

THE PREVENTION REPORT

The National Resource Center on Family Based Services

Spring 1994

THE PREVENTION REPORT is a publication of the National Resource Center on Family Based Services, The University of Iowa School of Social Work, 112 North Hall, Iowa City, IA 52242-1223, (319) 335-2200. Funding provided by the Children's Bureau, Office of Human Development Services [Grant #90CJ0955101].

We welcome articles related to family-based services from practitioners, administrators and other interested readers. Legislation, research, practice methods, new materials in the field, upcoming prevention conferences, as well as responses to articles appearing in this publication, are all welcome. Address inquiries or submissions to **The Prevention Report**, National Resource Center on Family Based Services.

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FAMILY PRESERVATION AND SUPPORT SERVICES Omnibus Budget Reconciliation Act of 1993

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This new legislation aims to promote family strength and stability, enhance parental functioning and protect children through funding of a capped entitlement to States to provide family support and family preservation services, which the law defines broadly. In addition, it offers States an extraordinary opportunity to assess and make changes in State and local service delivery.

There is widespread consensus in the child and family policy community that these new dollars can best be used strategically and creatively to stimulate and encourage broader system reform which is already under way in many States and communities. Because the multiple needs of these vulnerable children and families cannot be addressed adequately through categorical programs and fragmented service delivery systems, we encourage States to use the new program as a catalyst for establishing a continuum of coordinated and integrated, culturally relevant, family-focused services for children and families.

Olivia A. Golden, Commissioner, Administration on Children, Youth and Families
"Introduction to the Federal Guidance for Family Preservation and Support Services Program"

FAMILY PRESERVATION AND SUPPORT SERVICES PROGRAM

For many people, federal policy addressing the needs of families consists of stubborn laws, regulations, bureaucracy, and programs that they wish they could ignore, abolish, or change with a wish. Policy stands as testimony to a history of social development. At times the reforms of the past have become a lasting and indispensable part of our social landscape; at times, ironically, these same reforms become the obstacles of the future. But now, for a time, things are different. The intractability of federal policy is giving way to reform. With the new Family Preservation and Support Services Program, the government is implementing the first piece of major child welfare reform legislation since 1980. The first hurdle has been overcome: after years of effort, and at least one Presidential veto, the Family Preservation and Support Services Program passed last summer as part of the Administration's Omnibus Budget Reconciliation Act. But it is a long way from the passage of legislation to the establishment of programs. Now it is time for phase two, just as critical as the first: the states and the federal government—specifically, the Administration on Children, Youth and Families (ACYF)—will need to work collaboratively to plan for implementation of the legislation.

IN THIS ISSUE . . .

- Family Preservation and Support Services Program
- Suggestions for First-Year Planning
- Connecting Family Preservation and Family Support
- Cultures of Family Preservation and Support: Case Studies
- New Zealand's Family Decision Making Model
- New Zealand Model for Working with Chronic Adult Offenders
- PLUS
 - Research Exchange
 - News from the Center
 - Resource Review
 - Materials Available

It is the states which are responsible for the first-year planning process and for the preparation of a plan for the subsequent four years of funding. However, it is recommended that the states actively involve many groups in the planning process. For the information of the constituencies, agencies, and organizations which may become involved, the instructions under which the states will be operating are summarized below.

ACYF PROGRAM INSTRUCTION

The Program Instruction (or Guidance) for the Family Preservation and Support Services Program, issued by the Administration on Children, Youth and Families on January 18, 1994, provides states with the information they need to outline their planning process for the first year of funding and to prepare a strategic plan for service development and system reform in the subsequent four years of funding. The nearly \$1 billion

in funding over the five year period will be distributed based on the relative number of children needing food stamps in each state. The Program Instruction asks states to target family preservation and family support services, since there will not be adequate funding to ensure full statewide service delivery. It is suggested that states:

- Target services in areas of greatest need, and/or
- Target services to support cross-cutting community-based strategies.

The Program Instruction also emphasizes that services are to be community-based, involving community groups, residents and parents in the design and delivery of programs.

For the planning process itself, the Program Instruction stipulates the following:

- Joint planning between the state and the federal government is necessary to clearly outline priorities, target populations, goals and objectives, service gaps, overlaps in funding, other funding resources, other agencies with which to coordinate, and ongoing plans to ensure an efficient and comprehensive system.
- Approval will occur only if the plan is developed after consultation by the state agency with public and private non-profit agencies with experience in delivering service programs to children and families.
- The state may not use more than 10% of total federal and state expenditures for administrative costs. However, this does not apply for planning purposes in FY 1994. Funds for planning in FY 1994 are 100% federal—up to \$1 million per state. Any funds not used for planning are to be used for services.

FAMILY PRESERVATION AND FAMILY SUPPORT SERVICES DEFINED:

FAMILY PRESERVATION SERVICES:

"Services for children and families designed to help families (including adoptive and extended families) at risk or in crisis."

Such services include:

- (1) service programs designed to help reunify children with their families or promote adoption or other planned permanent living arrangements;
- (2) preplacement preventive services programs, such as intensive family preservation programs, designed to help children at risk of foster care placement remain with their families;
- (3) service programs designed to provide follow-up care to families after a child has been returned home;
- (4) respite care of children to provide temporary relief for parents and other caregivers (including foster parents); and
- (5) services designed to improve parenting skills.

FAMILY SUPPORT SERVICES:

"Community-based services to promote the well-being of children and families—designed to increase the strength and stability of families (including adoptive, foster and extended families), to increase parents' confidence and competence in their parenting abilities, to afford children a stable and supportive family environment, and otherwise to enhance child development."

Such services include:

- (1) in-home visits, parent support groups, and other services that are designed to improve parenting skills;
- (2) respite care of children to provide temporary relief for parents and other caregivers;
- (3) structured activities involving parents and children to strengthen the parent-child relationship; and
- (4) drop-in centers, information and referral services, and early developmental screening of children to assess their need for specific services.

Source: Family Preservation and Support Program

Some highlights regarding the application for first-year planning money are worth noting:

- Applications must specify the estimated amount of a state's FY 1994 allotment to be used for planning and include a five-year plan in the context of a comprehensive child welfare system.
- Applications must describe the planning activities and the active involvement of parents, Indian Tribes, community representatives, and a variety of other agencies and consumers.
- Applications must include how the state will assess needs and include specific data and data collection methods.
- Applications must deal separately with family support and family preservation services and must include a description of the target population and geographic areas. They must also estimate fund distribution between family preservation and support. If less than 25% of funds goes to either service, there must be ample justification.
- States must assure that funds under this program will not be used to supplant federal or non-federal funds currently expended for existing family preservation and support programs.
- Applications must describe how funds will link to other services (such as social, educational, juvenile justice, substance abuse, health, and mental health services) and must be filed by June 30, 1994.

GETTING STARTED: SUGGESTIONS FOR THE FIRST-YEAR PLANNING PROCESS

from: Ad Hoc Family Preservation and Support Implementation Group

The Ad Hoc Family Preservation and Support Implementation Group is a consortium of 23 national organizations [including the National Resource Center on Family Based Services—see box] which are concerned with family preservation and family support. Members have met several times since the passage of the legislation to formulate ideas for assisting both the federal and state governments with implementation. As a result of a meeting in January 1994, the Ad Hoc Group developed the following questions and answers which may assist states, providers, and community representatives with the planning process:

1. Who should contribute to the planning process?

- The Program Instruction encourages the "active involvement" of parents, consumers, advocates, Indian Tribes, court and community representatives, and a variety of state, local, and nonprofit agencies and community-based organizations having experience with services to families and children (including family support and family preservation programs, as mandated by law). Those involved should also reflect the racial and ethnic diversity of the families and communities served. The clear intent is a broadly inclusive planning process that goes well beyond the state's child welfare agency and its traditional network.
- Because many of these groups—especially family support programs and community representatives—are often not part of the traditional child welfare system, special efforts should be made to identify and actively involve them in the planning process.
- Steps should also be taken to include the views of staff who work directly with families—through surveys and focus groups of frontline staff as well as through their representation in a planning group.

2. How can parents' voices be an integral part of the planning?

- Parents, parent advocates, and other representatives of families should be part of the formal planning group.
- But it is not enough just to have the right people at the table. States should also consider the following strategies for actively involving parents (including foster and adoptive parents) in planning:
 - Provide special orientation and training for parents participating in the process.
 - Conduct surveys of parents.
 - Conduct focus groups with parents.
 - Work with family support programs and Head Start programs to tap into informal networks, such as parent support groups/or parents who routinely visit a neighborhood drop-in center.



- Work with home visiting programs to involve parents who may otherwise be hard to reach.
- Work with family preservation and family reunification programs to identify and involve families who have benefited from these services.

3. How does planning reflect community-level priorities?

- Community representatives who are actively involved in planning should include local officials and service providers, and others with experience as advocates for improved services for children and families.
- States should use a variety of strategies to move the planning process out of the meeting room and directly into communities, such as:
 - site visits to community-based programs;
 - town meetings and other community forums; and
 - surveys and focus groups to determine local needs, concerns, and priorities.
- Strong community-level planning should also be part of the state's effort. This is essential in order to determine needs, assess local capacity, and develop strategies to improve the actual delivery of services to children and families.

4. How can HHS be involved in the planning process?

- The Program Instruction stresses extensive joint planning between a state and its HHS regional office.
- States need not—and should not—wait for contact from HHS. States can actively involve regional office staff in the planning process in the following ways:
 - Contact the regional office early to convey the state's enthusiasm about the new program, and invite staff to participate in planning meetings.

- Keep regional staff informed of planning activities through frequent briefings or updates, both in writing and in personal visits.
- Ask regional staff for their suggestions and feedback, and ask for information about what other states are doing to implement the new program.
- Arrange site visits so that regional staff can see both existing and emerging family support and family preservation efforts in the state.

5. How can this planning be linked with other program planning efforts in the state?

- The Program Instruction stresses that "these new title IV-B funds can be used to build on and strengthen current planning efforts".
- First, consider incorporating planning for this program into ongoing state interagency efforts that share the goal of developing a comprehensive continuum of community-based care. These may be in the form of:
 - cabinet-level planning groups for children and youth;
 - legislatively-appointed commissions or task forces to strengthen child and family services; or
 - governors' reform initiatives for children and families.
- If the state elects to establish a new planning process for this program, the planning should be linked closely to the types of efforts listed above and to the following, more categorical planning efforts under way in most states and communities:
 - planning for P.L. 99-457 (Part H of the Individuals with Disabilities Education Act);
 - mental health planning under the CASSP program or similar interagency initiatives;
 - juvenile justice reform planning;
 - statewide child abuse prevention planning efforts;
 - education reform planning;

- health and welfare reform initiatives;
- planning for child care and Head Start networks;
- state and local planning for empowerment zones and enterprise communities, pursuant to the new federal program; and
- other comprehensive community development planning at the local level.

- Good linkages can be achieved by having overlapping members among these groups, holding joint meetings, sharing information systematically, and requiring joint review of plans and priorities.

6. How can needs, resources, and current capacity best be determined?

- The planning process can be used to develop and maintain data about needs, resources, capacity, and program impact that will strengthen service delivery for children and families for the next five years.
- The following types of data can be assembled and used to establish and monitor progress toward achieving goals:
 - Baseline and trend data about children's well-being, identified by local communities, so that areas of greatest need can be targeted. (The state's KIDS COUNT data can help provide information for this purpose.)
 - Inventories of current family support, family preservation, and other family-based programs, so that planning and new expenditures can build on existing resources.
 - Baseline and trend data about the state's utilization of out-of-home care (rate of entries, length of stay, etc.), in order to gauge the impact of the new services on families at risk of, or experiencing, removal of a child from the home.
 - Baseline and trend data about current state and local expenditures for child and family services, identifying the distribution of resources among preventive services, early

intervention, crisis-oriented services, and out-of-home care. (It is hoped that allocations among these categories will shift over the five years, as more preventive services are developed.)

