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## AMERICANS for INDIAN OPPORTUNITY

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LaDonna Harris  
President

September 28, 1978

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Dear Friend:

As you know, the Indian Child Welfare Act (H.R. 12533) is due to come before the House of Representatives for approval very soon. This bill addresses the issue of foster and adoptive home placement of Indian children. The bill would enable Indian tribes to assume the responsibility for such placements if they choose and would guarantee the involvement of the family and/or the tribe in cases where jurisdiction is left with the state. It would also strengthen family service programs in ways acceptable to the Indian community.

Testimony presented to the President's Commission on Mental Health indicates that 25% of all Indian children are removed from Indian families for some sort of placement. They are usually placed in homes outside the reservation where they often lose contact with their cultural heritage. The Indian community usually has no part in the procedure. In some instances, not even the immediate family is notified.

All of us are becoming increasingly aware of the necessity of strengthening family units. Traditionally the Indian extended family unit has been the mainstay for the survival of the Indian community. H.R. 12533 would afford both protection to the Indian child and assistance to the Indian community in providing help to their people to strengthen rather than destroy the Indian family unit.

We urge your support for this legislation. Please vote YES and urge your colleagues to vote YES. Our children are at your mercy.

With warm regards,

LaDonna Harris  
President



**A BIBLIOGRAPHY  
ON  
NATIVE AMERICAN CHILD AND FAMILY WELFARE**

**Compiled by  
William B. Collinge**

**American Indian/Alaska Native Program  
School of Social Welfare  
University of California  
Berkeley, California**

**Funded with support from  
Children's Bureau  
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## PREFACE

It is indicated by the 1980 census that California is home to over 200,000 American Indians. Thus, of the 50 states, California has the largest Native American population. In 1981, the School of Social Welfare, University of California, Berkeley, introduced a new program to offer professional education to American Indians and Alaska Natives. This bibliography was developed as part of an effort to make the school's courses in social work practice and policy appropriate to the needs and concerns of this population. Drawn from the most recent contributions of the social science literature (both theoretical and applied), it relates the best of what is known today about American Indian children and families, particularly in regard to the problems they face, the character of their institutions, and the nature of the organized and informal networks that provide them with support and services.

The School of Social Welfare has benefitted enormously from the American Indian students who have become part of our student body as a result of this program, and the teachers, staff, and the members of the American Indian Advisory Board, all of whom have contributed to our education and enriched our community through their work. We will be pleased if this bibliography is of use to others who are interested in work in American Indian communities.

I want to recognize the special assistance provided to the project by Professor Jewelle Taylor Gibbs of the Berkeley School of Social Welfare faculty; Elaine Walbroek, Director of the American Indian/Alaska Native Program; and Professor Dorothy Miller of the UCLA School of Social Welfare.

Harry Specht  
Dean, School of Social Welfare  
University of California  
Berkeley, California



## INTRODUCTION

This bibliography provides an up-to-date source of written materials on social welfare policy and practice with Native American children and families. It is intended for use by social work students and human service workers concerned with native people, and is part of a broader effort at the U.C. Berkeley School of Social Welfare to promote training and services relevant to Indian communities.

### Sources

The citations included represent those available through early 1982. A computer search of journals was conducted in March, and the holdings of the U.C. Berkeley Library system were searched by computer in April and May. Other major resources included the National Indian Child Abuse and Neglect Resource Center, Tulsa, Oklahoma; a broad search computer bibliography compiled by N.I.M.H. in 1981; and the *Bibliography of American Indians and Social Services*, compiled in 1981 by Dr. Dorothy Miller of U.C.L.A. and the Institute for Scientific Analysis. Dr. Miller's guidance in this project is greatly appreciated.

### Limitations

In compiling this bibliography selections were limited to those judged to be promising as useful references for social work students. As such, purely historical or anthropological items were omitted, as were other items of a highly specialized nature. Some items can be used as guides to specialized areas. See, for example, Carolyn Attneave's *Bibliography of North American Indian Mental Health* (1981, cited herein), for a comprehensive bibliography in the fields of psychology, psychiatry, and child development.

In terms of the native populations represented, the emphasis is on those in the United States. Latin American and Canadian groups were largely excluded, except in cases where there appeared to be obvious relevance.

### Organization and use

This bibliography is organized to be as useful as possible. The citations are arranged alphabetically by author, and to the left of each citation is an index number which serves to identify it with the subject areas in the topical index.

The variety of resources used in assembling this document made absolute consistency of format difficult. Considerable effort was made, however, to ensure that each citation contained information sufficient for its retrieval.

Library of Congress call numbers, when available, and library locations in the U.C. system are included for books and other documents. The call numbers and locations for journals are provided in the separate alphabetical listing of journals following the bibliography.

After the list of journals is a key to the library abbreviations. While most references are available on the U.C. Berkeley campus, a few other libraries are represented; e.g., the Stanford Lane Library (STAN/LANE), the U.C. Davis Health Sciences Library (UCD/HEALTH SCI), the U.C. San Francisco Library (UCSF), the U.C. Santa Cruz Library (UCSC), and the U.C. Irvine Medical Center Library (IM). Interlibrary loan arrangements can be made by contacting the Interlibrary Borrowing Service, Room 303, Main Library.

Several useful documents are included in the microfiche section of the Education Psychology Library at U.C. Berkeley. To distinguish this collection from the general holdings of that library, we have given it a separate abbreviation: ED-P (F).

Finally, a few entries do not have call numbers listed but are available at the designated library upon inquiry, such as those of the Native American Studies Library (NASL), which does not currently use the Library of Congress system.

William B. Collinge  
Compiler

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Journal of School Health	LB3401.J7	PUBL
Journal of Social Psychology	BF1.J75	ED-P,SOC
Journal of Sociology and Social Welfare	HV1.J65	SOCW
Journal of Studies on Alcohol	RC565.A1.Q28	PUBL,BIOL
Journal of Studies on Alcohol Supplement	RC565.A1.Q3	BIOL,PUBL
Journal of Youth & Adolescence	HQ796.J6251	ED-P
Journal of the American Academy of Child Psychiatry	RJ499.A1.A5	ED-P,SOCW
Journal of the American Medical Association	R15.A5	BIOL,PUBL
Journal of the History of Medicine and Allied Sciences	R131.A1.J65	BIOL
Journal of the National Medical Association	BF1.J55	ED-P,IM
Medical Care	RA411.A1M35	PUBL
Mental Health and Society	W1ME798	UCD/HEALTH SCI
Mental Hygiene	RA790.A1M35	PUBL
Mental Retardation	HV3004.A1M4	ED-P,PUBL
Midcontinent	E170.A1M5	MAIN
Milbank Memorial Fund Quarterly	HV97.M6A3	MAIN,PUBL
Minnesota Medicine	Apply at	STAN/LANE
Neurobehavioral Toxicology and Teratology	Apply at	UCD/HEALTH SCI
North Dakota Law Review	KB.N865.NDLR	LAW
Occupational Outlook Quarterly	HF5381.U573	DOCS,ED-P
Omega: The Journal of Death and Dying	BF789.D4.04	ED-P,SOC
Pacific Historical Review	F851.P35	MAIN,UNDE
Pediatrics	RJ1.P4	PUBL
Personnel and Guidance Journal	HF5381.045	ED-P
Phylon	Apply at	UNDE,GTUL
Pine Ridge Research Bulletin	E99D1P55	UCSC
Plateau	F806.P6	ANTH
	F806.M97	BANC
Psychiatric Annals	Apply at	UCSF
Psychiatric Quarterly,	RC326.N49	ED-P
Psychiatry	RC321.P73	ANTH,ED-P,SOCW
	Apply at	PUBL
Psychoanalytic Study of Society	H9.P76	ED-P,SOC,ANTH,MAIN
Psychological Record	BF1.P68	ED-P
Psychological Reports	BF1.P69	ED-P

Psychology	BF1.P835	ED-P
Psychology Today	BF1.P838	ED-P,UNDE
Psychology in the Schools	LB1101.P75	ED-P
Psychotherapy: Theory, Research and Practice	RC475.P77	ED-P,SOCW
Public Health Reports	RA11.B175	PUBL
Quarterly Journal of Studies on Alcohol	RC565.A1.Q3	BIOL,PUBL
Quest	TA1.Q45	MAIN
Ramparts	AP2.R25	MAIN
	FA6.1.R3	BANC
Review of Educational Research	L11.R4	ED-P
Rural Sociology	HT401.R84	NATR
	Apply at	PUBL
Signs	HQ1101.S5	MAIN,UNDE
Smith College Studies in Social Work	HV1.S55	SOCW
Social Casework	HV1.F3	PUBL,SOCW
Social Forces	HN51.S6	ANTH,MAIN,PUBL,SOCS, UNDE
	HN51.S65	SOCS,SOCW,UNDE
Social Problems	HC107.A17.S6	SOCS
Social Science Review	RA418.A1S62	ED-P,PUBL
Social Science and Medicine	HV1.S6	MAIN,PUBL,SOCW
Social Service Review	HV1.S616	SOCW
Social Work	HV1.S555	SOCW
Social and Rehabilitation Record	KF3600.A15.S6	LAW
	H1.T7	ENVI,SOCS,SOCW
Society	HM1.S75	SOCS,UNDE,IISL
Sociology and Social Research	L11.J57	ED-P
Sociology of Education	AS30.S658	MAIN
Southern Quarterly	GN1.S58	ANTH
Southwestern Journal of Anthropology	RC574.L541	PUBL
Suicide and Life-Threatening Behavior	H1.17	ENVI,MAIN,SOCS,SOCW
Transaction	RC321.T7	ANTH
Transcultural Psychiatric Research	HT101.U67231	ANTH
Urban Anthropology	K65.A12.V53	LAW
Victimology: An International Journal	E98.M5W44	PUBL
White Cloud Journal	LB1140.A1Y68	ED-P
Young Children		

