional and behavioral problems. Counties have the flexibility to design programs and policies to support families who want to form or strengthen their marriages.

Purpose 4 of the TANF program encourages formation and maintenance of two-parent families. The Department of Health & Human Services' guide "Helping Families Achieve Self-Sufficiency" includes the following allowable activities that a county may consider for its PRC program:²⁰

- Parenting skills training,
- Premarital and marriage counseling and mediation services,
- Activities to promote parental access and visitation,
- Job placement and training services for noncustodial parents,
- Initiatives to promote responsible fatherhood and increase the capacity of fathers to provide emotional and financial support for their children,
- Crisis or intervention services, and
- Employment & training and related support services.

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- Welfare Information Network. March 2003. Resource for Welfare Decisions. "Youth Development: An Update." Available at <http://www.financeprojectinfo.org/Publications/youthdevelopmentRN.htm>
 - National Governors Association. 2000. "Serving Children and Youth through the Temporary Assistance for Needy Families Block Grant." Available at www.nga.org .
 - National Campaign to Prevent Teen Pregnancy. <http://www.teenpregnancy.org> .

²⁰ **Resources and References**

- Center on Law and Social Policy's (CLASP) Resource Center on Couples and Marriage Center. Available at www.clasp.org
- Center for Research on Child Wellbeing. Fragile Families and the Marriage Agenda. Available at <http://crew.princeton.edu>

Licking County PRC Plan

Kinship Navigator

TANF Child Welfare Services

G. Kinship Navigator Services

AG definition for Kinship Navigator- A child under age eighteen (18)/age eighteen (18) and still attending high school or its equivalent and immediate family members in the household. Immediate family members include biological and stepparents, designated guardians or care givers, and biological and step-siblings in the household. Other adult household members will not be considered part of the AG.

Eligibility: At or below 300% FPG. Eligibility is based on information gathered in Application D.

Disqualifiers: Any one of the following AG characteristics will deem the applicant ineligible for services:

- ▶ Any members of the AG have outstanding OWF or PRC fraud overpayment balances – the outstanding balance must be paid in full prior to authorizing PRC services
- ▶ The applicant is not a U.S. citizen or legal alien
- ▶ Any members of the AG are fugitive felons or probation/parole violators
- ▶ Any members of the AG have an existing Intentional Program Violation (IPV).

Kinship Navigator Services	Description	Eligibility at or below 300% ^{FPG}	Caps per rolling twelve (12) month period
information and referral comprehensive information and access to legal services comprehensive information and access to child care respite care training comprehensive information and access to financial assistance evaluation and reporting	Kinship Navigator services provide an opportunity for the Licking County Department of Job and Family Services, Division of Children's Services to assist children and family members providing kinship care. The Kinship Navigator program is funded, in part, through TANF funds as outlined in the PRC Plan.	At least one child in the household must be a kinship care placement. The child must be a Licking County resident prior to placement.	n/a

H. TANF Child Welfare

AC definition for TANF Child Welfare- A child under age eighteen (18)/age eighteen (18) and still attending high school or its equivalent and immediate family members in the household. Immediate family members include biological and stepparents, designated guardians or caregivers, biological and step-siblings in the household. Other adult household members will not be considered part of the AG.

Eligibility: At or below 300% FPG. Child welfare services activities must meet a documented and specified purpose for the well-being of a child/children within the AG. Eligibility is based on information gathered in Application D.

Disqualifiers: Any one of the following AG characteristics will deem the applicant ineligible for services:

- ▶ Any members of the AG have outstanding OWF or PRC fraud overpayment balances – the outstanding balance must be paid in full prior to authorizing PRC services
- ▶ The applicant is not a U.S. citizen or legal alien
- ▶ Any members of the AG are fugitive felons or probation/parole violators
- ▶ Any members of the AG have an existing Intentional Program Violation (IPV).