No state will have all of these data at the beginning of the planning process, but by making data collection a priority—and by combining some of the federal dollars available for planning with the new 75 percent federal match for the development of data systems—the database will grow as the planning process continues.

7. Given that the new dollars available are a small part of a state's overall expenditures for child and family services, what strategic choices could make best use of these funds to strengthen community services and improve outcomes for children and families?

- Targeting.
 - Consider targeting the new dollars in several communities. The Program Instruction recommends that states consider targeting services to areas of greatest need and to support collaborative, community-based service delivery strategies.
 - The data collected to determine needs and to assess state and local capacity should help identify specific communities, populations, and priorities that would be appropriate targets for additional services and enhanced service delivery.
- The funding balance between Family Support and Family Preservation.
 - First, it will be important for the state to be clear about how family support and family preservation services are being defined and distinguished from one another, and how they can be connected.
 - Because the availability of family support and family preservation services differs across states, the Program Instruction does not

specify a minimum percentage of these funds that must be applied to either set of services. It does, however, require an "especially strong" rationale if the allocation to either is less than 25 percent.

- To help inform decisions about appropriate service allocations, the planning process should give particular attention to determining the scope and availability of existing family support and family preservation services, and assessing what additional resources are available for the different services.

FOR FURTHER INFORMATION

For a copy of the Program Instruction for the Family Preservation and Support Services Program, please contact the Administration on Children, Youth and Families (Dan Brown) at 202-205-8820.

For more information on technical assistance and evaluation in the planning and implementation processes, please contact the National Resource Center on Family Based Services at 319-335-2200, or the appropriate federal regional office of ACYF.

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CONNECTING FAMILY PRESERVATION AND FAMILY SUPPORT: THE FAMILY PARTNERSHIP PROJECT

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The Family Partnership Project is a collaborative effort of four major national organizations: The National Association for Family Based Services (NAFBS), the National Resource Center on Family Based Services, the Child Welfare League of America, and the National Resource Center for Family Support Programs (Family Resource Coalition). The Project, initiated over two years ago by NAFBS, is providing leadership to explore and build on the potential connections between family preservation and family support services. The goal of the Project is to describe how practice, program, and policy level connections can be developed to ensure that these services are delivered in ways that are truly responsive to children and families. Funding for the Wingspread meetings has been provided by the National Association for Family-Based Services, the Johnson Foundation, and the Edna McConnell Clark Foundation.

At a September, 1993, meeting at the Wingspread conference facility in Racine, Wisconsin, experts on family support and family preservation programs came together to explore the possible connections between these two important areas of service to children and families. The purpose of the meeting, sponsored by the Family Partnership Project (the Project), was to increase understanding of how family support and family preservation services can be delivered conjointly, or in other ways that are responsive to the needs of at-risk children and families. The objectives of the meeting included:

- Describing how selected programs are currently providing a combination of family support and family preservation services to families;
- Exploring the connections between these two programs and how they can be delivered in ways that families receive optimal benefit; and
- Developing a framework that states and communities can use to develop a strategy which addresses the needs of families "at the front end," by offering both family support and family preservation services.

This meeting at Wingspread was the second of two sponsored by the Project. The first, in December 1992, was used to develop a common language about family preservation and family support and to plan for the second meeting. However, by fall 1993, the

Family Partnership Project's work at Wingspread was given special urgency due to the passage of the new Federal Family Preservation and Support Program under the Omnibus Budget Reconciliation Act of 1993. Since the Project began well before the idea of connecting family preservation and family support was even a gleam in Congress's collective eye, the partners were surprised to find their work suddenly at the center of intense national interest. Thus, the outcomes of the second meeting have enhanced significance for states which are now looking to develop their planning process under the new legislation.

SHARED CHARACTERISTICS AND DIFFERENCES

Participants at the 1993 Wingspread meeting included representatives from the four sponsoring organizations; other national leaders in family preservation and family support; planners and program staff from three states with well-developed family support and preservation programs; directors from four integrated, community-based family preservation and support programs; two administrators from the Administration on Children, Youth and Families; a social worker from the Fond du Lac Reservation in Minnesota; and representatives from the funding bodies. Ranging from line program staff to federal administrators, these participants described many common values and characteristics between the family preservation and family support programs. These include:

- Empowering families by having them set their own agenda and by giving them the tools necessary to meet their legitimate needs.
- Building on family strengths.
- Keeping families together, healthy and safe.
- Seeing families as a whole and as part of a community.

MISSION STATEMENT developed by Wingspread Participants

By integrating family support and family preservation services, we will:

- Make available a wide variety of family support and family preservation services to strengthen and meet the needs of families in a way that is determined by and respectful of families themselves.
- Develop and maintain services which are prevention-oriented, accessible, empowering, nurturing, and culturally competent.
- Promote services which are holistic and provide continuity for families.



- Believing that families which receive support are more capable of supporting themselves.
- Having services which are culturally sensitive and culturally competent.
- Respecting parents.
- Promoting a nurturing relationship between the provider and the family.
- Believing in self-determination, the family members' rights to speak for themselves.
- Providing services which are located in the community, are convenient, respond quickly to need, and focus on prevention.
- Providing both educational and concrete services which are tailored to family needs.
- Enhancing informal as well as formal support networks for families by providing networking, advocacy and linkages.
- Understanding the reciprocal responsibility between families and communities to care for and nurture one another.

While the commonalities are strong, participants at Wingspread also noted important differences:

- Family preservation programs focus specifically on families whose children are at risk of placement and are referred to the service by the formal child welfare, juvenile justice, or mental health system. Family support programs tend to be available to all families. These community-based programs focus on particular neighborhoods and/or encourage participation by variously defined "high risk" families.
- Family preservation programs are time-limited while family support programs are open-ended or of longer duration;
- Family preservation programs are characterized by a relatively high degree of

availability and a twenty-four hour crisis intervention strategy, while family support services are more often available during center hours, which are set by families or oriented towards their convenience.

- Family support programs actively involve consumers in program planning and often as program staff. This is less common among family preservation programs.

PROGRAM CONNECTIONS

Participants discussed some of the ways that these programs can be connected. All agreed that family support and family preservation services are critical elements of any response to at-risk children and families, and, whenever possible, there should be pathways between the two services so that families can be connected from one service to another as the need arises. Participants reported that there were few places in the country where formal work has been done, either within or across agencies, to build these connections.

Several types of potential connections were identified. They include:

1. **Separate Parallel Services.** Family support and family preservation services are provided in the same community, but there are no established linkages between the two programs. Depending on local assessment, this may indicate a readiness for more structured collaboration. Alternatively, this may be a desirable, albeit passive, linkage needed to allow emerging programs to develop.
2. **Sequential Services.** Family support and family preservation services are provided one after the other, with referrals passing between the two programs. For example, a family might be participating in family support services but, because of an intensified crisis which places their child at risk of out-of-home placement, they are referred to a family preservation program. Subsequent to the family preservation service, the family may then be referred back to family

support services for follow-up. In order to make this connection work, it will be necessary for the programs to have common assumptions about the nature of family-centered services, and a readiness for limited interagency agreements.

3. **Linked Services.** Family support and family preservation services are provided simultaneously to the same family, although the services are still provided by separate entities. Mechanisms for ongoing communication and contact—which may include case consultation, teamwork and data exchange—have been established between the two programs. For example, a family might be participating in family support services when a crisis precipitates a referral to family preservation. The family support and family preservation workers then coordinate their planning jointly with the family, while both services continue to be provided. This linkage, requiring extensive agreements, a consistent process of collaboration, and shared assumptions about the nature of family-centered care, is well suited to work with high risk, high needs families.
4. **Integrated Services.** Both family support and family preservation services are provided through the same organization and are delivered to the family sequentially or simultaneously as needed. Services may not be differentiated into commonly recognized program components. For example, program eligibility might include both families without child protection issues and families who have a child at risk of removal. The duration, intensity and type of services might be based on individual family needs, not on programmatic requirements. This form, a mature organizational culture of family preservation and support, realizes the goals of family preservation with less of its conventional program structure.

At Wingspread, participants learned about four programs providing family support and family preservation services that draw on these connections. A paper on these programs, entitled "Creating Cultures of

Family Support and Preservation: Four Case Studies," is available from the National Resource Center on Family Based Services [see p. 24 and order form on p. 27].

Wingspread participants agreed that there is a need for more discussion about the best way to go about building the connections between family preservation and support. Some participants preferred a grow-your-own, community-based approach which is organized around what families and children say they need. Others wanted to give program models or approaches a more central role in planning for connections, but with community needs and resources and desired outcomes clearly in mind. Negotiating this divide between discovering optimal program structure and insisting on maximum local control is critical to creating connected programs.

OBSTACLES

Participants discussed the difficulties of providing family preservation and family support in a coordinated or connected fashion and recommended solutions to these difficulties. Some of the barriers were:

- Turf issues, confidentiality and scarce resources.
- Different perspectives or "mindsets" regarding the families served.
- Mandated families' depleting the resources in voluntary family support programs.
- Separate, categorical funding, leading to a lack of flexibility in staffing and programming.
- Lack of models for and/or skills in cross-program collaboration.

Solutions to these difficulties were suggested at the local, state, and federal levels. The solutions reflected a number of themes:

- Increased customer/consumer participation in planning and delivering services.
- A clear planning process, informed by

good data, which includes consumers and community members each step of the way.

- "Community-building"—recognizing the strengths of the community and shaping a community response to needs.
- Interagency collaboration and inter-agency agreements—at local, state, and national levels.
- Fiscal reforms and incentives that make collaboration and flexibility not only possible but desirable.
- Modeling at the national level of the kind of collaboration, consensus building, and problem-solving which must take place in states and communities to fully realize the benefits of these services for children and families.

Participants agreed that knowing what children and families need in a community, knowing their strengths and resources, and being clear about desired service outcomes, are key prerequisites to developing a system of supports and services which will strengthen and preserve families for children. In some communities a grass-roots approach which is informed by knowledge of successful program approaches will work best. In others, where individual family support and family preservation programs already exist, the challenge will be to build connections between them that make sense for the families served and for their communities.

PLANNING THE FUTURE

Finally, Wingspread participants did their own strategic planning, focused around the implementation of the new legislation. This discussion included the outline of a five-year plan emphasizing the systems change potential of the new legislation.

Year I

- (1) Orient initial state plans toward a five-year strategy with a long-range goal of universal coverage with connected systems of family support and family preservation.

- (2) Include in the participatory planning process, in addition to consumers, the state system public service directors, private providers, local decision-makers, key legislators, and representatives from higher education.
- (3) Establish a planning sub-group to make recommendations about desired outcomes, data collection, and evaluation. Include front line workers who ask the questions and in-state and out-of-state evaluation professionals/experts.

Year II

- (1) Establish an interagency, independent governance body and authorize it to:
 - (a) carry out the state plan
 - (b) identify core services
 - (c) issue requests for proposals
 - (d) develop regulations and policies
 - (e) manage evaluation, quality control and advocacy

Year III

- (1) Begin implementing the state plan's family support and preservation services, focusing on specific target populations, building on existing services with established players, and infusing best practices.
- (2) Based on experience with connecting family preservation and support services, evaluate implications for and develop plans related to the reconfiguration of the delivery system of state services.

Year IV

- (1) Implement plans for reconfiguring the state's delivery system.

Year V

- (1) Implement the reconfiguration plan statewide, in different stages and phases of development, and reallocate state family preservation and family support funds according to the plan.