## LIBRARY CODES†

ANTH	Anthropology Library
BANC	Bancroft Library
BIOL	Biology Library
CHIC	Chicano Studies Library
DOCS	Government Documents Department
ED-P	Education-Psychology Library
ENVI	Environmental Design Library
GTUL	Graduate Theological Union 2451 Ridge Road, Berkeley
GTUP	Pacific School of Religion 1798 Scenic Avenue, Berkeley
GTUS	Graduate Theological Union, San Anselmo
HUMA	Humanities Graduate Service
IGSL	Institute of Governmental Studies Library
IISL	Institute of International Studies Library
IM	U.C. Irvine, Medical Center Library
LAW	Law Library
MAIN	Main (Doe) Library
MORR	Morrison Library
NASL	Native American Studies Library
NATR	Natural Resources Library
PUBL	Public Health Library
REFE	Reference and Bibliography Collection Second floor, Main Library
SOCS	Social Science Library
SOCW	Social Welfare Library
STAN/LANE	Lane Library Stanford University, Palo Alto
UNDE	Moffitt Undergraduate Library
UCD/HEALTH SCI	U.C. Davis Health Sciences
UCI	U.C. Irvine
UCSF	U.C. San Francisco
UCSC	U.C. Santa Cruz

†Except as noted, the above libraries are located at U.C. Berkeley.



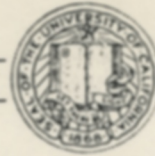




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BERKELEY, CALIFORNIA 94720

June 21, 1983

RECEIVED JUN 27 1983

Dear Colleague:

We hope you will find the attached "Bibliography on Native American Child and Family Welfare" useful.

This bibliography was developed as part of an effort to make Berkeley's courses in social work practice and policy appropriate to the needs and concerns of Native American people. Drawn from the most recent contributions of the social science literature (both theoretical and applied), it relates the best of what is known today about American Indian children and families, particularly in regard to the problems they face, the character of their institutions, and the nature of the organized and informal networks that provide them with support and services.

We would be pleased to hear your comments and reactions concerning the bibliography and its usefulness.

Sincerely,

A handwritten signature in blue ink that reads "Elaine Walbroek".

Elaine Walbroek, MPH, Director  
American Indian Program in  
Social Work and Community  
Mental Health

EW:gm

Attachment



UNITED STATES DISTRICT COURT  
DISTRICT OF NEW MEXICO

FILED  
AT ALBUQUERQUE

SEP 23 1983

JESSE CAÑSAUS  
CLERK

JOSEPH and JOSEPHINE A., by their next friend, CORRINE WOLFE; MICHAEL B., by his next friend ALFRED MCRAE; MICHELLE C., by her next friends LA DONNA HARRIS, and DR. LUCY GALE MCMURRAY; JOEL D., by his next friend DR. LUCY-GALE MCMURRAY; SUSAN and DONALD E., by their next friend BARBARA BURNS, on their own behalf and on behalf of all others similarly situated,

Plaintiffs,

vs.

No. CIV 80-623JB

THE NEW MEXICO HUMAN SERVICES DEPARTMENT; JOSEPH GOLDBERG, as Secretary of the New Mexico Human Services Department; LAWRENCE B. INGRAM, individually and as former Secretary of the New Mexico Human Services Department; GERALD ORTIZ Y PINO, as Director of the Social Services Division of the Human Services Department; MARGARET LARRAGOITE, individually and as former Director of the Social Services Division of the Human Services Department; DAROLD CHRISTIANSEN, individually and as Director of the Bernalillo County Social Services Division of the Human Services Department; JANET BRYAN, individually and as Director of the Santa Fe County Social Services Division of the Human Services Department,

Defendants.

CONSENT DECREE

The Secretary of the New Mexico Human Services Department has acknowledged that children in the custody of the Human Services Department have rights to fair, reasonable and timely decision-making with regard to access to adoption, and to fair, reasonable and adequate procedures and practices necessary to insure access to permanent adoptive homes, as has been determined by the Court in the previous decisions entered in this case.

COPY



This Consent Decree is entered in settlement of Plaintiffs' injunctive and declaratory claims only, and no statement contained herein shall be deemed an admission on any non-injunctive or non-declaratory issue solely by virtue of its having been set forth here. No statement contained in this Consent Decree shall be used to estop the Department or Plaintiffs from seeking relief from or modification of this Consent Decree.

The Court has subject matter and personal jurisdiction over this action and therefore the authority to enter this order.

Plaintiffs and the Secretary of the New Mexico Human Services Department hereby settle the declaratory and injunctive claims of this action, and the court hereby ORDERS that the Plaintiffs and the Secretary and his successors are bound as follows:

I. Training

A. The social services training program shall include a permanency planning component. This permanency planning training may be part of other training provided by the Department or may be provided separately. In either event the training program shall be in writing and shall use state-of-the-art material, including specific information on periodic case review and the legal grounds for termination of parental rights. The trainees shall submit written evaluations of their training program on standardized forms. All written training materials and trainee evaluations shall be provided to the compliance monitor.

B. All child welfare services supervisors and Social Services Division County Office Managers shall receive training in supervision within three (3) months of commencing supervision or

employment as County Office Manager, which shall include two (2) days of training in permanency planning. They shall receive at least three and a half days of supervisory training (including permanency planning) each year thereafter. The trainers shall be qualified in the area of permanency planning.

C. As part of their orientation to their job, all new social service caseworkers hired by the Department who will have responsibility for any foster care cases will receive permanency planning training, using state-of-the-art material. If the worker cannot attend a specialized training session within two (2) weeks of placement, permanency planning training shall be provided by the supervisor who has already received the permanency planning training described in paragraph I (B) above, or by a state-wide permanency planning trainer. The individual caseworker permanency planning training must be provided when a new children's services caseworker assumes his/her duties, must last a minimum of two (2) days during which the worker does not have casework duties and shall include specific illustrations as to the use of case records as well as training on relevant legal issues.

D. At least every twelve (12) months all social services caseworkers who have responsibility for any foster care cases shall attend permanency planning workshops for three and one-half (3½) days, specifically to obtain permanency planning training. Such training shall use state-of-the-art written material.

E. The phase-in of training shall be instituted within 120 days of the execution of this consent decree.

F. The Department shall maintain records which contain the names of all caseworkers and supervisors employed by the Department, the dates they were hired, and the dates on which they attended the training referred to in Paragraphs I (A), (B), (C) and (D).

G. All outside trainers shall be selected by the Department, based upon written training proposals submitted by prospective trainers, which proposals shall identify the topics to be covered in the training and the written materials to be used, and which shall give the names and qualifications of all proposed instructors. The annual training to be provided pursuant to Paragraphs I (B) and (D) shall include training by outside trainers.

## II. Supervision and Case Loads

A. Absent documented exigent circumstances, social services caseworkers with responsibility for any foster care cases for whom the permanent plan is return home or adoption or for whom there is no permanent plan shall have a case load of no more than twenty families, with a maximum of thirty-five children in foster care. The Department shall develop and provide to Plaintiffs for comment a reasonable formula for weighting different types of social services cases and shall use such formula to determine the maximum caseload size for mixed caseloads equivalent to the maximum set herein. Any changes in the formula shall be provided to Plaintiffs for comment prior to implementation. All children who

enter HSD custody\* shall be assigned a social services caseworker.

B. Supervisors shall be responsible for supervising the work of no more than six (6) children's services caseworkers. Five Client Service Agents II equate to one caseworker (to a maximum of 15 Client Service Agents) and two Client Service Agents III or IV equate to one caseworker for the purpose of determining supervisory assignment. In the event that a caseworker leaves, his/her caseload must be reassigned as soon as possible, but no later than two months after the caseworker leaves. During the interim, the caseload shall not be uncovered.

### III. Planning and Review:

A. Within a week of a child's entering HSD custody, a case staffing will be held by the social worker and the supervisor and such other persons as they deem desirable.

B. A preliminary planning conference shall be held no more than four (4) weeks after each child enters the custody of HSD. This conference shall be attended by the child's social worker and the supervisor. In addition, where the child enters the custody of HSD by voluntary placement or where the child's parents agree to enter into a consent decree before the preliminary planning conference is held, the child's parents or the care-taking person with whom the child resided prior to entering HSD custody and a

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\*See paragraph X for definition of HSD custody.

legal representative of the parents or care-taking person, if desired, shall be notified of the conference and their participation in the conference shall be facilitated in every way possible.