TANF Child Welfare Services	Description	Eligibility	Caps per rolling twelve (12) month period
Child welfare services allowable under the TANF program include but not limited to: emergency housing services; domestic violence services; home-based services & mentoring programs; parent education and training; post adoption finalization services; respite care services; special services for alcohol and drug abusers; transportation services; voluntary or formalized court diversion activities & mediation	TANF Child Welfare services provide an opportunity for the Licking County Department of Job and Family Services, Children Services Division to provide services to assist in family reunification or to prevent children from being removed from the home. See definitions of eligible TANF Child Welfare Services)	at or below 300% FPG self declaration-application D Child/ren may reside in the family home or the child has been out of the home <u>less than a total of six consecutive months</u> The family has a Children Services reunification plan in place If the children are out of the home, the family must be actively working toward reunification, as verified by the Children's Services caseworker. Authorization of PRC services must contribute to the reunification process.	n/a

Definitions of Eligible TANF Child Welfare Services

Eligible services for TANF Child Welfare include certain direct services and case management/supportive services. The following services are allowable TANF Child Welfare Services under our PRC Plan:

Emergency Housing

Providing case management or supportive services as it relates to emergency housing needs including: making referrals, arranging for, and planning for emergency housing needs and services.

Domestic Violence Services

Domestic violence services are defined as providing direct assistance to victims of domestic violence and their dependents for the purpose of preventing further violence and may include but not be limited to: meals, transportation, housing referral services, legal advocacy, children's counseling and support services and other services to victims of domestic violence and their dependents. Other eligible services include providing case management or supportive services including: making referrals, arranging for and planning for care or services, planning, supervising and assessing results of care as it relates to domestic violence services.

Home Based Services

Home based services would include services provided to children and families in their own homes. The service is multi-faceted, immediate, intense, family-oriented, and generally time limited. This also includes case management, making referrals to, arranging for services, planning, supervising, and assessing results of Home Based Services.

Parent Education Services

Parent education is a teaching process to assist a parent, guardian, or custodian in developing the basic skills necessary to provide adequate care and support to a child in his own home. This also includes case management, making referrals to, arranging for services, planning, supervising, and assessing results of Parent Education Services.

Post Adoption Finalization Services

"Post-finalization services" or post-finalization adoption services" means services provided or arranged by Children Services to support, maintain and assist an adopted child or adoptive family anytime after finalization of an adoption. (Please see Addendum A for an elaboration of appropriate use of TANF dollars for post adoption finalization type services.)

Respite Care Services

Eligible services include case management, making referrals to, arranging for services, planning, supervising, and assessing results of Respite care activities. Respite Care services are services designed to provide temporary relief of child-caring functions which may include, but are not limited to, crisis nurseries, day treatment and volunteers or paid individuals who provide such services within the home. This service may be provided to a child placed in a foster home or with a relative as well as for a child in his own home.

Special Services for Alcohol and Drug Abusers

Services to provide a rehabilitation program for alcohol and drug dependent persons. Service activities include:

- ▶ Work with the individual, family members, and appropriate social service agencies to develop and carry out an individual rehabilitation plan.
- ▶ Providing or arranging for individual, family and group counseling.
- ▶ Services to assist the individual to recognize the danger of continued substance abuse.
- ▶ Case management services including; making referrals to, arranging for rehabilitation services, planning, supervising, and assessing results of services provided to alcohol and drug abusers

Transportation Services

Transportation Services includes arranging for or providing transportation to and from needed services, resources and facilities. (It may include the provision of escort assistance). Transportation provided to children/parents for visits are eligible as well as arranging, scheduling and monitoring visits.

The following services are not PRC eligible

- ▶ Foster care and out of home maintenance payments.
- ▶ Juvenile justice services.
- ▶ Any costs associated with children who do not live with a custodial parent or other adult caretaker relative, legal guardian, or legal custodian (Except for the 180 day provision or federal goals #3 and #4).
- ▶ Services available through other federal funding sources.
- ▶ Medical services with the exception of those services allowable under Ohio's 1996 IV-A state plan

I. Youth Programs

AG definition for Youth Programs- A child under age eighteen (18)/age eighteen (18) and still attending high school or its equivalent and immediate family members in the household. Immediate family members include biological and stepparents, designated guardians or care givers, biological and step-siblings in the household. Other adult household members will not be considered part of the AG. For youth services.