NEXT STEPS FOR THE FAMILY PARTNERSHIP PROJECT

While the results of the second Wingspread conference were dynamic and exciting for participants, the partners have been equally pleased to see many of the ideas and suggestions from that conference included in the Program Instructions from the Administration for Children, Youth and Families regarding the new legislation. Beyond Wingspread, the Family Partnership Project has developed and is developing products to assist states and communities in forming critical connections between family preservation and family support programs. These include:

1. **Working Paper.** "Creating Cultures of Family Support and Preservation: Four Case Studies." A joint project of the National Resource Centers on Family Support Programs and Family Based Services, published in September, 1993.
2. **Briefing Paper.** The Child Welfare League of America is preparing a report to follow up on the Wingspread meetings, outlining the accomplishments in summary form, identifying additional program examples, and posing the questions that planners need to ask as they go about planning for and delivering these services. In progress.
3. **Model Descriptions.** The Family Resource Coalition is completing a project that will list descriptions of a diverse array of family support program models. In progress.
4. **Conference Presentations.** Workshops on the Family Partnership Project have occurred/are planned for NAFBS, FRC, and CWLA national conferences in 1993/1994. In progress.
5. **Conference Collaboration.** Since the 1995 conference for NAFBS will be in Chicago, the Project is working to arrange joint presentations with the Family Resource Coalition.

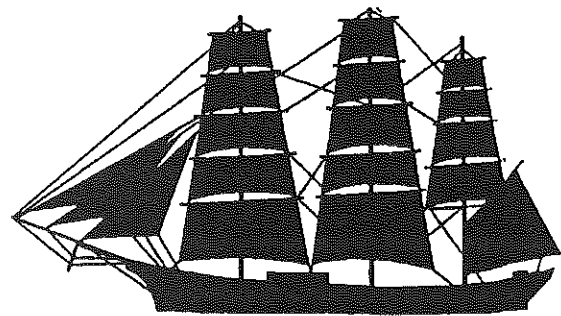
In summary, the Family Partnership Project was initiated to gather new information about the ways in which family preser-

vation and family support services can be connected in order to benefit children and families. Much remains to be done, but the conversations begun at Wingspread are now occurring in every state as agency officials, planners, providers, community leaders and families strive to implement the Family Preservation/Family Support Program. At the heart of this important venture is the commitment—the same commitment which led to the formation of the Family Partnership Project—to ensuring that the supports and services that families need to stay together and stay connected are truly available to families across America.

A Note on the Wingspread Experience

Wingspread is a conference facility near the shore of Lake Michigan in Racine WI. Designed by Frank Lloyd Wright as a residence for the Johnson family, its current purpose is to provide a site for the Johnson Foundation to host small conferences addressing some of the most important ideas and issues circulating among teachers, trainers, researchers, and policymakers. Dick Kinch, Johnson Foundation program director, in a farewell toast, saluted the Family Partnership Project. He said he was impressed with the sophistication, the practicality, and the commitment of the Project. This was significant, he claimed, because he spoke "as someone who saw the world saved twice a month all year 'round."

**Eighth Annual NAFBS
Empowering Families Conference
SEIZING THE OPPORTUNITIES**



**December 7-10, 1994
Boston Marriott Copley Hotel
Boston, Massachusetts**

**Watch for registration materials in August!!!
Mark your calendars now for December 7-10.**



CREATING CULTURES OF FAMILY PRESERVATION AND SUPPORT: FOUR CASE STUDIES

by: John Zalenski, Ph.D., NRC/FBS

Editor's Note: Following is a short summary of the working paper for the Family Partnership's Wingspread Conference in September, 1993, as described on pages 7-8. [The full document is available from NRC/FBS. See the listing on page 24 and the order form on page 27.]

This paper—the first to specifically address linkages between these two social movements for the reform and improvement of services to families—examines four distinctly different types of programs with the aim of delineating as many features as possible which are relevant to successful collaboration.

Emphasis is laid on the policy context for family preservation and support services. Both family support and preservation services share common values about the importance of healthy families to the well-being of society as a whole. They both emphasize building on strengths, creating empowerment strategies, and encouraging self-sufficiency. They share a common knowledge base and even, in some accounts, common institutional origins in the Settlement House movement. However, the two movements have developed along separate policy tracks. Bringing the two together requires significant reform, and will likely change both.

The four programs are described briefly below.

The Lower East Side Family Union (New York City)

The Family Union operates in a distressed urban setting, a relatively “service rich” environment but one without many family-centered care options. The Family Union’s family-centered intensive case management center operates with the use of teams reflecting the cultural and ethnic makeup of the neighborhoods in which they are based. The “integrated services

practice model” uses a family-centered approach to activate the families’ professional and informal support network. As a program with a long history, it embodies significant practice wisdom in the establishment and institutionalization of service innovations.

The Addison County Parent Child Center (Middlebury, Vermont)

The Addison PCC, set in rural Vermont, began as a demonstration project for support work with adolescent parents. Since then, it has developed as a multi-service program serving predominantly adolescent families and others. Operating through an “outreach, center, network” model, the program combines home-based services, center-based education, therapeutic child care, family therapy, and concrete services, and sponsoring programming in other community institutions. Its model promotes systems reform through interagency work and family-centered practice. It has become a model for legislated Parent Child Centers throughout the state.

Walbridge Caring Communities (St Louis, Missouri)

Walbridge is a school-linked service collaboration project recently celebrated on the PBS television special on family support. Rooted historically in the community schools movement, and founded through an interagency state initiative, Walbridge com-

bines a core of family-centered intervention services with a variety of community determined family support programming. Building from the strengths embodied in the Afro-centric culture concept, Walbridge exemplifies state-of-the-art school-based collaboration.

The Family Resource Center of Eau Claire County (Eau Claire, Wisconsin)

Originally established through a county-issued RFP responding to a state task force addressing the need for a continuum of child welfare services, the Family Resource Center (FRC) operates as a center and a home-based interagency collaboration. Family preservation and home-based parent aide services combine with center-based parenting education classes, therapeutic foster care programming, reunification services, and drop-in support services. The FRC’s inclusion of reunification services in the support and preservation mix is a noteworthy recognition of the need for a full continuum of services. The FRC exemplifies a type of program likely to be developed under the new federal legislation.

In the paper, these programs are examined according to significant program variables. Among these are community context, program history, organizational structure, staffing, services, and evaluation. Variables are analyzed with attention to the process of creating cultures of support and preservation.

A NEW/OLD PRACTICE TO CARE FOR CHILDREN: NEW ZEALAND'S FAMILY DECISION MAKING MODEL

by: John Zalenski, Ph.D., NRC/FBS

There were old people in the arbor, and they were all very glad to see me, and they called me by my Indian name. And to each one, face to face, weeping, I spoke his name. Mammedaty, Aho, Pohd-lohk, Keahdinekeah, Kau-au-oainty. I saw the old woman Ko-sahn, who was my grandmother's close friend, who told me many things. She seemed to know of everything that had happened to us, the coming out people, from the beginning. She was very old, and I loved the age in her; it was a hard thing to come by, great and noble in itself. I remained there for many days, I believe. In the evenings we told stories, the old people and I.

N. Scott Momaday
The Names

"De old gray mare she ain't what she used to...." and neither is any clientele of major American public policies. If at first you don't succeed (in recalling an example of either improving the caliber of clientele or returning responsibility for them to the localities whence they came), try again, after calling to mind "the five de's—deinstitutionalization, demedicalization, deeducation, decriminalization and (our old friend) decentralization."

Aaron Wildavsky
Speaking Truth To Power

N. Scott Momaday's memories of his ancestors, his experience of the wisdom of his extended family, and Aaron Wildavsky's ironic summation of American policy trends are fitting guides for a look into the implications of both the current federal family preservation and support initiative and New Zealand's family decision making model.

The new federal program in the U.S. attempts to reorient family policy toward enhancing the well-being of families before suffering and hardship mandate a response from the system. The guidance for implementing the legislation calls for broadly based planning that includes community and parent participation. This departure in family policy will ultimately create conditions to put more power into the hands of families

to decide their own development needs. To accomplish this successfully, the program planners must be willing to trust families and to place the means—organizational, financial, personal—to achieve success in the hands of families themselves.

Now, of all times, there is an appreciation of the perspective obtained from looking at the way family services have developed in other countries. Innovations in practice that hold promise to make a difference for families stand out in an environment energized by the prospect of change. This is true now, as the experience of New Zealand and the development of family decision making are reviewed.

THE NEW ZEALAND FAMILY DECISION MAKING MODEL

While it is tempting to proceed in the comparison from the basis of the legislation involved, there is a need for a culturally competent understanding of a country's legislation—its origins and the context in which it operates.

Family decision making, as it is known in New Zealand, is included as a part of The Children, Young Persons, and Their Families Act of 1989. But its roots are far deeper than that, deriving from the cultural struggle between the native Maori population, a "first nation people," and the English settlers of New Zealand. Harry Walker, in his contribution to the volume *Family Decision Making*, discusses the attitudes of the early settlers. The culture of the Maori—their economic practices, their values, and the intricate kinship ties sustaining their society since time out of memory—was dismissed as the way of life of "natives" mired at a "lower stage of evolution" (as the ways of thought of those times put it). The culture was denigrated, referred to by local (English) officials as a "bestly communism" to be "stamped out" (1991, Ch. 1, p. 4).

As a result of this brutal mindset, the culture of the Maori and the rich sustenance of its kinship relations were suppressed, replaced by the political-legal bureaucracy of the colonizers. Walker cites *Te Puaio-Te-Ata-Tu*—a report from the late 1980s challenging the domination of Anglo-New Zealand culture, and important to the course of reform—as saying that the new state replaced traditional leaders with appointed administrators, replaced indigenous tribal law with its own legal process, and supplied permanent government enforcement to insure the dominance of the new arrangement (1991, Ch. 1, p. 4).

This domination extended across major social institutions and, until recent times, also facilitated, in the domain of child welfare practice, the reign of the "expert," whose Anglo-American knowledge base argued for a New Zealand version of a child rescue mission with an emphasis on foster care placement in cases of abuse. The denigration of Maori culture and the devaluing of kinship networks continued in the guise of professional expertise as it had previously in the guise of political and legal development.

It is rare, however, for a culture to fail to emerge from a period of repression. The life of a people calls to the present for justice. In this instance, two factors bear mentioning. Studies in New Zealand indicated a risk of abuse for children in foster care, and *Te Puaio-Te-Ata-Tu*, a Ministerial Committee Advisory Report from the Maori perspective, publicly advanced the rights of the Maori in the area of social welfare. Treaty provisions one hundred and fifty years old recognized *tino rangatiratanga*—the authority of the Maori people over its resources, including its human resources. This legal precedent acknowledged the rights of the Maori to make decisions for their own families. In addition to this legal precedent, however, the cultural precedent for family

decision making was so deeply rooted as to reside in Maori creation myth.

This process of social development, only hinted at in the above discussion, found legal status in The Children, Young Persons, and Their Families Act of 1989. Grant Allan, from a family lawyer's perspective, addresses the significance of the Act in terms that might well serve as a rallying cry across national systems.

It is time to acknowledge that within our legal system, we ought to create legal space for the operation of traditional institutions like families, to do the job they have been doing for thousands of years. State "caring" agencies are the historical aberration in the arena where decisions are made about the children of families. It is time for the agencies and we professionals to find ways to hand back to client families, wherever possible, the power to decide about their own children. (1991, Ch. 6, p. 7)

This acknowledgment by a representative of "the system" is significant, but in its emphasis on "decision making" (after all, rational choice is the decision making model of choice in liberal democratic society) it underplays the richness to be gained by opening a system (any system) to cultural diversity. The Maori leader Te Kakapawaiho Tibble suggests this richness:

Return the authority of the tribes to the tribes, of the sub-tribes to the sub-tribes, of the families to the families, of the individuals to the individuals, who represent as the multiple self, the generations of the past and the present. (Walker, 1991, Ch. 1, p. 10)

Keep this quotation in mind, let it fertilize your thoughts. Its suggestion of the link between the individual and the people—past and present—holds a key to implementing and using family decision making.