C. During the preliminary planning conference a preliminary plan for the child, containing timetables, shall be developed, but into writing, signed by the social services caseworker, the supervisor, and, if the child's parents are in attendance and willing to sign, by the child's parents. In addition to containing timetables, this plan shall set forth with specificity the reason for the child's entering HSD custody, whether or not the plan is for the child to be returned to his/her family, the steps necessary to enable the child to be returned home and how long each step should take to accomplish, including visitation schedules, indication of services to be provided to reduce problems that necessitated placement and who will provide and be responsible for monitoring each service provision, precisely what HSD will do to accomplish each step, and the parent's responsibility with regard to each step. This service plan shall be specific rather than general (e.g., "strengthen relationship between parent and child", "work on parent's alcohol problem" is not sufficiently specific to constitute a step); each step should contain a timetable for completion.

D. When a child in the custody of HSD is adjudicated neglected or abused and there is a hiatus between the adjudication

and the dispositional hearing, the child's parents shall be given notice of a conference to be held for the purpose of involving the parent in the development of the treatment plan that HSD will recommend to the court at the dispositional hearing. Parental participation in the conference shall be facilitated in every way possible. If the parents agree to attend such a conference, it shall be held, if practicable, before service by the Department of the predisposition study required by N.M.S.A. §32-1-32.1, and shall be attended by the child's social services caseworker, the supervisor, the parents, and the legal representative of the parents if desired. A continuance of the dispositional hearing shall not be required solely on the basis of the availability of the parent(s) to attend a treatment planning conference. If there is no hiatus between the adjudication and the dispositional hearing, the child's parents shall be given notice of a conference to be held for the purpose of the Department's explaining to the parents the treatment plan ordered by the court. Parental involvement in such a conference shall be facilitated in every way possible. If the parents agree to attend such a conference, it shall be held promptly after the dispositional ruling and shall be attended by the child's social services caseworker, the supervisor, the child's parents, and a legal representative of the parents if desired.

E. Whenever by the terms of this consent decree notification to a child's parents is required, the department shall make a



record in the case file of written notification to the parents and efforts made to facilitate their participation.

F. Prior to the expiration of a consent decree or dispositional order for a child, but in no event later than six months after the child enters the Department's custody, a permanency plan shall be determined for the child at a meeting attended by the child's social services caseworker, supervisor and social work consultant. The permanency plan shall contain steps, timetables and visitation schedules as set forth in paragraph III (C).

G. Insofar as timetables referenced in III (C) and III (F) provide for actions to be performed by the child's parent or the Department, the party shall begin performance within three months unless that task has a prerequisite set for it in the plan. Other plan timetables shall not be greater than six (6) months and may be extended for one like period only upon documentation by the worker in the case record of the reasons for the extension. The supervisor's approval is also required. Whenever possible, the steps outlined in the service plan shall be taken concurrently.

H. A permanency plan shall be: Return Home (including placement with relatives), Termination/Adoption, Emancipation or Independent Living. Permanency plans of Emancipation or Independent Living shall be limited to children fifteen years or older; provided however that such a plan may be maintained for a child who is twelve years or older, only so long as the child has a documented substantial relationship with his/her natural family

and states that he/she does not want to be adopted, and provided that the case is periodically reviewed by the Citizen Review Board.

I. Establishing or maintaining a permanency plan to return the child to the parental home shall depend on frequency of contact, available means of contact, extent of child's relationship to parent(s) and age of child. A plan of return to the parental home shall no longer be pursued if there has been no parental contact during the preceding six months unless special circumstances justifying lack of contact exist. In the case of special circumstances the following shall be established and documented in the record: that the worker has a reasonable expectation there will be return home within eighteen (18) months, that continuation of the plan will be in the child's best interests, that this plan is superior to other available plans, and that the absent parent has reasonably utilized the means of contact available (e.g., phone, mail). Where a case plan of return home is extended pursuant to this Paragraph III (I), the case shall be referred to the Citizen Review Board for immediate review. If a plan of return to the parental home has not been substantially accomplished within eighteen (18) months, it shall no longer be considered a viable plan unless extraordinary circumstances, documented in the case record by the worker and approved by the supervisor, are present. A permanency plan then must be developed which is an alternative to return to home. This

plan will be submitted to the Court at the next periodic judicial review of that child.

J. Any permanency plan may be changed whenever circumstances so require, so long as the necessity for the change is documented in the record. A change in the permanency plan shall be determined in the same manner as an initial permanency plan and pursuant to the provisions of Paragraphs III (F), (G), (H) and (I).

K. When the permanency plan is adoption, such plan shall include specific steps for termination of parental rights. Where possible, voluntary relinquishments shall be obtained. If a relinquishment has not been obtained within four (4) weeks of establishing the plan, the worker shall perform and record the following:

1. Within 45 days after establishing the plan, submit to the attorney representing the Department all necessary information for termination of parental rights on standardized forms. If the worker has reason to believe a relinquishment will not be obtained, (s)he shall make an earlier referral.

2. Within 15 days of submitting to the attorney, the worker shall contact the attorney to discuss the status of the case, to determine if any additional information is needed, and to set and put in writing a reasonable timetable for obtaining necessary information, for filing the petition and for requesting a hearing date.

3. If no petition for termination of parental rights has been filed within the time set pursuant to Paragraph III K(2), or if the attorney and the worker fail to reach agreement on a timetable within 15 days of the worker's contacting the attorney pursuant to Paragraph III K(2), or if there is disagreement between the worker and attorney on grounds for termination, then the supervisor shall immediately contact the County Office Manager for mediation and shall simultaneously contact the Department's Legal Services Bureau. The County Office Manager shall have ten (10) days in which to resolve the matter through local mediation, and shall use the resources of the Legal Services Bureau, if necessary, to do so. If mediation has not resolved the matter at the end of ten days, the general counsel shall make a final decision on the issues presented within ten (10) days thereafter.

4. If the court dismisses the application to terminate parental rights, the attorney and the worker will meet with the child's guardian ad litem to determine whether an appeal should be taken or other relief sought from the court's decision. If the tentative decision between the worker and the attorney is not to appeal, the meeting shall include the worker's supervisor. This meeting will be held promptly after entry of written order or judgment. If the worker and/or the supervisor desire to seek relief from the decision and the attorney representing the Department does not, a meeting shall be held with the Social Services Division director. The Social Services Division director in consultation with the Department's General Counsel shall make the final decision concerning the appeal.

L. As soon as a permanency plan of adoption is established the Central Adoptions Unit shall be notified and provided with pertinent information on the child. The Central Adoptions Unit will begin examining available adoptive families for a possible match with the child upon receipt of this notice. If it appears likely that termination will be granted by default, the child may be placed immediately.

M. In all cases where parental rights are terminated by the court or through voluntary relinquishment, the Citizen Review Board for Substitute Care will provide periodic review of the child's situation. This review shall occur at least semi-annually, according to the facts in a given case, but may occur more often at the determination of the Citizen Review Board or the worker. The Department will also request the court granting any termination petition to require periodic judicial review of the child's case until a petition for adoption is filed. Simultaneously, the Department will pursue modification of the Children's Code to maintain periodic judicial review in the interim between relinquishment or termination of parental rights and the filing of a petition for adoption.

N. The Department shall maintain aggregate records on each child in its custody as specified in Paragraph VII.

O. All information that the Department is required to submit to the court pursuant to state statutes regarding periodic

judicial review and predisposition reports on adjudicated, neglected children shall be submitted on a standardized form developed by the Department within sixty days after entry of this judgment.

P. So long as Section 32-1-38.1 of the New Mexico Statutes remains in effect, the Department shall comply with it in a timely fashion in each instance. All parties with an interest in the child at issue, including natural parents and including foster parents who have had care of the child for a continuous period of six months or more and including the Citizen Review Board, shall receive adequate written notice of the proceedings. The Department shall not object to the participation of any of the above-named persons at these proceedings.

Q. In the event that section 32-1-38.1 N.M.S.A. is substantially amended, the portion of this consent judgment concerning periodic external judicial review may be renegotiated. In the event that the parties cannot reach an agreement, the issue may be submitted to the court.

#### IV. Adoption Matching

A. Within five (5) days of execution of a relinquishment of parental rights or entry of a decree of termination of parental rights the child's complete record will be submitted to the Central Adoption Unit for review to determine completeness and any further documents needed.

B. Social workers who perform adoption matching shall have a degree in social work plus three years' experience as a child welfare worker or supervisor, or shall have five years' experience in that field.

C. The Central Adoption Unit shall send at least one, and whenever possible three, home studies of appropriate prospective adoptive families to the child's worker. These studies shall be sent normally within ten working days but in no event later than thirty calendar days after receipt of the material on the child. If specific and identifiable facts related to this child's special needs documented in the record, require special adoptive family recruitment efforts, an additional thirty days may be taken to submit home studies to the worker. If no home study of a prospective adoptive family is available as a result of these efforts, specific adoptive family recruitment measures shall be undertaken, as described in Paragraph IV (E) below.

D. Within ten (10) working days after each new family is approved as an adoptive family, that family shall be specifically evaluated as to suitability for any child not in an adoptive home

placement or in the process of being matched with a specific family, and a record of this effort shall be entered in the family's file.