Eligibility: At or below 200% FPG- Eligibility based upon information gathered in Application B or C.

Modified Eligibility- Programs providing evidenced based approaches to assist with meeting TANF priority #3-Prevent and reduce the incidence of out-of-wedlock pregnancies and establish annual numerical goals for preventing and reducing the incidence of these pregnancies and/or TANF priority #4-encourage the formation and maintenance of two-parent families may be exempt from PRC income and family composition guidelines. Programs must provide evidenced based empirical data that support outcomes which meet TANF priorities #3 and/or #4 to be eligible for the modified eligibility process. Individual contractual agreements will reflect eligibility for the modified process.

Disqualifiers: Any one of the following AG characteristics will deem the applicant ineligible for services:

Licking County PRC Child Welfare Application

*(NOTE: Application may also be utilized
for Title XX/TANF Services.)*

Licking County Information

- Children in Placement Statistics
- TANF Expenditure History
- Table of Organization

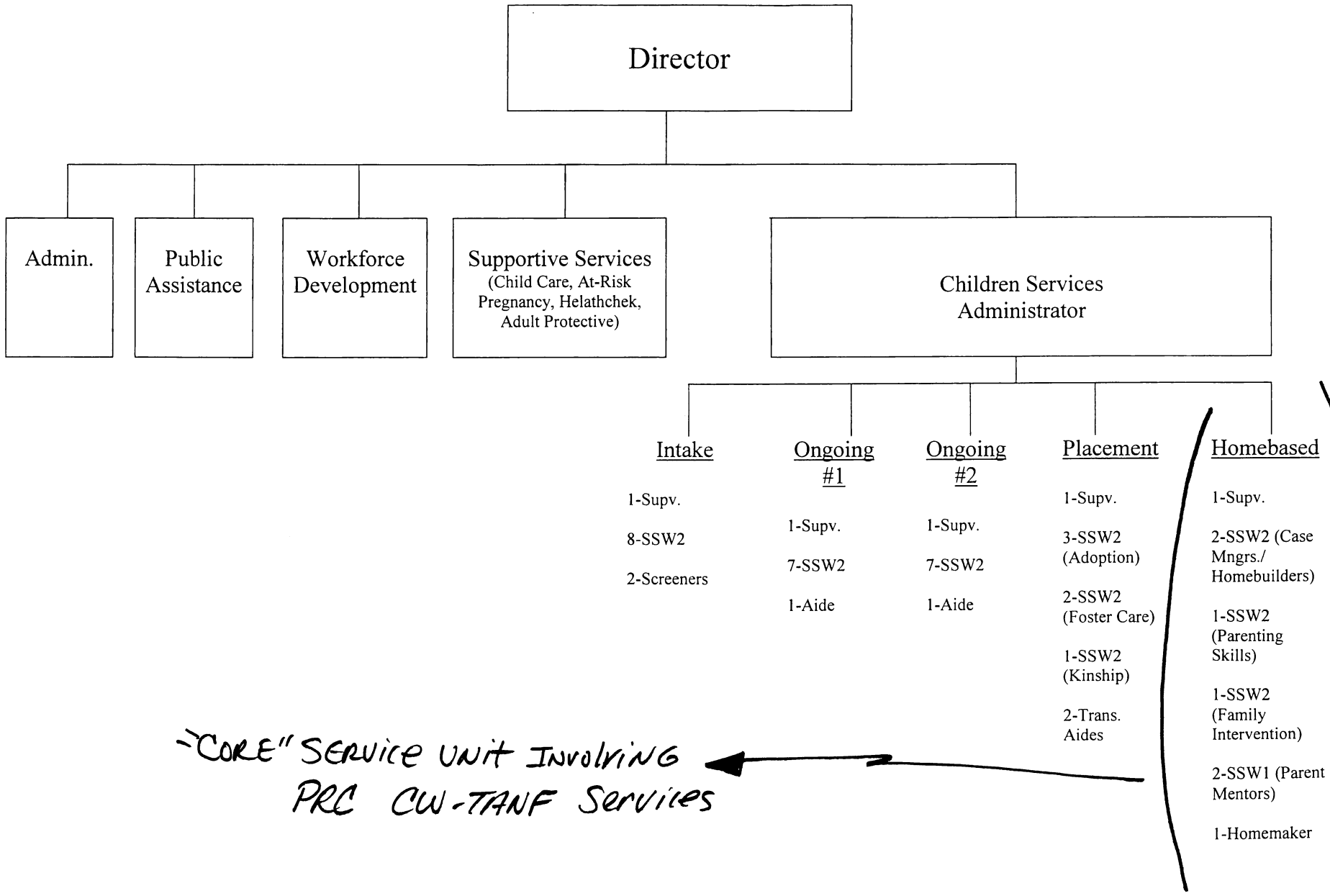
Children in Placement Statistics			
Year	# Children in Placement as of Jan. 1 each year	# Children entering Placement during year	Total Children served in Placement
1996	139	96	235
1997	131	116	247
1998	158	137	295
1999	198	111	309
2000	215	102	317
2001	234	140	374
2002	227	208	435
2003	300	150	450
2004	326	183	509
2005	309	158	467
2006	263	102 (as of 7/31/06)	365