The most difficult feature of adopting family decision making is the need for representatives of the child welfare system to gracefully surrender power within a professional culture which has for generations defined itself through a hierarchical relation between the doctor and the patient, between the clinician and the client, between the

"knower" and the "known." What do we do without effective control?

This aspect of the family decision making model is nothing new. This dismantling of professional hierarchies is all around us. From the work of solution-focused therapists who facilitate an interactive discovery of answers to customer-defined problems, to family-driven family-centered services, to the new U.S. legislation for family support and preservation mandating community input in state planning processes, power is shifting. The family decision making model provides a model for making that happen.

HOW DOES IT WORK?

Understanding the family decision making model requires an appreciation of the social context within which it operates. Mandatory reporting laws, child protective services investigative practices, the relative experience of child welfare practitioners with family-centered services, the degree of cultural competency, and the history of multicultural understanding within the child welfare system, as well as the nature and the importance of extended family relations, will all shape the use of the family decision making model. In New Zealand, key points in the process include:

1. investigation of a (non-mandated) report of abuse by the Department of Social Work (or police),
2. the provision for the safety of the child (if necessary through removal of the offender, temporary placement with a relative, or placement outside the family),
3. the organizing of the family decision making conference by the "care and protection coordinator," and
4. the family decision making conference.

The overall effort of the process aims at mobilizing the system of "support and sanction" (Garbarino, 1992) needed to assure development and well-being for children. It does so through recognizing that support and sanction depend on the resources available within the family system.

The family decision making conference is the core of process. It determines the plan for the safety and development of the child. The success of the conference depends on broad participation. The conference includes as many members of the extended family as possible. Making this happen may require the use of state funds to bring family members from other parts of the country or even from overseas. It may include the use of teleconferencing for absent members, or at least the solicitation of their views in writing. For those who raise a cry over the expense, advocates point out that long term foster care and residential care are far more expensive. Setting up the conference is not simple.

At times the parents of affected children have to be convinced of the desirability of inviting family members. Under most conditions, non-blood family members are excluded from the conference, and, under certain conditions (pertaining to the well-being of the victim of abuse), the alleged perpetrator and/or the child will be excluded. Occasionally, when parents cannot be convinced of the fact that relatives have valid rights in determining the treatment of nieces and nephews, the family decision conference proceeds over their objections. They must in the end consent to attend, and they must ratify the results, of course. Obviously, some of these practices have implications for those interested in adapting the model to other settings.

The importance of the extended family to the model should not be underestimated, for a number of reasons. The extended kinship network is the foundation of traditional Maori culture, and so the return to that form, whenever possible, is critical to recreating the cultural validity of the practice. From a practical standpoint, the extended kinship network is necessary to provide adequate information: who knows what about whom. This will help determine the best plan for a child. In one case study, an uncle considered to be the best prospect for a substitute living arrangement was removed from consideration because another relative had confidential information about his past.

More intangibly, however, the extended family provides the balance and the counter-



balance—of experience and perspective, reason and emotion, value and judgment—necessary to make the best decision. The family decision emerges from the collective wisdom of the family system itself, not from a rational calculus of pros and cons. The now famous proverb "it takes a village to raise a child" conveys the sense of collective wisdom that goes into planning a child's safety and well-being. Raising a child, attached to parents, linked with family, merging with kin, a part of a community, sustaining a culture—raising a child. These relationships comprise what Clifford Geertz (1973) calls "webs of reciprocity" to support, to nurture, to protect.

The family decision conference takes place in a relaxed, comfortable setting, where a family can plan to settle in—for days, if necessary. Every family conference is different. Social workers facilitating the conference provide food and refreshments to encourage the atmosphere of a family gathering. Having started the process, social workers and professionals brief the family, providing the family with all information pertaining to the case. Then the professionals leave and either wait nearby or remain on call, in case the family needs additional information or explanation. On occasion, professionals will be asked to stay, to provide ongoing facilitation or guidance in the decision making process. The family conference coordinator remains available to help the family in cases where other family issues take over the meeting. Family members are assured absolute confidentiality. Nothing said in a family conference can be used against a family member. From this process a plan for the child emerges. The coordinator records the decisions and makes sure everyone agrees with the written version. Practical questions are raised, and steps necessary to carry out the plan are decided. A review date is set to reconvene to evaluate how the plan is working and to deal with conflicts emerging as a result. The law specifies that social workers are bound to honor the decisions of the family whenever possible.

BRIEF CASE ILLUSTRATION

The child, an 11-year-old girl, went to school with extremely serious visible bruising.

ing. Complained of being hit by her stepfather. Child examined by the Public Health Nurse.

The school reported information to the Department of Social Welfare, which arranged for a full pediatric examination.

The Department contacted the mother. The mother acknowledged that her daughter was not safe, as she had been hit by her stepfather, and further abuse was likely to happen. She decided that her daughter could stay with her maternal grandmother in another town.

Stepfather was advised of allegations. He threatened to stop the girl from going to her grandmother's, so a warrant was taken to remove the child, and a complaint action was laid at court. This action was taken to support the mother's decision and to negate the stepfather's intervention.

At the first court appearance, the parents acknowledged the child was in need of care and protection. A lawyer was appointed by the court to represent the interests of the child, and the matter was adjourned, with the child in the custody of the Department with leave to place.

The child's appearance was excused at this court hearing. She was at the time being cared for by her grandmother in another town, on a temporary basis, as the grandmother saw herself as being too old to care for her granddaughter on a long term basis.

Following the court appearance, social workers called on the mother and stepfather to explain the "new" method of working in terms of whanau decision making. The stepfather resisted strongly, claiming it was his and his wife's business and nothing to do with anyone else.

Social workers made arrangements so that the kin of the child, including the birth father, were invited to attend a meeting, all this despite continuing protestations by the stepfather. The stated purpose of the meeting was for the family to make a decision which was in the best interest of the child.

The participants in the meeting were arranged by one of the mother's sisters and included two other sisters and their spouses, the natural father, the mother, and the stepfather. There were also two pre-adolescent nephews. The family totalled 11.

In addition to this group, there were two Department of Social Welfare workers and legal counsel for the child.

The social workers and the child's counsel attended the initial part of the meeting. They explained to the family they had become involved because of a formal complaint of physical abuse of the 11-year-old child who was related to them. All of the information held about the child—the reports from the school, nurse and pediatrician—was made available. When the information giving was completed, the three non-family members left the meeting. They told the family that, if it was necessary to clarify any points, they would be available in another part of the building to assist.

Before leaving the family, the social workers guaranteed support for whatever the family decided.

After two hours the stepfather left the meeting. One hour later the family had made their decision. During this process the family had asked the lawyer to come in for a brief period to explain to them the legal options.

The family decision was supported in the court, and the complaint action was withdrawn.

Decision. Additional Guardianship and Custody to the aunt by consent of the parents.

Resourcing. Fare to the home of the maternal grandmother. Girl returned to aunt at no cost to the Department. (Smith & Featherstone, 1991, Ch. 4, pp. 10-11)

SUMMARY

Adapting the family decision making model to an American setting raises many issues. But bringing the principle to bear on a child welfare system working to support and preserve families is more clear. Raising a child, attached to parents, linked with family, merging with kin, a part of a community, sustaining a culture—raising a child.

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Editor's Note:

As indicated in the last issue of *The Prevention Report*, we had hoped to publish in this spring issue an article by Charles Waldegrave and Kiwi Tamasese from The Family Centre in Lower Hutt, New Zealand. Lack of space prevents our doing so, but we hope to print it in an upcoming issue. Thank you for your patience!

USING A MODEL THAT COMBINES SYSTEMS THEORY WITH DEVELOPMENTAL THEORY IN WORK WITH CHRONIC ADULT OFFENDERS AND THEIR FAMILIES

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 and
 Brian Pegler, B.A., B.Com., Dip. Soc.wk., CQSW

*Prisons have thick walls
 so Christ will not see what
 man does to his fellow man.*
 Oscar Wilde

NEW ZEALAND CRIME AND THE PRISON SYSTEM

New Zealand has an unacceptably high prison population—second (in proportional terms) only to that of the United States of America. Justice Roper, the current Minister of Justice, publicly maintains that New Zealand must rethink its options. In 1987 Justice Roper chaired the group which produced the now renowned Roper Report. It maintained that not only did prisons not work, but offenders invariably came out of prison in a far worse state than they were when they went in. The report observed that "It is not unfair to say that the public now has the community it deserves" and called for alternatives to the present prison system (Ministerial Committee of Inquiry into Violence, 1987).

Unfortunately, a strong faction of the

New Zealand public believes in punishment—"Lock 'em up and throw away the key." This group appears unable to realize that eventually the criminal comes out of jail and returns to the community, and that the rehabilitative programmes inside prison are woefully absent or inadequate.

The Justice Department has not restructured itself yet and still sees its main function as being one of imprisonment. A recent crime prevention strategy paper (CPAG, 1992) builds on the Roper Report and calls for a co-ordinated crime prevention strategy, pointing out that there are a relatively small number of chronic offenders who are responsible for a disproportionate amount of the crime and that only a comprehensive, well co-ordinated, long-term prevention strategy would be effective for them. This has yet to be implemented.

Historically, recommendations from government-commissioned reports are significantly diluted as they go on to become policy. The Roper Report has been around

several years and its recommendations are still only being talked about—no action has yet been taken.

INTRODUCTION

The project of the Christchurch Therapeutic Trust (the Trust) arose from an awareness of the need for a non-residential therapeutic service dealing with family dysfunction. It resulted from the ideas of three ex-residential social workers, all of whom had worked for the New Zealand Department of Social Welfare. They noted that behavioral intervention and custodial attitudes did not result in the desired positive long-term outcome for young people in state residential institutions. The young people maintained that they were being reabused by the system that was supposed to protect them. They claimed that the staff's punitive and controlling behaviours merely replicated the abuse they had previously received from their parents—and also replicated the young people's responses of anger and closed-minded stubbornness. These three social workers felt

strongly that there had to be a better and more effective way to help young offenders (who would potentially become adult offenders) to resolve their difficulties, change their destructive behaviours, and deal with the pain and ghosts from their pasts.

Prominent local people were persuaded to become involved, collective ideas and concepts were made into foundation documents, and in December 1990 the Christchurch Therapeutic Trust was instituted as a charitable trust. It was intended that this agency would specialize in working with multi-dysfunctional families. In these founding documents there is particular emphasis on the abuse and state-dependency cycle—unhealthy and destructive ways of behaving that had become more prevalent in New Zealand.

The group was particularly aware that there were families who had been state-dependent for two or three generations—families whose members appeared to have little hope for the future and knew little or nothing of personal responsibility. Knowing few other options, they were parenting the future generation much the same way that they had been parented. All their experiences to date had served only to reinforce their negative beliefs, attitudes and behaviour. As a result, they hated the world and everyone in it. Their situation was not the result of making bad, mad, or poor choices; it was the result of having only limited knowledge of alternatives from which they could choose.

AIMS AND OBJECTIVES OF THE CHRISTCHURCH THERAPEUTIC TRUST

The aims of the Trust were few but basic—to confront root causes of family dysfunction and state dependency, and to develop treatment programmes which were preventive and holistic in their approach, and which taught families the skills necessary to be healthy and independent.

TARGET GROUP

It was decided to pilot and develop the model with adult offenders and their families who were able to meet certain criteria.

These criteria included chronic recidivism of at least ten years' duration, dependency on state benefits, a multi-dysfunctional family situation, the presence of young children, commitment to the family unit, and motivation to change their condition.

PROGRAMME

The programme is intensive, long term, and holistic; it covers every need—from basic budgeting to the prevention of child abuse. Psychotherapy is the primary component in the programme, though this is supported and combined with social work and counselling, as well as with education in social skills, health care, and positive and safe parenting. While overall support is an important factor, the psychotherapeutic component is crucial. It traces (or tracks) the symptoms of offending—and other psycho/social behaviours such as drug and alcohol abuse—to the original cause, which discloses why the person has needed to act out in these ways.