E. If no home studies are sent to the local social services caseworker, or no initial family-child matching decision has been made within sixty (60) working days after the material on the child is submitted to the Central Adoptions Unit, specific adoptive family recruitment efforts in conformity with nationally recognized adoption recruitment techniques, including utilization of specialized adoption agencies and adoption exchanges, shall be undertaken immediately by the Central Adoptions Unit. The Central Adoptions Unit shall establish and continue to maintain a specific recruitment plan to identify families for children described in this paragraph. Such efforts will be documented in writing.

F. A list of specialized agencies and adoption exchanges shall be developed and maintained by HSD. This list shall contain a chronology of each referral to the agency or exchange.

G. The Department shall develop in writing within sixty days of entry of the decree a specific adoption recruitment plan, statewide, containing specific goals, planned actions, detailed steps for implementation and timetables, and developed in accordance with the needs of the New Mexico children who are the Department's responsibility. Twelve months thereafter and at twelve month intervals the Department shall reassess the recruitment plan in light of the children currently in need of



adoptive placement as well as the effectiveness of the previous year's recruitment efforts and shall make any necessary modifications in the plan for the next twelve month period.

H. All caseworkers with responsibility for adoptive recruitment or matching shall receive a minimum of two (2) days' training in recruitment and matching procedures and home studies, which training will be given before the worker begins adoptive home recruitment or matching. State-of-the-art written materials shall be provided. Such training may be provided by a person who has received a minimum of two (2) days' training in state-of-the-art adoptive recruitment, screening, matching and placement policies and procedures.

#### V. Adoption Screening and Placement

A. All home studies undertaken by the Department shall be completed no later than four (4) months after the family initially contacts the adoption social worker. The priority for conducting home studies shall be based upon the special needs of children currently available for adoption.

B. Home studies shall be conducted only by adoption caseworkers who have received a minimum of two (2) days of specialized training, during which caseworkers shall have no casework duties. This training shall use state-of-the-art materials.

C. Adoptive home studies shall be conducted in accordance with state-of-the-art adoption screening procedures and shall include separate personal interviews by the adoption worker with at least two of the references listed by the applicants and individual interviews with each applicant separately. The Department shall obtain a psychological evaluation of prospective adoptive parents in those instances in which the worker believes that an evaluation would be beneficial to help determine the appropriateness of placing a special needs child with that family.

D. Post placement services, including psychological evaluation or treatment, shall be provided at the expense of the Department prior to the entry of a judgment of adoption for each special needs child. The Department shall provide such services after entry of a judgment of adoption, regardless whether the adoption is subsidized, where the parents of a special needs child so request and the worker believes there is a risk that the adoptive parents may relinquish the child.

E. Where the adoptive placement of any child has been disrupted, the Department shall obtain a written psychological evaluation of the child to determine, among other matters, the child's need for treatment. If treatment is recommended, the Department shall provide it unless the worker believes it is unnecessary, in which case the matter shall immediately be referred to the Social Worker Consultant for resolution within two weeks. The Social Worker Consultant shall have the authority to seek further psychological and/or psychiatric evaluation of the child and/or consult with other psychologists and/or psychiatrists as (s)he deems appropriate.

F. Every effort shall be made to place in a new adoptive home, as quickly as practicable, a child whose adoptive placement has been disrupted, unless the caseworker, taking into consideration the child's psychological evaluations, determines that such placement should be delayed and sets forth in writing the basis for such delay.

G. Written notification of the availability of services referred to in Paragraphs V (D), (E), and (F) and of the subsidized adoptions program shall be provided by the worker to all prospective adoptive parents. The date on which the parents were given this notification shall be recorded in their file. One copy of the form for this notice shall be provided to Plaintiffs.

H. If the Department contracts with other agencies to provide the adoptive screening, matching or placement services, it shall, consistent with existing contract obligations, require such other agencies to comply with the applicable provisions of Paragraphs IV and V of this judgment.

## VI. Legal Services

A. The Department, the children in its care and the children for whom the Department is responsible have the right to quality legal services necessary to carry out the provisions of this decree and state law. The Department will use its best efforts to obtain those services. The Department commits to seeking legislation in the Thirty-Sixth Legislature, Second Session, to appropriate public monies to allow the Department to provide this legal representation directly, either through its own employees or through contract. The Department will also seek legislation

amending state law to make it clear that any attorneys prosecuting terminations of parental rights, child abuse and neglect cases, voluntary placement actions and periodic court reviews represent the Department in those actions and must respond to the wishes and direction of the Department as would any other attorney in a professional relationship. The Department will use its best efforts to do everything necessary to ensure the enactment of this legislation. If the legislation is not enacted, the parties will meet within one month of the end of the legislative session to renegotiate the issue of providing legal services to the Department. If the parties cannot reach an agreement on this point, the issue will be submitted to the Court for trial.

B. Attorneys representing the Department in termination cases shall not unreasonably delay the prosecution of petitions. Except in exigent circumstances, a reasonable time for filing of the petition to terminate parental rights shall not exceed thirty days from the submission to the attorney of the necessary information.

C. A coordinated plan of legal services shall be developed by the Department within 90 days following the effective date of this consent decree. The plan shall designate an HSD attorney with specific responsibility for coordinating with the District Attorneys and ensuring that ongoing training on periodic review and termination of parental rights is offered to District Attorneys. The plan also shall provide that the District Attorney in each judicial district shall designate by name the attorney(s) in each county to provide legal services to each HSD social services office. Except as otherwise directed by the Department,

the District Attorney and his designee shall have responsibility for filing and proceeding with all petitions for HSD custody of children and termination of parental rights. Without limitation, the plan will contain procedures to hear and resolve workers' complaints about inadequate legal services, including unreasonable delays in the prosecution of the petitions.

D. The Department, by means of a blue ribbon task force on which the Plaintiffs will be represented, shall evaluate in writing, within twelve months of the entry of this judgment, the quality of legal services provided to it. The Department shall take all measures necessary to ensure high quality legal services.

#### VII. Information and Records System

A. The Department shall have on line statewide by the end of March 1984 a computerized information system which will include the following elements: the name of the child, the date the child entered HSD custody, the child's birth date, the basis for legal custody, the date legal custody was obtained, the date of each judicial review, the date of entry in the child's record of a permanent plan and what the plan is, the number and dates of parental contacts with the child, a record of each change in placement and worker, the date of discharge from HSD custody, and the nature of the discharge. If a child enters HSD custody more than once, this data will be maintained for each entry.

When applicable, the data shall also be maintained on the date the child was referred to an attorney for termination of parental rights, the date a termination petition was filed, the date parental rights were terminated or relinquished, the location and

status of the child following termination or relinquishment until emancipation or adoption, the date the child was referred to the Central Adoptions Unit, the date the child was placed in the adoptive home, and the date on which the child was legally adopted.

B. In addition, all of the dates and actions required by this consent decree shall be recorded for all children in HSD custody beginning no later than sixty (60) days after the effective date of this consent decree. All information required to be maintained by this consent decree shall be maintained in computerized or manual form and shall be recorded in each case record on statewide standardized forms.

C. Failure of the Department to have the computerized information system completely on line state wide by the due date will not be deemed by itself to constitute substantial non-compliance with the consent decree until July 31, 1984; however, such failure shall result in the Department's being required to provide quarterly reports to the compliance monitor for two quarters beyond the requirements of Paragraph XII.

#### VIII. Staff Salaries and Qualifications

A. All child welfare services caseworkers hired after the effective date of this decree shall have at least a bachelor's degree in social work or a related field plus verifiable social work experience totalling one year. A master's degree in social work may be substituted for the required experience. If, during the six month probationary period provided by the State Personnel Act, a social worker violates the terms of this consent decree on

matters within the worker's control, that violation must be reported in writing to the director of the Social Services Division and considered in making the decision of whether to retain the worker.

B. All child welfare services supervisors hired after the effective date of this consent decree shall have at least a bachelor's degree in social work or related field plus any combination of graduate education in social work or related fields and/or verifiable social work experience totalling three (3) years.

C. The social work consultant shall have at least a master's degree in social work plus any combination of postgraduate education in social work and verifiable experience totalling three (3) years. Within one year of being hired the social work consultant will be provided a total of two (2) weeks of specialized training in nationally recognized permanency planning training programs.

D. Current HSD personnel may be "grand-parented" so as to qualify for their current position if they receive the training required by this consent decree, but advancement by a current employee after the effective date of this decree to the position of supervisor or social work consultant shall not be "grand-parented". The Department will provide to Plaintiffs for comment its career ladder proposal currently being developed.

#### IX. Citizen Review Boards for Substitute Care:

All references in this consent decree to Citizen Review Boards refer to the project currently being established under the aegis

of the Planning and Evaluation Bureau, Administrative Services Division of the Human Services Department. Within six months of entry of the decree, an outside contractor will establish and operate local Citizen Review Boards in various parts of the state. In every instance where case referral is required by this consent decree, the worker will make the referral within two weeks after the occurrence necessitating the referral. Referral will be made to that local review board in closest proximity to the case in question. Citizen Review Boards will have the authority and responsibility to review the case plans for children in substitute care, and to report their findings and recommendations to the Department and to the children's court. The department will give such boards reasonable access to the children's case files. If Citizen Review Boards should, for whatever reason, cease to operate prior to the expiration of this consent judgment, the portions of this judgment providing for referral to Citizen Review Boards shall be renegotiated to provide for an alternative review mechanism. If the parties cannot reach agreement upon the nature of the review mechanism, the issue may be submitted to the court.