Licking County
TANF/PRC & Child Welfare

Expenditure History

		<u>Expended</u>	<u>Average RMS Access</u>
CW/TANF	SFY02	\$231,770	2.87%
	SFY03	280,785	5.39%
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TANF	SFY04	343,644	6.30%
	SFY05	514,513	11.89%
	SFY06	460,338	8.96%

Licking CDJFS



HOMEBASED SERVICES STATISTICS
(Family Development Unit)
JULY 1, 2005 TO JUNE 30, 2006

Homemaker Services

- | | |
|-----------------------|-----------|
| 1. Number of families | <u>14</u> |
| Number of caregivers | <u>19</u> |
| Number of children | <u>30</u> |
2. Number of families who had custody of their children 11
3. Number of families with children in agency custody 3
4. Number of "preservation" families who kept their children 11
5. Number of "reunification" families who got their children back 0
6. Number of families who were PRC eligible 11
7. Average length of service 3.5 months

Parent Mentor Services

- | | |
|-----------------------|-----------|
| 1. Number of families | <u>33</u> |
| Number of caregivers | <u>45</u> |
| Number of children | <u>86</u> |
2. Number of families who had custody of their children 26 *
3. Number of families with children in agency custody 9
4. Number of "preservation" families who kept their children 24
5. Number of "reunification" families got their children back 7
6. Number of families who were PRC eligible 26
7. Average length of service 8.7 months

Homebased Services

1. Number of families 37
 Number of caregivers 61
 Number of children 95

2. Number of families who had custody of their children 32 *

3. Number of families with children in agency custody 6 *

4. Number of "preservation" families who kept their children 30

5. Number of "reunification" families got their children back 2

6. Number of families who were PRC eligible 31 **

7. Average length of service 3.6 months

Totals For: Homemaker, Parent Mentor, and Homebased Services

1. Number of families 84
 Number of caregivers 125
 Number of children 211

2. Number of families who had custody of their children 69 *

3. Number of families with children in agency custody 18 *

4. Number of "reunification" families got their children back 9 (50%) ***

5. Number of "preservation" families who kept their children 63 (91%) ***

6. Number of families who were PRC eligible 68 (81%) **

7. Average length of service 5.6 months

* One family had custody of one child and a second child was in foster care.

** One family with custody was over income for PRC.

*** Consistent with historical success rates of 86–92% after 12 months.

Parent Education and Support Group

1. Number of caregivers 68
 Number of children 85 +

2. Number of families who were PRC eligible

 12