TEAM APPROACH

Each family has its own individual team, which consists of primary therapists for each of the adults, therapists/counsellors for any of the children who are demonstrating a need, a social worker, and/or a family coordinator. Each team is supervised by a highly trained and experienced psychologist or psychotherapist who has special knowledge and expertise with the offender population. There is also the option of couple work and group therapy for clients. Other consultants and specialists, as needed, are also part of this team. At least one team member is available to each family out-of-hours for emergencies. Any extra services needed by a family—e.g., residential parenting courses—are purchased for the family by the programme.

ASSESSMENT

Each family is independently assessed—by either a clinical psychologist or a psychiatrist—at the outset, and again at the end of the partnership. This may also be done during engagement, if the need is identified. The purpose of the initial assessment is to make certain that each family is suitable for

the programme, and that no gross psychiatric disorder appears evident which would make the programme inappropriate.

MODEL

The model the Trust has developed combines systems theory with developmental theory. The team wraps itself around the family—imitating Winnicott's "holding environment"—intending to model and mirror for the family personality features that have inevitably been absent from the original family. The team members offer encouragement and validation as they affirm the strengths in the family. Without being judgemental or intrusive, they also acknowledge the difficulties. Team members advocate on behalf of the family with the state system—this is both necessary and an important part of the family's coaching.

TRUST RESPONSIBILITY

The Trust operates a private programme. It is answerable to its funders, to its sponsors, to the clients themselves, and to the board of trustees. It has no statutory mandate, and its intent is to work within the framework of both the New Zealand Children, Young Persons, and Their Families Act (1989) and the Criminal Justice Act, provided that a client's confidentiality can still be maintained. Each family has its own "partnership" contract with the Trust, and exclusions to confidentiality—in order to comply with "the best interest of the child" and the viewpoint that "the public at large" is at risk—are indicated in this contract. The Trust views the term "partnership" as very important.

CLIENT PAYMENTS

It is recognized that the client families cannot afford to pay for the programme's service and treatment. However, it is also believed that paying even a nominal sum gives a family some power and control of its own direction and is therapeutic in itself. Leon Festinger (1957), in his cognitive dissonance theory, would support this concept.

LONG TERM GOALS

The Trust is aware that relying on state

assistance for a project such as this puts it in a position similar to its clients, and it intends eventually to become independent of government assistance. This will take some time to achieve, however, as it will be essential to have a financially secure basis from which to work.

BENEFITS TO THE COMMUNITY

This project has the potential for great savings—in health dollars, justice dollars, welfare dollars, and education dollars, as it affects all four areas. The calculated cell cost for one offender is NZ\$500,000 throughout his prison career. It is estimated that this project has saved the Justice Department alone NZ\$190,000 since its inception four years ago. However, the project will also benefit not only the present generation of dysfunctional adults, but also the future generation who would undoubtedly have followed the patterns of their parents. It therefore must be considered to be both rehabilitative and preventive.

AGENCY APPROVAL

The project has been approved as a service that meets the requirements under the New Zealand Children, Young Persons, and Their Families Act (1989).

UNIQUENESS

It is believed that this is one of the few services in the world which works long term and comprehensively with adult chronic offenders and their entire family system. The concept has been structured so that it can be utilized in other systems—e.g., Social Welfare, Education, Health, and Justice.

PROJECT OUTCOMES TO DATE

With regard to outcomes, the Trust is in the position to speak only in anecdotal terms, as constant financial restraints have required it to select and work with only a small number of families. Nor has it been in the position to employ a researcher.

All ten of the offenders who have participated in the programme thus far are chronic, repeat offenders. Information from

nine of these offenders shows that all offended as young people (the youngest at 8 years old), all had left school by age 16 (with two leaving by age 7), all had committed violent crimes, and 50% had used violence in their homes. Overall, these nine offenders admitted to 22,000 crimes, victimizing approximately 40,000 people with 173 years of combined offending. Drugs and alcohol were featured in all but one of their histories. These offenders have parented 29 children, and one of the primary motivating factors for their participation in the project has been their concern for these children. An additional motivating factor has been ultimatums from partners/spouses.

These offenders and their families are at different stages of programme participation. Since all have patterns of persistent offending coupled with immature and impoverished personalities, it is wise to keep expectations reasonable. To define success as being "offending free" would not be reasonable. Therefore, our project has defined success as "a significant reduction in offending patterns and frequency, coupled with any significant social and/or personality changes, e.g., employment, taking responsibility for violence, reduced violent behavior." By this standard, four offenders and their families could be deemed "successful," two could be seen as "failures," and for four offenders, it is too soon to evaluate their progress. Of the successes, some changes have been dramatic, including pronounced improvement for all family members. For example, at the time of acceptance into the project, one offender had 23 years of offending behavior and had committed 300 burglaries before the age of 13. His partner, a minor offender, was in a drug rehabilitation program, and his three children were all in care with destructive behaviors. Today, this "offender" has been crime-free for 2.5 years and has excellent reports from the school he is attending. His wife is working and the children are all doing well.

CONCLUSION

It seems self-evident that no one sets out in life to become a prisoner. It is not a state to be desired. Prisoners are created, not born, and, just as they were initially created,

they can be "re-created" through intensive therapeutic input. Those in prison are also imprisoned in themselves. They have two sets of bars—bars on buildings and bars on their souls.

This article began with a quote from Oscar Wilde—that prison walls are thick so Christ can not see what man does to his fellow man. It is easy to become reactionary to people who commit crimes, as they are not an attractive group. It is important to recognize, however, that they are people just like those in the rest of society. They have hopes, fears, aspirations and emotions, though much of their reality has become pained and distorted. Society ignores them at its peril.

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RESEARCH EXCHANGE

A Publication for Researchers in Family Based Services

SPRING 1994

Volume 3, Number 2

EVALUABILITY ASSESSMENT OF FAMILY PRESERVATION: Research Development Institute, Empowering Families 1993

by: Ed Saunders, Ph.D., NRC/FBS

Editor's Note: The National Resource Center on Family Based Services organized the annual Research Development Institute for NAFBS's Empowering Families conference, held on November 10, 1993, in Fort Lauderdale, Florida. This year's institute featured a presentation and panel discussion on the evaluability of family preservation programs, based on a study conducted by James Bell Associates for the U.S. Department of Health and Human Services. Presenting the "Evaluability Assessment of Family Preservation Programs" was Elyse Kaye, Vice President of James Bell Associates. The panel of respondents included Kristine Nelson, D.S.W., Professor of Social Work at Portland State University, Jacquelyn McCroskey, Ph.D., Associate Professor of Social Work at the University of Southern California, and David Haapala, Ph.D., Executive Director of the Behavioral Sciences Institute. Following is a summary of this presentation.

CONCLUSIONS FROM THE STUDY

The purpose of the evaluability study was to develop an evaluation design which could most effectively assess the achievement of goals of family preservation services. As Ms. Kaye writes in the introduction of the report, "An evaluability assessment is designed to (1) identify differing goals and perceptions of program operations among stakeholders; (2)

clarify areas of agreement and disagreement, as well as those issues that remain unresolved; (3) describe the program operating environment and its effect on program implementation and evaluation; and (4) develop an evaluation design that takes into account these factors in addition to issues of data availability and methodology" (Kaye & Bell, *Evaluation Design*, p. iii). Ms. Kaye's approach, and the reaction it generated among panel members and Institute participants, are briefly described below.

The stakeholders interviewed by Ms. Kaye included policy makers, program managers and program staff. Differences among these groups focused on "family preservation goals and measures," "program context," "defining the target population: imminent risk criteria," and "family preservation program operations." An analysis of these issues resulted in these conclusions:

- Procedures must be established for ensuring that families referred for family preservation are truly at risk of experiencing imminent foster care placement.
- An evaluation design—one that employs random assignment of families to either a treatment or control group, or that establishes a comparison group of families referred but not served due to lack of program capacity—should be implemented.

- Initially, an evaluation should be limited to programs employing a similar treatment intervention. Programs similar to Homebuilders model in terms of duration, intensity and 24-hour access to in-home services should be included for consideration.
- Contextual factors, which are likely to vary among program sites, may seriously impact on findings. These variables must be identified and their effect documented as part of any national evaluation.

IMMINENT RISK OF PLACEMENT

In an attempt to study the "imminent risk of placement" criterion, Ms. Kaye proposed the development of specialized referral protocols which do not allow child welfare workers to directly refer cases to family preservation providers. Under the proposed plan, only a supervisor or judge who had determined imminent risk could refer a family for services. Discussion of the first conclusion—the need to establish that the only families served by family preservation programs are those in which children are at imminent risk of placement—focused on the fact that many families are presently receiving family preservation services beyond those at risk of child placement. In the absence of family support programs, child welfare workers nationwide are referring multiproblem families—families which can benefit from intensive, family-

based services—to family preservation programs, even when a child is not at immediate risk of placement. Conference participants voiced concern that evaluations of the effectiveness of family preservation services must move beyond a simple examination of placement rates, because of the varying needs of families. To stake the future of family preservation on placement prevention does not recognize the many other legitimate goals of these programs. Other comments focused on the proposed referral process which, as Ms. Kaye noted in her report, may be compromised by workers intent on maintaining their decision-making autonomy.

RANDOM ASSIGNMENT

The issue of random assignment of imminent risk cases to either an experimental (treatment) group or a control group was also met with skepticism by some conference participants. Ms. Kaye writes that "control group cases would not be eligible for family preservation services. Presumably these cases would be placed in foster care as initially planned; however, this may not always occur" (Kaye & Bell, *Evaluation Design*, p. 44). This plan was challenged on both ethical and pragmatic concerns, the latter focused on potential problems of assignment based on service availability. It was observed that several studies had already attempted to use an experimental/control study (including one presented by Dr. McCroskey and colleague during the Conference). In the *Final Report*, Ms. Kaye also discusses alternatives to the random assignment plan. She writes, "If random assignment is not feasible, an overflow model might be an acceptable alternative for establishing a control group under certain conditions (e.g., the number of potential cases exceed program capacity, referral patterns are not influenced by knowledge of availability of program slots)" (p. 76).

LIMITING STUDY TO A SINGLE MODEL

The limitation of study to Homebuilder models of family preserva-

tion drew the most animated discussion among panel members and Institute attendees. In her report, Ms. Kaye observes that this choice was based on knowledge of this model among policy makers and the desire to focus on programs that are of a similar design and are consistent with the highly-intensive, short-term model of Homebuilders. Several Institute participants challenged the assumption that other models should not also be tested, since the testing of alternative models could serve as a mechanism to determine the efficacy of several models rather than simply one model. It was suggested that enough is currently known about other models to warrant their inclusion in any examination of program effectiveness. Another challenge was based on the recommendation that data should not be aggregated across program sites. The recommended sample size of 660 cases per site (as the size required to detect a change in placement rates) was challenged on pragmatic considerations if cross-site evaluation was not utilized.

CHILD WELFARE DECISION-MAKING

In an attempt to understand the basis on which child welfare workers refer cases to family preservation service providers, Ms. Kaye suggested that evaluation designs that focus on the broader context of decision-making in child welfare were also needed. Two approaches are presented in Kaye and Bell's *Final Report*.

First, in states with sophisticated computer systems that link data on child protective services investigations with referrals for home-based services and foster care placements with costs, analysis of aggregate statistical data could address questions concerning the role of formal criteria as well as demographic and other case characteristics in decisionmaking. The second approach involves a qualitative analysis of the decision-making process based on extensive interview with administrators and workers about the factors that are examined in determining whether or not a case is closed, referred for ongoing protective or preventive services, referred for family preserva-

tion, or placed in foster care. The focus of this analysis would be to determine not only formal criteria for decisionmaking but, more importantly, the informal criteria, belief systems, resources, program constraints, or external factors that play a role in determining case actions. (p. 78)

OTHER DISCUSSION

In addition to these issues, the 75 Institute attendees engaged in lively discussions of variable measurement as they sought to articulate the larger goals of family preservation services and how they might best be evaluated.