#### X. Definitions

For purposes of this consent decree, the following terms are defined:

Social services caseworkers: social workers who are assigned child welfare cases.

In the custody of HSD: in the physical custody and/or legal custody of HSD; includes children in the physical but not the legal custody of HSD, children who are in the legal custody of HSD



but in the physical custody of another person or agency, and children who are in the legal custody of HSD who have been returned home from foster care on a temporary or tentative basis. Children placed with the Department of Health and Environment are not "in the custody of HSD" during such placement.

Voluntary relinquishment: any lawful written voluntary permanent surrender of parental rights, whether denominated a relinquishment of parental rights or a consent to adoption.

Parent: parents, guardians and custodians as defined in the Children's Code.

State-of-the-art: Program standards recognized by such professional organizations as the American Public Welfare Association and the Child Welfare League of America.

Effective date of this consent decree: sixty (60) days following the date on which this document is adopted by the Court or otherwise approved by it as part of a judgment or order.

XI. Compliance Monitor/Enforcement:

A. In order to monitor compliance with the terms of this judgment the Department shall enter into a contract with a compliance monitor. The compliance monitor shall be selected jointly by Defendants and attorneys for Plaintiffs. The terms of the contract shall be agreed upon by Defendants and attorneys for Plaintiffs. A compliance monitor shall serve, in accordance with the terms of the contract, for the duration of the decree.

B. Defendants shall provide to the compliance monitor all information necessary to fulfill the compliance monitor's obligations. The compliance monitor shall provide to Plaintiffs' attorneys all documents and reports deemed necessary by Plaintiffs to determine whether Defendants are meeting all of the provisions of this judgment. The Department shall provide information to the monitor on a quarterly basis unless the reporting requirements are changed pursuant to Paragraph XII. In the event that Plaintiffs request the underlying data upon which the compliance monitor has based any report, that data shall be provided.

C. Plaintiffs shall have access to any records maintained by the Department that are necessary to determine whether Defendants are in compliance with this decree. Such access is limited to exclude data available to Plaintiffs from the compliance monitor. Access shall be provided at reasonable intervals and at mutually convenient times.

D. In the event that the Department is out of compliance with any of the terms of this judgment, Plaintiffs shall so notify the Department.

E. Within fifteen days after the receipt of this notification, the Department shall respond to Plaintiffs in writing, disputing Plaintiffs' claim of non-compliance and/or setting forth in writing the reasons for non-compliance and the steps, including time frames, by which compliance will be reached.

F. Plaintiffs shall respond to the Department's submission within fifteen days of receipt by either written acceptance or rejection of the Department's dispute of Plaintiffs' claim or plan for compliance. In the event that Plaintiffs do not accept the Department's plan, there shall be an additional thirty days during which the parties agree to extend their best efforts to resolve this disagreement. If agreement is not reached, the parties agree to submit the matter to the court for resolution.

G. The Department agrees that all children for whom the Department is substantially out of compliance with regard to the provisions set forth in this decree shall be referred to a local Citizen's Review Board.

H. All documents and information received on the monitoring of this agreement shall be confidential except insofar as necessary to be used for monitoring or enforcing this judgment.

I. Plaintiffs will not move for contempt without first pursuing the steps set forth in Paragraphs XI (D), (E) and (F).

XII. Duration:

A. This judgment shall remain in force and effect and the court shall have continuing jurisdiction to enforce its terms for five years from the date of entry unless extended for an additional period pursuant to the provisions of Paragraphs XII (E) or (F).

B. If at any time after the expiration of two years from the date of entry of this judgment the Department is in substantial compliance with its terms, the quarterly reports required pursuant to Paragraph XI (B) will be required only semi-annually for an additional period of one year.

C. If the Department remains in substantial compliance for one year after semi-annual reporting commences, the Department shall no longer be obligated to provide reports to Plaintiffs at its own expense. Plaintiffs shall have the right to obtain and pay for semi-annual reports and other information and documents pursuant to Paragraphs XI (B) and (C) for an additional period of two years or the expiration of the judgment, whichever is sooner.

D. If at any time the Department does not remain in substantial compliance with this judgment, quarterly reporting at the Department's expense will resume until substantial compliance has been obtained, after which the timetables set forth in Paragraph XII (C) will be reinstituted.

E. This judgment will expire at the end of the two year period referred to in Paragraph XII (C) if the Department has remained in substantial compliance with the judgment continuously for the preceding twelve months. If the Department has not been in substantial compliance for that period, this judgment shall be extended for one further year, or until such time as the Department has been in substantial compliance with its terms for a continuous period of twelve months, whichever is sooner.

F. Plaintiffs shall have the right to seek an extension of this decree from the court as otherwise permitted by law.

XIV. Named Plaintiffs

The Department will immediately assign the supervision of the cases of all the named Plaintiffs to the direct day-to-day control of the director of the Social Services Division. The Department, in consultation with Plaintiffs and their experts, shall develop detailed written treatment plans for all named Plaintiffs in the Department's custody and shall provide, at the Department's expense, all necessary services for as long as needed. The Department shall supply written status reports concerning all named Plaintiffs to Plaintiffs' counsel semi-annually so long as named Plaintiffs remain in the Department's custody, and shall respond to all reasonable requests for additional information. In the event that Plaintiffs' counsel determine that additional or different services or treatment are necessary for any named Plaintiff, Defendants agree to meet with Plaintiffs' counsel and use their best efforts to arrive at agreement.

XV. Change in Law

If a change in law makes impossible compliance with any part of this decree, Defendants shall be relieved from performance to the extent that such compliance is impossible until otherwise agreed to by the parties or ordered by the Court. Defendants


shall inform Plaintiffs as soon as practicable of any change or anticipated change in law which has such effect. The parties agree to discuss appropriate modifications to this decree to accommodate this decree to such change(s), and in the event that no such modification is agreed to, either party may bring this matter before the Court.

XVI. Costs of Monitoring

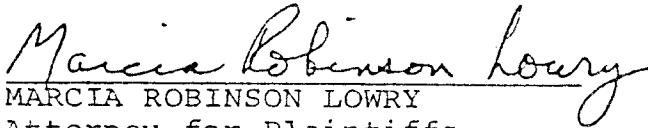
A. The parties hereby stipulate that the reasonable time needed by the attorneys for Plaintiffs to perform their duties and obligations during the duration of this decree, assuming substantial compliance by Defendants, is 1,190 hours.

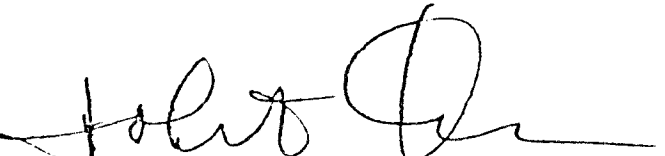
B. The parties hereby stipulate that the cost of contracting with the compliance monitor will not exceed \$20,000 per year. The expense of the compliance monitor shall be taxed as costs against the Defendants.

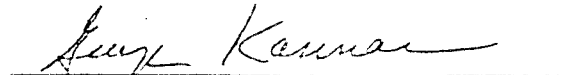
IT IS SO ORDERED:


  
U.S. District Judge

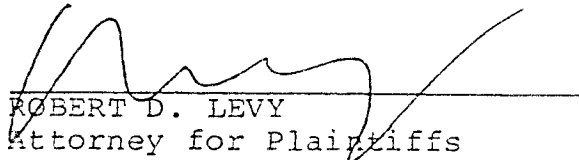
APPROVED:

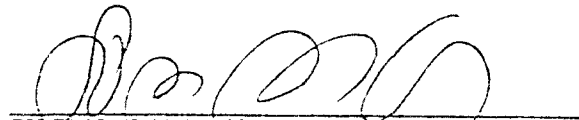
  
MARCIA ROBINSON LOWRY  
Attorney for Plaintiffs

  
JOHN A. KLECAN  
Attorney for Defendants

  
GEORGE KANNAR  
Attorney for Plaintiffs

  
JOSEPH GOLDBERG  
Secretary of Human Services  
Department

  
ROBERT D. LEVY  
Attorney for Plaintiffs

  
SUSAN CONWAY  
Attorney for Plaintiffs

PRESS RELEASE

On September 23, 1983 Judge Juan Burciaga of the United States District Court for the District of New Mexico signed a far reaching Consent Decree recognizing children's rights to permanent families and dramatically reorganizing the State of New Mexico's foster care and adoptions programs. The Decree marks the first time an entire state's foster care program has been placed under the continuing control of the federal court. Unprecedented in its scope, the decree is also the first ever entered by a federal court designed to guarantee foster children the right to a permanent home.

The Consent Decree resolved a federal class action lawsuit, Joseph and Josephine A., et al. vs. New Mexico Department of Human Services, No. Civ. 80-632, filed in 1980 on behalf of New Mexico's 1100 foster children by the American Civil Liberties Union Children's Rights Project and the Albuquerque law firm of Conway & Levy, P.A. Named plaintiffs in the case were seven New Mexico foster children who were growing up in state custody due to the failure of the New Mexico Department of Human Services to find them stable, permanent substitute homes.