These discussions continued over lunch and into the remainder of the Conference. They continue beyond the reaches of Fort Lauderdale and occur in provider agency cubicles among staff and administrators, in government offices among policymakers at the state and national level, and among academics in their ivory towers. Join us next year at the Research Institute of the 8th national conference in Boston to share your views in this important ongoing dialogue!

REFERENCES

- Kaye, E. & Bell, J. (1993, February). *Evaluation design: Evaluability assessment of family preservation programs*. Arlington, VA: James Bell Associates.
- Kaye, E. & Bell, J. (1993, May). *Final report: Evaluability assessment of family preservation programs*. Arlington, VA: James Bell Associates.

EVALUATION ISSUES: INTEGRATING FAMILY SUPPORT AND FAMILY PRESERVATION

by: Miriam Landsman, M.S.W., NRC/FBS
Ed Saunders, Ph.D., NRC/FBS

With the new legislation regarding family preservation and family support, state and local agencies will be considering how to evaluate the programs developed under this initiative. The following recommendations are offered as state and community based agencies jointly develop their evaluation plans.

- States should identify the constituencies within their states which have a stake in the development and outcome of programs which will be sponsored through this new federal initiative. The "information needs" of each of these constituency groups must be identified before a data collection strategy can be initiated. For example, state legislators may be interested in the cost-effectiveness of the new program models, while the program directors may be especially interested in assessing the quality of their efforts.
- States should identify for all constituencies how the connection between family support and family preservation programs is to be defined. For some, this "connection" may mean separate but parallel services; for others, sequential service delivery, and for still others, fully integrated services within the same agency.
- States should determine if new, integrated programs will be developed within their States in regard to geography, populations served, amount of funding, etc.
- States should clearly define the overall objectives which they expect local programs to meet. The objectives are provided in the context of a mission statement and expressed values which the States believe are important to family support and family preservation programs. Subsequently, each program will develop detailed objectives which focus on its specific model of connected family support/family preservation.
- States and local programs should agree on the types of information which must be collected, based on the generic and specific objectives of the State/local programs.
- The decision-making process with respect to what information needs to be collected should be a "collaborative one" between the State and local programs, rather than an autocratic, top-down approach.
- States should employ an evaluator who can facilitate the standardization of data, wherever possible, among local programs. This person should have expertise in the evaluation of family support and/or family preservation services. A primary function of this individual will be to assist agencies in designing their program evaluations and to negotiate what information should be shared with the State.
- States should develop Management Information Systems which will be the repository for standardized data which is collected at the local level. Much of this information will be process evaluation data—for example, demographics of persons served by the programs, number of staff serving families, amounts of money spent on various program elements, etc.
- States should expect that local programs will develop program evaluations that include both process and outcome information. To ensure that programs have sufficient resources to evaluate their local efforts, States should require that a minimum of 10% of program budgets be allocated for program evaluation services.
- As programs mature in the development of their service delivery systems, States should promote more sophisticated evaluation strategies. For example, after Program A has been operational for two years, it might be encouraged to consider using a matched comparison group in the third year to evaluate elements of its program model. Premature use of experimental methodologies in developing programs may compromise the efficient start-up of integrated service models.
- With respect to the development of new models of integrated practice within agencies, the State should promote systematic formative evaluations within these agencies to provide a mechanism for program change as early as possible in the development process.
- States should expect that programs may identify different outcomes for family support efforts than for family preservation efforts, although some outcomes will be shared between them. Outcomes may include changes in knowledge among clients, changes in client behavior, changes in client attitudes/beliefs, changes in the environment of clients (e.g., income, housing), changes in family composition, changes in utilization of services, etc. In addition to these types of outcome data, process evaluation data will focus on who was provided service, by whom, in what amounts, at what costs, in what type of political/economic/social context, in which program element, etc.
- States should ensure that all program evaluations provide evidence of cultural appropriateness/sensitivity.
- As part of its evaluation efforts, States should systematically study the barriers to the connection of family support and family preservation and adjust policy, as necessary, to minimize these barriers.
- States should promote longitudinal research within agencies that examines the long-term effects of family support and family preservation efforts on children and families.

These proposals are made with the assumption that States have sufficient money to carry out these mandates, that States have sufficient administrative support to carry out these mandates, and that States recognize the value of these strategies.

The Maltreatment of Children with Disabilities

by: Ed Saunders, Ph.D., NRC/FBS

A recent report, *The Maltreatment of Children with Disabilities*, claims that:

- About 36 of every 1,000 children with disabilities are maltreated. This rate is 1.7 times higher than the rate for children without disabilities.
 - Among maltreated children with disabilities, the incidence of emotional neglect is 2.8 times greater than for maltreated children without disabilities; physical abuse is 2.1 times greater than for maltreated children without disabilities; sexual abuse is 1.8 times greater than for maltreated children without disabilities; and physical neglect is 1.6 times greater than for maltreated children without disabilities.
 - Among maltreated children, children with disabilities are more likely to be male, White, from one-child families, and over age 4 than children without disabilities.
 - Most frequently cited disabilities among maltreated children were serious emotional disturbance, learning disability, and speech or language delay or impairment.
 - For 47 percent of maltreated children with disabilities, the child's disabilities reportedly led to or contributed to maltreatment. The disability reportedly led to or contributed to maltreatment for 76 percent of maltreated children with physical health problems, for 67 percent of maltreated children with serious emotional disturbance, and for 59 percent of maltreated children who were hyperactive.
 - Overall, maltreated children with disabilities differed little from maltreated children without disabilities on characteristics of caretakers and perpetrators.
- About 42 percent of families of maltreated children with disabilities were known to Child Protective Services (CPS) prior to maltreatment recorded for this study.
 - Children with disabilities were most frequently referred by schools and law enforcement sources.
 - Children with disabilities were less likely than children without disabilities to have their cases closed at substantiation.
 - CPS caseworkers were more likely to keep cases open longer than 90 days for children with disabilities than for children without disabilities.

These data were collected from 35 CPS agencies selected to be nationally representative. CPS caseworkers provided data on all cases of maltreatment substantiated during a 4- or 6-week period in 1991. Data were collected on 1,249 cases involving 1,834 maltreated children. Follow-up interviews were conducted with caseworkers responsible for these cases. NCCAN, which was responsible for this study, contracted with Westat and James Bell Associates to conduct the study.

Recommendations include:

- Risk assessment approaches used in CPS agencies should include child's specific disabilities as a risk factor.
- CPS workers and professionals who come into contact with children with disabilities should be educated on relationship between maltreatment and disabilities, on identifying disabilities, on identifying possible maltreatment, and on making appropriate referrals for these children.

- State and federal systems for reporting information on cases of maltreatment should include uniform information on whether or not children have disabilities.

- CPS caseworkers and professionals in other settings should provide specialized services to prevent maltreatment in families with children with disabilities.

- Future research should continue to study the relationship among child maltreatment, race/ethnicity, and disabilities, and on the causal relationship between disabilities and maltreatment.

Information for this research note was obtained from Scott Crosse, Westat; and Deborah Jones, PACER Center, Minneapolis. PACER provides consultation and training for parents and professionals serving young children with special needs and their families.

The full report, *The Maltreatment of Children with Disabilities*, is available from the National Clearinghouse on Child Abuse and Neglect Information, 1-800-394-3366.

NEWS FROM THE NATIONAL RESOURCE CENTER ON FAMILY BASED SERVICES

The "news" this spring is that we have legislation *with funding* for Family Preservation and Family Support Services. That means work for us in assisting you. But first, a local bulletin.

Our most important announcement is the "addition" of Dr. Ed Saunders to our work family. Since Ed has worked on neglect research with the Center, he is not really new to us. However, he is assuming a new role. We are very pleased that Ed has recently been appointed as the UI School of Social Work Faculty Research Coordinator. In this role, Ed, who is an Associate Professor, will coordinate the Center's research projects with those of faculty from the School. He will also work closely with Miriam Landsman, our Research Director, in research and evaluation projects and in integrating research with our training programs and information services.

Ed has had contracts with numerous federal agencies to provide program evaluation and has also conducted evaluations and provided consultation for public health agencies, social service agencies, and hospitals. Ed serves on many state policy task forces and councils, including the Iowa Family Development and Self-Sufficiency Council and the Iowa Council on Early Intervention Services, of which he is currently chair. Ed is the author or co-author of more than 20 articles and has addressed many state, regional and national conferences on issues of child welfare, maternal and child health, and mental health. We welcome Ed's expertise in early intervention and in the health and welfare systems, since these will be critical issues for human services in the coming years.

Since last fall, Center staff have been active in several arenas which are instrumental to the implementation of the Family Preservation/Family Support legislation. We have participated, with 21 other national organizations, in the Ad Hoc Family Preservation and Support Implementation Group to prepare recommendations for the Administration on Children, Youth and Families

(ACYF) about the Federal Program Instructions. As noted in the cover article of this newsletter, the Ad Hoc Group also developed a list of questions and answers for states which are now embroiled in their planning processes. In addition, the Center's Director, Marcia Allen, has been an advisor to the AAMFT Family Impact Seminar in its development of Roundtable discussions on issues pertaining to the legislation. Center staff have been in focus groups about the legislation and have presented at both national and regional ACYF conferences. Continued work on the Family Partnership Project (as documented in the second newsletter article) has proved to be extremely valuable in beginning conversations about the relationship between family preservation and family support. Similarly, the working paper by the Center's Information Director, John Zalenski, on case studies of four integrated family preservation and support programs, has been a runaway best seller (see summary piece on p. 10 and description on p. 24).

In the midst of all this external activity, the Center is in the process of developing new technical assistance and evaluation products to assist states in planning for and implementing services under the new legislation. We will be available to consult with states on systems assessment, program planning, policy and procedures review, organization and staff development, as well as program implementation and evaluation. With evaluation, we can help with:

- Developing evaluation objectives and an appropriate design
- Selecting outcome measures, instruments and key indicators
- Developing and monitoring data collection procedures
- Using data for program enhancement
- Analyzing data for specific local concerns
- Including cultural competence in family-centered evaluation
- Utilizing client follow-up
- Assessing cost-effectiveness

Good evaluations will be vital to assessing the impact of the Family Preservation/Support legislation in the next four years. At that time, one year prior to the end of funding, Congress will be deciding whether to reappropriate money for Title IV-B, Part 2. We have to be ready to demonstrate that this Family Preservation/Support funding was well used and that more would be of even greater use in strengthening and stabilizing families.

Also on the research front, the Center is continuing its work with the Milwaukee Public Schools-Department of Human Services Collaborative Project, funded by the Philip Morris Foundation. The final report and companion family assessment manual from our NCCAN-funded research study on family functioning and child neglect will be available within a few months. Following this will be the results of our experimental study of the impact of length of service on case outcomes and cost-effectiveness in three intensive family service programs. Evaluations in progress include (1) a demonstration project to enhance permanency planning for children in residential care, an OHDS-funded project of Iowa DHS and Four Oaks; (2) with the Iowa Consortium for Substance Abuse Research and Evaluation, an evaluation of a comprehensive substance abuse treatment program for adolescents; and (3) evaluations of two family support projects conducted by the Hawkeye Area Community Action Program with HUD and Head Start funding.

Not to overlook the Center's training department, we have trained over 500 participants in various workshops since last fall. In addition, we are about to begin a round of training for all child welfare and juvenile probation staff in the Alaska Division of Family and Youth Services on the principles and practice of Family-Centered Services. Having established categorical family preservation services in various parts of the state, Alaska is now anxious to assure family-centered practice throughout the state system.

New Resources for Family-Based Social Services

by: Amy Kakavas, NRC/FBS

Rosilind Cartwright and Lynne Lamberg. (1992). *Crisis Dreaming*. New York: Harper Perennial.

A clearly written book explaining the purpose of dreaming and the benefits dreams have. Explores dreaming during times of crisis, dream therapy, and self help. Practical methods for understanding how dreams help us recover, cope and heal. Offers a discovery of dream dimensions, their identification, and how we can change our dreams for a greater appreciation.

Richard J. Gelles and Donileen R. Loseke. (1993). *Current Controversies on Family Violence*. Newbury Park, CA. Sage Publications.

This book covers a number of types of family violence presented by several contributors. Included are physical assault, date and acquaintance rape, over-reporting, and under-reporting. The book also explores the correlation of violence and substance abuse, and the intergenerational transmission of violence. It also offers views on the prevention of abuse, and works through the controversies and definitions surrounding this topic.

Harriette Pipes McAdoo. (1993). *Family Ethnicity: Strengths in Diversity*. Newbury Park, CA. Sage Publications.

This is a wonderful source for increasing the effectiveness of people working with ethnically diverse populations. The book offers both historical and current information on several ethnic groups. Included are African American kin networks, Hispanic elderly, Muslim families, and Native American kinship. Also included is information on the Chinese-American and Korean-American immigrants, their socialization, and marriage patterns. The book also discusses the concepts of assimilation vs. accommodation, and the inequity of poverty, and the

issues of isolation and discrimination among the groups mentioned.

Thomas Moore. (1994). *Soul Mates: Honoring the Mysteries of Love and Relationship*. New York. Harper Collins.

Relationships fulfill the needs of the soul—we have the desire to love and connect. This book offers the reader conditions under which the soul can thrive. Explained throughout are the concepts of attachment, intimacy, marriage, friendship and community in relation to the soul. The book offers an understanding of how to bring soul into relationships and how the soul can bring a family together. This is not a book of advice, but rather one in which a person may learn to experience all aspects of life as it relates to the soul. Painful experiences can be enriching, and change is made via the imagination.

William H. Chafe. (1993). *Never Stop Running: Allard Lowenstein and the Struggle to Save American Liberalism*. New York. Harper Collins.

Allard Lowenstein was admired for his work in the civil rights movement, the anti-war protests and other activism such as the "dump Johnson" campaign and the freedom vote. This book offers insights to the political and personal aspects of Lowenstein's life, and his activism. It is a personal look at the toll which political activism can take and the determination of one of America's foremost activist leaders. This biography also helps explain the influential dynamics of liberalism.

The Policy Exchange. (1993). *Solving the Maze of Federal Programs for Children and Families: Perspectives from Key Congressional Staff*. The Institute for Educational Leadership.

This report discusses the symptoms of fragmented federal programs for children and families, why coordinated programs are so rare, what Congress could do to increase federal programs for children and families, and what the Clinton administration can do to make federal programs more understandable. This issue includes identification strategies for improving coordination among committees and agencies; it also offers a summary of insights on these topics, from people in positions of influence.

Michael Burns. (1993). *Time In: A Handbook for Child and Youth Care Professionals*. Burns-Johnston Publishing.

A practical book for the child and youth care worker. The book offers discussions on understanding and providing an environment for play. Includes activities for children with special needs. Outlines play group development and its maintenance. Explores emotions and guided imagery, art, and storytelling. There are over 50 exercises to increase readers' awareness and encourages personal growth.

Phyllis Rothman and Irene van der Zande et al. (1990). *Parent/Toddler Group: A Model for Effective Intervention to Facilitate Normal Growth and Development*.

This report places an emphasis on infants and toddlers—their needs as well as their parents'. It offers a model for intervention and covers areas of age related issues and concerns, and special problems such as aggression, self destructive behavior, language delay, and greediness. Parent/toddler groups and training in early childhood development are also discussed. A very practical and thorough guide for those working with families and early childhood.

George Singer and Laurie Powers. (1993). *Families, Disability and Empowerment: Active Coping Skills and Strategies for Family Interventions*. Baltimore, PA. Paul H. Brooks Publisher.

A comprehensive source for service providers and families of individuals with disabilities. Includes parent to parent programs, positive family adaptations, case management, grief counseling and health care. A focus on the parents with a reduction in self blame, guilt and parental self esteem. This book also offers help for troubled marriages, strategies for increasing communication between professionals and parents, and support for siblings. A great skill builder, with applicable implementation and approach techniques.

P.J. McWilliams and Donald Bailey Jr. (1993). *Working Together with Children and Families: Case Studies in Early Intervention*. Baltimore. Paul H. Brooks Publisher.

An innovative book focusing on problem-solving and decision-making skills which professionals need in delivering quality services to children and families. Comprised of 21 case studies presenting a realistic picture of family concerns. The casebook also contains many practical interventions for applying the recommended practices. The case studies cover a wide area of topics, from teenage mothers in the inner city, to substance abuse, education and team work. Very interesting and a good read for anyone working with families.

Luigi Boscolo and Paolo Bertrando. (1993). *The Times of Time: A New Perspective in Systemic Therapy and Consultation*. New York. W.W. Norton and Co.

This book discusses the relevance of time in systemic therapy. The focus is on how individuals move through time differently—being stuck in time or being obsessed about the past—and how these perspectives can impede development. The book encourages individual and family development by exploring the diffusion of time conflict. There is also the exploration

of therapeutic techniques with a time perspective. The perspective is highlighted by case studies.

Joanne Finnegan. (1993). *Shattered Dreams-Lonely Choices: Birth parents of Babies with Disabilities Talk About Adoption*. Westport, CT. Bergin and Garvey.

This is a very personal and touching account of the difficulties which parents face upon the birth of a disabled child. The book discusses the shattered dreams, the decisions, and the need for support in living with those decisions. A sensitive and honest look at the painful process parents face when deciding to place their child for adoption. The book is highlighted with personal accounts and poetry and offers hope to those facing this dilemma.

John Birtchnell. (1993). *How Humans Relate: A New Interpersonal Theory*. Westport, CT. Praeger.

This book offers a clear model of human relatedness. Discussed in this book are insights on communication and social systems. The book also describes relating as an active process and the maturation of this process. The author has put relating on a two axis model including one's interpersonal circle, coupled with the maturation process. An interesting and informative resource.

Stephen Shute and Susan Hurley. (1993). *On Human Rights: The Oxford Amnesty Lectures*. New York. Harper Collins.

Universal human rights is approached from a variety of perspectives given by seven contributors. The perspectives cover both historical and contemporary material. This collection of essays offers a diversity of political thought, and is powerful and thought provoking. Topics include: fables about human rights, war crimes and crimes during peace, majority rule and individual rights, and sentimentality and rationality. This volume offers a broad perspective on issues of sound justice.

Anne Hearon Rambo, Anthony Heath and Ronald J. Chenail. (1993). *Practicing Therapy: Exercises for Growing Therapists*. New York. W.W. Norton and Co.

This text offers a variety of stories, exercises, assessments, and techniques for developing or improving one's skills. The authors challenge therapists to think about what it is they bring to the therapy session and its impact. The book includes practical methods for increasing perceptual skills, and encourages personal and professional growth.

Phillis Howing, John S. Wodarski, et al. (1993). *Maltreatment and the School-Age Child: Developmental Outcomes and System Issues*. New York. Haworth Press.

The material covered in this book includes the much-needed review of the gaps in the research on child maltreatment. The numbers that are indicated by the research are enhanced by the case studies that follow. There are also recommendations for change, with practical suggestions for improving the current system. This is a very useful guide, not only for practitioners, but for policy makers as well.

Michael D. Langone. (1993). *Recovery from Cults: Help for Victims of Psychological and Spiritual Abuse*. New York. W.W. Norton and Co.

This text is important not only for those personally involved, but for the professional as well. The book offers insights and understanding about cults, and their history. It includes practical treatment and aid in healing from all aspects of cult and ritual abuse. The focus is not on the gore of cult activity, but the recovery and post-cult experience. Topics include "brainwashing," understanding mind control, post-cult recovery, children and cults, ritual abuse in day care centers, teen Satanism, legal considerations, and guidelines for clergy, therapists, family, support groups and ex-members.

Robert Jay Lifton. (1993). *The Protean Self: Human Resilience in an Age of Frag-*

mentation. New York. Harper Collins Basic Books.

The protean self is represented by openness and change—our ability to adapt and create new psychological combinations and dimensions of possibility, to transform tragedy into insight. The author believes that 20th century dislocation, information overload, and the threat of nuclear destruction create intense pressure on Americans. This is a provocative account of the cultural context of individual development.

INTERNATIONAL YEAR OF THE FAMILY CONFERENCE

November 2-5, 1994 — Christchurch, New Zealand

Workshops and Plenary Sessions on the Following Topics:

- Constructive Intervention
- Economics
- Research and Policy
- Law and the Family

- A strong cultural aspect will be emphasized throughout presentations. The wide range of resources available to assist the family will be explored.
- Christchurch—a beautiful garden city and cultural centre—is the gateway to the snow-capped Southern Alps, hot thermal pools, and whale watching.

Address inquiries to The Conference Director, The Planit Group, 201 Cambridge Terrace, Christchurch, New Zealand. Telephone 64 3 366 5955. Fax 64 3 366 5944.

materials available from the national resource center on family based services

PRINTED MATERIALS

****NEW** AGENCY-UNIVERSITY COLLABORATION IN PREPARING FAMILY PRESERVATION PRACTITIONERS**

(1992) \$6.00
This collection of papers from the Second University Educators Conference on Family Preservation explores issues on the effective relationship between family preservation practice and academic training.

ALTERNATIVE MODELS OF FAMILY PRESERVATION: FAMILY-BASED SERVICES IN CONTEXT

(1992) \$49.75
A brief history and review of the research on family-based services. Based on data from the NRC's multi-state study, analyses of family-based services with different client populations and modes of service delivery are presented. Separate chapters focus on child neglect, physical abuse, sexual abuse, delinquency/status offenses, and services in rural areas, in the office setting, and under public/private auspices. Complementing the statistical models are descriptive case studies of the programs, families, and their social workers.

ANNOTATED BIBLIOGRAPHY: FAMILY CONTINUITY

(1993) \$5.00
This publication, the result of a collaboration of the National Foster Care Resource Center, the National Resource Center for Special Needs Adoption, and the National Resource Center on

Family Based Services, provides annotations of resources focused on "Family Continuity," a new paradigm for permanency planning for the 1990s.

ANNOTATED DIRECTORY OF SELECTED FBS PROGRAMS

(1991) \$25.00
Descriptions of 391 family-based service programs across the country, including information on program goals, background, services, client characteristics, staff, funding and contact person. The recently completed State Survey on Placement Prevention & Family Reunification is also included.

AN ANNOTATED SOURCEBOOK: RESOURCES FOR FAMILY-BASED SERVICE PRACTICE, 4TH EDITION

(1993) \$5.00
Descriptions and ordering information for selected resources on: family therapy, FBS theory and practice, research and evaluation, legal issues, and family-based services management. Lists FBS service associations and program directories.

CHRONIC NEGLECT IN PERSPECTIVE: A STUDY OF CHRONICALLY NEGLECTING FAMILIES IN A LARGE METROPOLITAN COUNTY: EXECUTIVE SUMMARY

(1990) no charge
FINAL REPORT (1990) \$15.00
A research study examining three groups of families referred for child neglect: chronic neglect, new neglect, and unconfirmed neglect. The report presents descriptive data about: these groups of families, changes over time, and differences between the three groups. The study was conducted in Allegheny County, PA, and funded by OHDS and the Vira I Heinz Endowment.