The central problem addressed by the Decree is the nationwide problem of "Foster Care Limbo", which causes hundreds of thousands of children to spend their childhoods without a family of their own. At a hearing last year, Judge Burciaga held that the New Mexico "foster care program is nothing more than a long term custodial care program," unnecessarily keeping homeless children in state custody for an average of five to seven years. He also



found that the New Mexico system completely lacked effective planning or management mechanisms to ensure that children are either returned promptly to their parents, or, where that is impossible, expeditiously placed for adoption instead. The twenty-nine page Consent Decree constitutes a detailed scheme for restructuring the foster care system to ensure that New Mexico foster children do not become lost in that system. It requires the Department to establish permanent plans for children in an orderly manner within six months after the child enters care, and forbids the past practice of maintaining large numbers of children in "permanent" foster care.

Other major features of the Decree include:

Employee Qualifications: The qualifications for child welfare workers and supervisors are significantly upgraded;

Social Work Training: The Department must establish extensive and comprehensive training programs for foster care social workers and supervisors to ensure that basic casework decisions are made with consistency and with an eye to the effect of each decision on the child's long term growth and welfare;

Case Load: The number of foster care cases any social worker will be required to manage is strictly limited so as to eliminate problems caused by overwork and social work "burn-out."

Permanent Plans: A permanent plan must be established for all children no later than six months after they enter state custody, and the plan options are limited to either return home or adoption for virtually all children. The Department is also prohibited from indefinitely maintaining a plan to return a child to his/her parents.

Case Planning: Permanent plans for the children must be devised with great specificity and will be subject to frequent internal reviews.

Adoptions: The New Mexico office in charge of adoption matching will be completely reorganized. Strict time guidelines for matching children with adoptive families are established, and the Department will undertake extensive new efforts to recruit adoptive families for hard-to-place children. In addition, the Department is obligated to secure all necessary legal services so that children who cannot return home do not linger in foster care simply because there are no lawyers to take their cases to court.

Computerization: The Department must develop and install by March, 1984, a comprehensive data processing system which will track children through the foster care system and monitor their treatment.

Citizen Review Board: Newly created local Citizen Review Boards will have access to children's case files and the authority to address the local Children's Court where cases of inadequate planning come to their attention. In addition, children whose case planning process fails to meet the time guidelines set forth in the Decree will be referred automatically to the Boards for investigation.

Compliance Monitor: The Department's practices under the Decree will be monitored by an outside contractor to be chosen by the children's lawyers and the Secretary of Human Services. This Compliance Monitor will be paid by the Department and will report

to the children's lawyers every three months concerning the Department's compliance with the Decree. In addition, the children's lawyers will have access to all relevant records.

The Decree will remain in effect for a minimum of five years. Should the terms of the Decree be violated, the children's lawyers can ask the federal court to hold the Department in contempt of court. ACLU attorneys working on the case are Marcia Robinson Lowry, Director of the ACLU Children's Rights Project, and George Kannar, ACLU staff counsel, both of the ACLU National Office in New York. Local counsel are Robert D. Levy and Susan M. Conway of the Albuquerque firm of Conway & Levy, P.A..

"Children who are at the mercy of their state guardians have achieved a landmark victory in view of this court ordered settlement," Ms. Lowry commented. "Both the Court and the Defendants have recognized their legal rights to a family, and to the procedures necessary to give them a fair chance at normal childhood."

"These children, who have been dependent for too long on ineffective government bureaucracies will now have their fundamental legal rights protected by their own advocates and by the power of the Federal Court," she said. Mr. Kannar said "the Decree provides order where there previously was chaos, and guarantees that the children will become the focus of New Mexico's foster care system instead of just an inventory. It means kids

will have a chance of getting a real home to grow up in, instead of just a 'roof overhead."

Ms. Conway emphasized that "the children's rights are only on paper now; they won't become reality until this Decree is implemented by the Department. It and we have to do all we can to ensure that full implementation occurs as soon as possible."

Contact weekends and evenings: Kannar 212-866-1202, Lowry 914-986-2167 or 212-929-2769; Conway & Levy 243-5446.

CONWAY & LEVY, P.A.  
ATTORNEYS AT LAW  
1001 GOLD AVENUE, SOUTHWEST  
ALBUQUERQUE, NEW MEXICO 87102  
(505) 243-1733

RECEIVED OCT 20 1983

*LD*



Robert D. Levy  
Susan M. Conway  
Maria Garcia Geer

October 17, 1983

Ms. LaDonna Harris  
1140 Connecticut Avenue N.W.  
Suite 310  
Washington, D.C. 20036

Re: Joseph and Josephine A., et al. vs.  
The New Mexico Department of Human Services

Dear Ms. Harris:

Enclosed for your information please find a copy of the  
Consent Decree which was entered on September 23, 1983 and the  
Press Release in the above-referenced matter.

CONWAY & LEVY, P.A.

By *Kathy A. Frazier*  
Kathy A. Frazier  
Secretary to the Firm

/kaf

enclosure



DANIEL K. INOUE, HAWAII, CHAIRMAN  
DANIEL J. EVANS, WASHINGTON, VICE-CHAIRMAN

JOHN MELCHER, MONTANA  
DENNIS DECONCINI, ARIZONA  
QUENTIN N. BURDICK, NORTH DAKOTA  
THOMAS A. DASCHLE, SOUTH DAKOTA

FRANK H. MURKOWSKI, ALASKA  
JOHN MCCAIN, ARIZONA

RECEIVED JAN 5 1988

ALAN R. PARKER, STAFF DIRECTOR  
PATRICIA M. ZELL, CHIEF COUNSEL  
JOE MENTOR, JR., MINORITY COUNSEL

## United States Senate

SELECT COMMITTEE ON INDIAN AFFAIRS

WASHINGTON, DC 20510-6450

FOR IMMEDIATE RELEASE:  
December 20, 1987

CONTACT: Kimberly Craven  
(202) 224-2251

### INDIAN CHILD WELFARE ACT AMENDMENTS INTRODUCED

A bill to amend the Indian Child Welfare Act was introduced Saturday by Senator Daniel J. Evans, (R-Wash), Vice-Chairman of the Senate Select Committee on Indian Affairs.

The ICWA, adopted in 1978, was designed to place Indian children in need of foster care and adoption with family members or within their tribe.

Other co-sponsors presently include Senator Inouye, (D-HI), Chairman of the Senate Select Committee on Indian Affairs, Senator John McCain, (R-AZ), Senator Tom Harkin, (D-IA), Senator DeConcini, (D-AZ), Senator Tom Daschle, (D-SD), Senator Jeff Bingaman, (D-NM), Senator Pressler, (R-SD), Senator Quentin Burdick, (D-ND), and Senator Tim Wirth, (D-CO).

"For nearly a decade the Indian Child Welfare Act has served us admirably to help place Indian children in adoptive and foster care settings which reflect the unique values of their Indian culture," said Senator Evans. "Unfortunately lack of adequate funding and Federal commitment to implementation of the Act has made it necessary for us to seek amendments."

"I am very pleased to join as cosponsor of this legislation which improves a very important policy affecting nearly 60,000



Indian children in this nation," said Senator Daniel K. Inouye during the introduction of the bill.

The bill, S. 1976, is designed to accomplish several objectives, including: clarifying and expanding coverage of the Act, increasing tribal involvement and control, keeping families together whenever possible, placing children with extended families or tribal members whenever possible, having fair and expeditious proceedings, implementing compliance monitoring mechanisms and improving Title II grants process.

The Senate Select Committee on Indian Affairs held hearings and conducted working meetings to gather data on the success and failures of the present Indian Child Welfare Act. The amendments introduced by Senator Evans on Saturday are an outcome of those meetings.

Senator Evans said that he plans to circulate copies of the proposed bill to tribal leaders and interested federal and state agencies during the January Congressional recess. Further hearings will now be conducted on S. 1976 and testimony and input from tribes and ICWA case workers are welcome.

-30-

## United States Senate

SELECT COMMITTEE ON INDIAN AFFAIRS  
WASHINGTON, DC 20510-6450  
OFFICIAL BUSINESS

*Daniel K. Inouye*  
U.S.S.

AMERICANS FOR  
INDIAN OPPORTUNITY  
1010 MASSACHUSETTS AVE., NW  
WASHINGTON, D.C. 20001

AME\*10 04319291 12/31/87  
NOTIFY SENDER OF NEW ADDRESS  
:AMER FOR INDIAN OPP  
3508 GARFIELD STREET NW  
WASHINGTON DC 20007

of a lack of concern. It is simply that there is no single congressional forum to address these needs. Thus, the issues failed to receive the attention they deserve.

This bill addresses the problems facing Federal law enforcement agencies. These difficulties fall into two broad categories: Recruiting and retention efforts, plus the issue of basic law enforcement authorities.

A key issue involves benefits provided to Federal law enforcement personnel. It may surprise many of my colleagues to learn that most of the men and women who enter the various Federal law agencies enter at the GS-5 level at a starting salary below \$15,000 annually.

That salary level makes it difficult to attract top quality personnel, particularly when State, local, and private law enforcement agencies can offer higher pay.

Making Federal recruiting more difficult is the fact that most of the recruits must pay their moving expenses when reporting for their first duty station. While this bill does not address the pay situation directly, it does provide some help by authorizing the Federal Government to pay those moving expenses.

Another provision complicating our efforts to retain good people involves the Federal Employees Retirement System (FERS). The retirement system disqualifies certain law enforcement officers from the early retirement option available to most Federal law enforcement personnel.

These officers are prohibited from the hazardous duty early retirement if they have been promoted to a management or supervisory position after fewer than 10 years of service. Thus, young officers are encouraged from seeking advancement.

This bill reduces the 10-year requirement to a 3-year requirement.

The bill also increases the death benefits paid to the survivors of a slain officer from \$50,000 to \$100,000. This amount has not been increased since the Public Safety Officers' Death Benefits Act became law 11 years ago.

In the pursuit of criminals, Federal agents often face great personal danger. Yet many of these agents also lack authority to carry firearms, make arrests, and execute warrants.

Section 103 of this bill grants to Federal inspectors general and certain General Accounting Officer personnel full law enforcement authority. This authority would be carried out under guidelines issued by the Attorney General.

Mr. President, I am confident that my colleagues agree with me that we should do everything possible to make the job of our Federal enforcement officers a little bit easier. We have passed major crime-fighting laws in recent years, but we have failed to give those who administer these laws the resources they need to implement these laws.

This new bill starts in the right direction. It will not solve all the problems I have mentioned. But it will start to correct some of the inequities facing today's law enforcement officials.

Preliminary estimates provided by the Congressional Budget Office calculate that this bill will increase Federal outlays by \$20 to \$30 million annually.

I think my colleagues will agree that this is a relatively modest cost for improvements to our Federal law enforcement efforts. I urge my colleagues to study this bill and to support it.●

By Mr. EVANS (for himself, Mr. INOUE, Mr. McCAIN, Mr. HARKIN, Mr. DeCONCINI, Mr. DASCHLE, Mr. BINGAMAN, Mr. PRESSLER, Mr. BURDICK, and Mr. WIRTH):

S. 1976. A bill to amend the Indian Child Welfare Act which establishes standards for the placement of Indian children in foster or adoptive homes, to prevent the breakup of Indian families, and for other purposes; to the Select Committee on Indian Affairs.

#### INDIAN CHILD WELFARE ACT AMENDMENTS

Mr. EVANS. Mr. President, I rise today to introduce the Indian Child Welfare Act Amendments of 1987. The Indian Child Welfare Act was signed into law on November 8, 1978, and serves to protect one of the most vital resources in Indian country: the children.

Congress passed this law in response to the alarmingly high percentage of Indian children who were separated from their families and tribal heritage by the interference, often unwarranted, of nontribal public and private agencies. With regularity these children were placed in non-Indian foster and adoptive homes and institutions. Furthermore, many States, exercising jurisdiction over Indian child custody proceedings often have failed to recognize the essential tribal relations of Indian people and the cultural and social standards prevailing in Indian communities and families.

Mr. President, it is the policy of this Nation to protect the best interests of Indian children and to promote the stability and security of Indian tribes and families. The Indian Child Welfare Act was to further this policy through the establishment of minimum Federal standards for the removal of Indian children from their families and by requiring the placement of such children in foster or adoptive homes which are reflective of the unique values of Indian culture. In addition, the act provides for assistance to Indian tribes in the operation of child and family service programs.

This policy to protect the best interest of the child has served as the operating philosophy of the tribes, child welfare programs, and courts. The Indian Child Welfare Act is recognized as being consistent with the modern

trend in child custody and child welfare. Unfortunately the implementation of this act has been resisted by some who believe it places too much emphasis on the interests of Indian tribes. The recent Halloway decision in the Utah Supreme Court and the Navajo tribal court system is indicative of this controversy surrounding the act.

The Halloway case was a powerful test of application of the Indian Child Welfare Act. The case was settled in the Navajo Nation courtroom of Window Rock, AZ. In spite of considerable public outcry over the operation of the Indian Child Welfare Act, the Utah Supreme Court overturned an adoption of a Navajo child by a non-Indian couple after the child had been in their home for 6 years while custody was being contested in the court system.

Mr. President, during a recent hearing before the Senate Select Committee on Indian Affairs, legal counsel in the Halloway case, Mr. Craig Dorsay, stated that:

While the outcry was based on the injustice that would befall the child if he were removed from the home he had known for such a long time, the debate ignored whether the Navajo Tribal Court could operate to protect the child's best interest to the same extent as a state court. The recent settlement of the Halloway case in a manner which protected the Navajo child's emotional ties to his non-Indian parents and at the same time protected his cultural and tribal ties with his natural family and the Navajo Nation shows that the initial outcry from Utah Supreme Court reversal was unwarranted and that the Indian Child Welfare Act indeed can operate to reach a result that was most consistent with protecting all facets of the child's emotional and physical well being.

Mr. President, I agree with Mr. Dorsay and believe this decision was the best that could be considered and ultimately one which will uphold tribal sovereignty.

It is extremely unfortunate that this young Indian boy and his family were subjected to such a long and trying court battle. This unreasonable delay stems from conflicting views over interpretation of the Indian Child Welfare Act. Lack of clarity in the act has resulted in many court disputes over jurisdiction and agency responsibility. Furthermore, ambiguities inherent in the language of the act have helped to sustain these problems.

Mr. President, for nearly a decade, the Indian Child Welfare Act has served admirably to prevent Indian children from being placed in adoptive and foster-care settings with non-Indian families. This act has served to raise the consciousness of non-Indian courts and State agencies about the existence of Indian tribes and the legitimate interests that Indian tribes have in their children. Unfortunately, however, lack of adequate funding and Federal commitment to implementation of the act have made it necessary for us to seek amendments.



The Senate Select Committee on Indian Affairs has conducted extensive hearings on the implementation of the Indian Child Welfare Act and we have heard many excellent recommendations for improvement of the act. This bill is a synthesis of those recommendations and is designed to respond to the concerns expressed by Indian tribes, child welfare programs, and court systems. These amendments, however, are only a first step toward rectifying the problems experienced by the limitations of the current act. I look forward to working with my colleagues to develop further improvements to the Indian Child Welfare Act and making the resources available to truly help the Indian tribes' and State child welfare and court systems fulfill the true intent of this act: That of protecting the best interest of the Indian child.

Mr. President, I ask unanimous consent that the Indian Child Welfare Act of 1987 and a summary of the goals of the bill, be printed in the RECORD.

There being no objection, the material was ordered to be printed in the RECORD, as follows:

S. 1976

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

#### SECTION. 1. SHORT TITLE.

That this Act may be cited as the "Indian Child Welfare Act Amendments of 1987".

#### SEC. 2. REVISION OF INDIAN CHILD WELFARE ACT.

The Indian Child Welfare Act of 1978 (25 U.S.C. 1901, et seq.) is amended to read as follows:

##### "SHORT TITLE AND TABLE OF CONTENTS

"SECTION. 1. This Act may be cited as the 'Indian Child Welfare Act of 1978'.

##### "TABLE OF CONTENTS

- "Sec. 1. Short Title and Table of Contents
- "Sec. 2. Congressional Findings
- "Sec. 3. Declaration of Policy
- "Sec. 4. Definitions

##### "TITLE I—CHILD CUSTODY PROCEEDINGS

- "Sec. 101. Jurisdiction over Indian child custody proceedings
- "Sec. 102. State court standards and procedures
- "Sec. 103. Voluntary proceedings
- "Sec. 104. Challenges based on violations of Act
- "Sec. 105. Placement goals in State court proceedings
- "Sec. 106. Subsequent placements or proceedings
- "Sec. 107. Tribal and family affiliation; Disclosure by court
- "Sec. 108. Reassumption of exclusive tribal jurisdiction
- "Sec. 109. Agreements between States and Indian tribes
- "Sec. 110. Improper removal of child from custody
- "Sec. 111. Higher State or Federal standards to apply
- "Sec. 112. Emergency removal and placement of child
- "Sec. 113. Effective date
- "Sec. 114. Indian Child Welfare Committees
- "Sec. 115. Compliance by private child placement agencies
- "Sec. 116. Aboriginal peoples of Canada

##### "TITLE II—INDIAN CHILD AND FAMILY PROGRAMS

- "Sec. 201. Grants for preventive programs on or near reservations
- "Sec. 202. Grants for off-reservation programs
- "Sec. 203. Funds for implementation of Act
- "Sec. 204. 'Indian' defined for certain purposes

##### "TITLE III—RECORDKEEPING, INFORMATION AVAILABILITY, AND TIME-TABLES

- "Sec. 301. State reports

##### "CONGRESSIONAL FINDINGS

"SEC. 2. Recognizing the special relationship between the United States and the Indian tribes and their members and the Federal responsibility to Indian people, the Congress finds—

"(1) that clause 3, section 8, article I of the United States Constitution provides that 'The Congress shall have Power . . . To regulate Commerce . . . with Indian tribes' and, through this and other constitutional authority, Congress has plenary power over Indian Affairs;