A COMPARATIVE ANALYSIS OF THE COSTS OF SUBSTITUTE CARE AND FAMILY-BASED SERVICES

(1982) no charge
A method for comparing costs of foster care and family-based services, using the present-value-of-money concept to demonstrate savings in foster care maintenance expenditures.

****NEW** CREATING CULTURES OF FAMILY SUPPORT AND PRESERVATION: FOUR CASE STUDIES**

(1993) \$3.50
This document explores issues relevant to the effective integration of family preservation and family support programs called for in new federal legislation.

EMPOWERING FAMILIES: PAPERS FROM THE 3RD ANNUAL CONFERENCE ON FAMILY-BASED SERVICES

(1989) \$7.50
A collection representing the first published proceedings from the annual Empowering Families Conference sponsored by the National Association for Family Based Services. Five major sections — Programs and Practices, Program Issues, Practice Issues, Evaluation and Policy, and Family-Based Services and Social Change — reflect the interdisciplinary nature of family-based services and offer new perspectives on children and family services.

EMPOWERING FAMILIES: PAPERS FROM THE 4TH ANNUAL CONFERENCE ON FAMILY-BASED SERVICES

(1990) \$10.00

A collection representing the second published proceedings from the annual Empowering Families Conference sponsored by the National Association for Family Based Services. Four major sections — Program and Practice Issues, Program Issues, Practice Issues, and Evaluation and Policy — reflect new and continuing developments in family-based services.

EMPOWERING FAMILIES: PAPERS FROM THE 5TH ANNUAL CONFERENCE ON FAMILY-BASED SERVICES (1991) \$10.00

A collection representing the second published proceedings from the annual Empowering Families Conference sponsored by the National Association for Family Based Services. Five major sections—Training and Education, Research, Practice Issues, Program and Practice Issues, and Program and Policy Issues.

FACTORS CONTRIBUTING TO SUCCESS AND FAILURE IN FAMILY-BASED CHILD WELFARE SERVICES: EXECUTIVE SUMMARY (1988) \$2.50 FINAL REPORT (1988)

(includes the Executive Summary) \$15.00
Summary and final report of a 2-year federally funded study analyzing social worker characteristics, family characteristics, services provided, outcomes, and the relationship between these factors in eleven family-based placement prevention programs.

FAMILY-BASED JOB DESCRIPTIONS (1986) \$7.50

A compilation of job descriptions for family-based service workers (including social workers, supervisors, administrators, family therapists and paraprofessionals) which are currently in use by selected public and private family-based programs throughout the country.

FAMILY-BASED SERVICES FOR JUVENILE OFFENDERS (1989) no charge

An analysis of family characteristics, service characteristics, and case outcomes of families referred for status offenses or juvenile delinquency in eight family-based placement prevention programs. In *Children and Youth Services*, Vol. 12, No. 3, 1990.

FAMILY-CENTERED SERVICES EMPLOYEES MANUAL, Iowa Dept. of Human Services (1985). (Revised January 1991) \$5.00

Iowa Department of Human Services family-centered services regulations, which define and structure the Department's preventive services program, and accompanying procedures manual.

FAMILY-CENTERED SOCIAL SERVICES: A MODEL FOR CHILD WELFARE AGENCIES (1983) \$9.00

Planning and implementing family-centered services for public child welfare agency administrators, including a proposed model of service delivery, family typology, data collection instruments, comparative cost analysis, and extensive bibliography.

FAMILY FUNCTIONING OF NEGLECTFUL FAMILIES: PRELIMINARY FINDINGS (1992) no charge

Preliminary findings from a federally-funded research study on family functioning in neglectful and non-neglectful low income families, based on interviews with Caucasian and Indian families in Oregon and Iowa (Grant #90-CA-1415).

FAMILY PRESERVATION AND INDIAN CHILD WELFARE.

American Indian Law Center (1990) \$12.00
This collection of essays looks at the application of family preservation to Indian Child Welfare. Historical, contemporary, therapeutic, program implementation, staff training, and program evaluation issues are treated. Only available directly from the American Indian Law Center, Inc., Box 4456, Station A, Albuquerque, NM 87196. Not available from the National Resource Center.

FAMILY PRESERVATION USING MULTISYSTEMIC TREATMENT: A COST-SAVINGS STRATEGY FOR REDUCING RECIDIVISM AND INSTITUTIONALIZATION OF SERIOUS JUVENILE OFFENDERS (1993) no charge

This brief manual provides an overview of the multisystemic approach to treating serious anti-social behavior in adolescents and their multineed families. Dr. Henggeler outlines the focus of the approach on the family, the youth's peer group, the schools, and the individual youth, along with the structure of the family preservation program, and the research which documents the program's effectiveness.

INTENSIVE FAMILY SERVICES: A FAMILY PRESERVATION SERVICE DELIVERY MODEL (1987) no charge

Manual providing detailed descriptions of the State of Maryland's Department of Human Resources Intensive Family Services (IFS) pilot projects in 8 local departments of social services, including chapters on funding principles, interventions, closure and evaluation. This program was implemented in 1985 and expanded to 14 jurisdictions in 1986.

INTENSIVE FAMILY PRESERVATION SERVICES RESEARCH CONFERENCE, CLEVELAND, OHIO. SEPT. 25-26, 1989. FINAL REPORT or BRIEF REPORT (1990) no charge

Final report of a two-day conference on family preservation services research co-sponsored by the Bellefaire Jewish Children's Bureau, the

Mandel School of Applied Social Sciences at Case Western Reserve University, and the Tremart Fund. The final report includes the history and definition of family preservation, implementation in child welfare, juvenile justice and mental health systems, review of existing research and recommendations for future research. The brief report focuses exclusively on needed research in the area.

INTENSIVE FAMILY SERVICES RESEARCH PROJECT: PRELIMINARY REPORT (1991) no charge

Preliminary findings from an experimental study examining the effect of length of service on case outcomes and cost-effectiveness in three intensive family services programs (Grant #90-CW-0964).

****NEW** MAKING WELFARE WORK (1992) \$3.15**

The Iowa Family Development and Self-Sufficiency (FaDSS) Demonstration Grant Program started with a simple premise—that families bring more than employment needs into the welfare office. FaDSS was designed to work explicitly with families at risk of long-term welfare dependence and to offer them a broad range of supports that go beyond employment and training and promote self-sufficiency. This short book describes the development of the program, the families served, program characteristics, evaluation, outcomes, and continuing challenges.

MEASURING THE COST EFFECTIVENESS OF FAMILY-BASED SERVICES AND OUT-OF-HOME CARE (1983) \$5.00

Data from the state of Maryland.

PLACEMENT PREVENTION AND FAMILY REUNIFICATION: A PRACTITIONER'S HANDBOOK (1984) \$9.00

Applications of family-based services, initiating the program, family assessment, functions and activities of the in-home worker, staff supports, case closure, and service techniques.

PLACEMENT PREVENTION AND FAMILY REUNIFICATION: A VIEW FROM THE CHILD WELFARE SECTOR (1980) \$2.00

Reasons for and advantages of family-centered services, for use with legislators, boards, advocacy groups and civic organizations.

POSITIVE PARENT NETWORK (PPN) OF RAPID CITY, SOUTH DAKOTA. American Public Welfare Association (1986) \$2.50

Describes a typical rural primary prevention program, including program context, background, management, operations and monitoring, evaluation, and sample materials.

POST ADOPTION FAMILY THERAPY (PAFT): A PRACTICE MANUAL: Oregon Children's Services Division (1990) no charge
Discusses the conception, development and implementation of the PAFT project including positive research findings for 50 at risk families. Part two describes therapeutic challenges of adoption, intervention techniques, and the treatment model developed by the project.

POST ADOPTION RESOURCES FOR TRAINING, NETWORKING, AND EVALUATION SERVICES (PARTNERS): WORKING WITH SPECIAL NEEDS ADOPTIVE FAMILIES IN STRESS: Four Oaks, Cedar Rapids IA (1992) no charge
Information about the PARTNERS model for adoptive families with special needs children. Includes a description of support services, screening, assessment, treatment planning, treatment and termination phases of the project, and descriptive statistics of the 39 families served.. Part two describes therapeutic challenges of adoption.

PROGRAM BLUEPRINT FOR NEGLECTFUL FAMILIES: Oregon Children's Services Division (1987) no charge
Presents a program model based on recurring evidence about the nature of neglectful families.

PUBLIC-PRIVATE PROVISION OF FAMILY-BASED SERVICES: RESEARCH FINDINGS (1989) no charge
A paper presented at the NAFBS Third Annual Empowering Families Conference (Charlotte, NC) discussing research findings on differences between family-based services provided by public and private providers.

****NEW** RACIAL INEQUALITY AND CHILD NEGLECT: FINDINGS IN A METROPOLITAN AREA** (1993) no charge
Despite contradictory evidence, child neglect is believed to occur with greater frequency among African-Americans for a variety of reasons. This article describes racial differences among 182 families referred for neglect in a large metropolitan area.

THE SELF-SUFFICIENCY PROJECT: FINAL REPORT (1992) no charge
Final evaluation report of a federally-funded demonstration project in rural Oregon serving families experiencing recurring neglect. Includes background and description of project, findings from group and single subject analyses, and evaluation instruments. (See The Self-Sufficiency Project: Practice Manual below.)

THE SELF-SUFFICIENCY PROJECT: PRACTICE MANUAL (1992) no charge

This manual describes a treatment program for working with families experiencing recurring neglect, based on a federally-funded demonstration project in rural Oregon. Includes project philosophy and design, staffing, discussion, and descriptive case studies (see The Self-Sufficiency Project: Final Report above.)

STATE SURVEY ON PLACEMENT PREVENTION & FAMILY REUNIFICATION PROGRAMS: FINAL REPORT (1990) \$5.00

Results of a 1989-90 nationwide survey of state child welfare administrators and specialists regarding the extent to which placement prevention/reunification services have been implemented. Includes data from 37 states. Issues include eligibility requirements, exclusions, costs, service length and availability, state expenditures and state legislation regarding placement prevention and reunification services. Similarities and differences between public agencies and purchase of service programs are featured.

THE SUPPORTIVE CHILD ADULT NETWORK (SCAN) OF PHILADELPHIA. American Public Welfare Association (1986) \$2.50
Describes and documents this representative urban placement prevention program, with information on history, philosophy, goals and objectives, organizational structure, staff, funding, management, and services.

THREE MODELS OF FAMILY-CENTERED PLACEMENT PREVENTION SERVICES (1989) no charge
An analysis that defines and compares family-centered services by identifying three models whose primary goal is tertiary prevention, the prevention of out-of-home placement of children from seriously troubled families, or reunification once placement has occurred. Also examines data from 11 family-centered placement prevention programs that further specifies and compares these models. Reprinted with permission from Child Welfare, Vol.LXIX: No.1, (Jan./Feb 1990)

TRAINING MANUAL FOR FOSTER PARENTS (1990) \$12.00
Created by Dr. Patricia Minuchin at Family Studies in New York, the Manual includes a theoretical section describing the rationale, goals, themes, and skills, and a training section that describes eight sessions. The activities of the sessions are experiential, including role playing, small groups, simulated cases, and discussions. The sessions are focused on understanding families and on exploring attitudes about families, on the skills of making and keeping contact with biological families, and on the liaison between foster parents and professional workers as they function in the foster care network.

TRAINING RESOURCES: FAMILY CONTINUITY (1993) \$2.00
A bibliography of training resources of the National Resource Center on Family Based Services, the National Foster Care Resource Center, the National Resource Center for Special Needs Adoption and other organizations.

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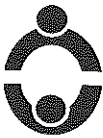
HOME-BASED FAMILY-CENTERED SERVICES: A BASIC VIEW (1980)
Slides. Rental Only—\$10.00/month
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FAMILY-BASED SERVICES: A SPECIAL PRESENTATION (1990) Videotape: 24 minutes. \$80.00* (*plus \$5.00 shipping)
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