"(2) that Congress, through statutes, treaties, and the general course of dealing with Indian tribes, has assumed the responsibility for the protection and preservation of Indian tribes and their resources;

"(3) that there is no resource that is more vital to the continued existence and integrity of Indian tribes than their children and that the United States has a direct interest, as trustee, in protecting Indian children who are members of or are eligible for membership in an Indian tribe;

"(4) that an alarmingly high percentage of Indian children are separated from their families and tribal heritage by the interference, often unwarranted, of their children from them by non-tribal public and private agencies, and individuals, and that an alarmingly high percentage of such children are placed in non-Indian foster and adoptive homes and institutions; and

"(5) that the States, exercising their recognized jurisdiction over Indian child custody proceedings through administrative and judicial bodies, have often failed to recognize the essential tribal relations of Indian people and the cultural and social standards prevailing in Indian communities and families;

"(6) that the Bureau of Indian Affairs, exercising federal authority over Indian affairs, has often failed to fulfill its trust responsibility to Indian tribes by failing to advocate rigorously the position of tribes with States and non-tribal public and private agencies and by failing to seek funding and planning necessary for tribes to effectively fulfill their responsibilities to Indian children; and

##### "DECLARATION OF POLICY

"SEC. 3. The Congress hereby declares that it is this Nation's Policy to protect the best interests of Indian children and to promote the stability and security of Indian tribes and families by the establishment of minimum Federal standards governing any interference with Indian children's relationships with their parents, family or tribe; also by providing for the placement of Indian children in foster or adoptive homes reflecting the unique values of Indian culture, and by providing for assistance to Indian tribes in the operation of child and family service programs. Furthermore, the Congress hereby declares its intent to protect the right of Indian children to develop a tribal identity and to maintain ties to the Indian community within a family where their Indian identity will be nurtured.

##### "DEFINITIONS

"SEC. 4. For the purposes of this Act, except as may be specifically provided otherwise, the term—

"(1) 'child custody proceeding' shall mean and include any proceeding referred to in this subsection involving an Indian child regardless of whether the child has previously lived in Indian Country, in an Indian cultural environment or with an Indian parent—

"(i) 'foster care placement' means any administrative, adjudicatory or dispositional action, including a voluntary proceeding under section 103 of this Act, which may result in the placement of an Indian child in a foster home or institution, group home or the home of a guardian or conservator;

"(ii) 'termination of parental rights' means any adjudicatory or dispositional action, including a voluntary proceeding under section 103 of this Act, which may result in the termination of the parent child relationship or the permanent removal of the child from the parent's custody;

"(iii) 'preadoptive placement' means the temporary placement of an Indian child in a foster home or institution after the termination of parental rights, but prior to or in lieu of adoptive placement; and

"(iv) 'adoptive placement' means the permanent placement of an Indian child for adoption, including any administrative, adjudicatory or dispositional action or any voluntary proceeding under section 103 of this Act, whether the placement is made by a public or private agency or by individuals, which may result in a final decree of adoption.

"The term 'child custody proceeding' shall not include a placement based upon an act which, if committed by an adult, would be deemed a crime. Such term shall also not include a placement based upon an award of custody to one of the parents in any proceeding involving a custody contest between the parents. All other child custody proceedings involving family members are covered by this Act.

"(2) 'domicile' shall be defined by the tribal law or custom of the Indian child's tribe, or in the absence of such law or custom by Federal common law applied in a manner which recognizes that (1) many Indian people consider their reservation to be their domicile even when absent for extended periods and (2) the intent of the Act is to defer to tribal jurisdiction whenever possible;

"(3) 'family' includes extended family members and shall be as defined by the law or custom of the Indian child's tribe or, in the absence of such law or custom, includes any person who has reached the age of eighteen and who, by blood or marriage, is the Indian child's grandparent, aunt or uncle, brother or sister, brother-in-law or sister-in-law, niece or nephew, first or second cousin, or stepparent;

"(4) 'Indian' means any person who is a member of an Indian or Alaska Native tribe (including any Alaska Native village), or who is an Alaska Native and a member of a Regional Corporation as defined in Section 7 of the Alaska Native Claims Settlement Act (85 Stat. 688,689), any person of Indian or Alaska Native descent who is considered by an Indian or Alaska Native tribe to be a part of its community, or for purposes of section 107, any person who is seeking to determine eligibility for tribal membership;

"(5) 'Indian child' means any unmarried person who is under age eighteen and is—

"(a) a member of an Indian tribe, or

"(b) is eligible for membership in an Indian tribe, or

"(c) is of Indian descent and is considered by an Indian tribe to be part of its community, or for purposes of section 107, any person who is seeking to determine eligibility for tribal membership; if a child is an infant he or she is considered to be part of a tribal community if either parent is so considered;

"(6) 'Indian child's tribe' means—

"(a) the Indian tribe in which an Indian child is a member or eligible for membership, or

"(b) in the case of an Indian child who is a member of or eligible for membership in more than one tribe, the Indian tribe with which the Indian child has the more significant contacts. For any of the purposes of this Act, the tribe with the more significant contacts may designate as the Indian child's tribe another tribe in which the child is a member or eligible for membership with the consent of that tribe;

"(7) 'Indian custodian' means any Indian person who has custody of an Indian child under tribal law or custom or legal custody under State law or to whom physical care, custody, and control has been voluntarily transferred by the parent of such child;

"(8) 'Indian organization' means any group, association, partnership, corporation, or other legal entity owned or controlled by Indians, or a majority of whose members are Indians;

"(9) 'Indian Tribe' means any Indian or Alaska Native tribe, band, nation, village or other organized group or community of Indians recognized as eligible for the services provided to Indians or Alaska Natives by the Secretary because of their status as Indians or Alaska Natives, including any Alaska Native village as defined in section 3(c) of the Alaska Native Claims Settlement Act (85 Stat. 688,689), as amended, those tribes, bands, nations, or groups terminated since 1940 who maintain a representative organization, and for the purposes of sections 101(c), 102, 103, 104, 105, 106, 107, 110, 111 and 112 of this Act, those tribes, bands, nations or other organized groups that are recognized by the Government of Canada or any province or territory thereof;

"(10) 'parent' means any biological parent or parents of an Indian child or any Indian person who has lawfully adopted an Indian child, including adoptions under tribal law or custom. Except for the purposes of sections 103 (c) and (d), 104, 105(f), 106(a) and (b), 107, 301, the term parent shall not include any person whose parental rights have been terminated. It includes the unwed father where paternity has been established under tribal or state law, or recognized in accordance with tribal custom, or openly proclaimed to the court, the child's family, or a child placement or adoption agency. For the purpose of section 102(a), it also includes an unwed father whose paternity has not been so established, recognized or proclaimed.

"(11) 'qualified expert witness' means—

"(a) a member of the Indian child's tribe who is recognized by the tribal community as knowledgeable in tribal customs as they pertain to family organization and child-rearing practices; or

"(b) a person having substantial experience in the delivery of child and family services to Indians, and extensive knowledge of prevailing social and cultural standards and child-rearing practices within the Indian child's tribe; or

"(c) a professional person having substantial education and experience in the area of his or her specialty and who has general knowledge of prevailing Indian social and cultural standards and child-rearing practices;

"(12) 'reservation' means Indian country as defined in section 1151 or title 18, United States Code and any lands, not covered under such section, title to which is either held by the United States in trust for the benefit of any Indian tribe or individual or held by any Indian tribe or individual subject to a restriction by the United States against alienation;

"(13) 'residence' shall be defined by the tribal law or custom of the Indian child's tribe, or in the absence of such law or custom, shall be defined as a place of general abode or a principal, actual dwelling place of a continuing or lasting nature;

"(14) 'Secretary' means the Secretary of the Interior; and

"(15) 'tribal court' means a court with jurisdiction over child custody proceedings and which is either a Court of Indian Offenses, a court established and operated under the code or custom of an Indian tribe, or any other administrative body of a tribe which is vested with authority over child custody proceedings.

#### "TITLE I—CHILD CUSTODY PROCEEDINGS

##### "JURISDICTION OVER INDIAN CHILD CUSTODY PROCEEDINGS

"Sec. 101. (a) Notwithstanding any other Federal law to the contrary, an Indian tribe shall have exclusive jurisdiction over any child custody proceeding involving an Indian child who resides or is domiciled within the reservation of such tribe, except where concurrent jurisdiction over voluntary child custody proceedings may be otherwise vested in the State by existing Federal law. Where an Indian child is a ward of a tribal court, the Indian tribe shall retain exclusive jurisdiction, notwithstanding the residence or domicile of the child.

"(b) In any State court child custody proceeding involving an Indian child not subject to the exclusive jurisdiction of a tribe, the court, shall transfer such proceeding to the jurisdiction of the Indian child's tribe absent an unrevoked objection by either parent determined to be consistent with the best interests of the child as an Indian, upon the oral or written request of either parent or the Indian custodian or the Indian child's tribe: Provided, That the court may deny such transfer of jurisdiction where the request to transfer was not made within a reasonable time after receiving notice of the hearing and the proceeding is at an advanced adjudicatory stage: Provided further, That such transfer shall be subject to declination by the tribal court of such tribe and that an oral or written request to transfer must be expressly revoked for such request to be deemed abandoned: Provided further, That a parent whose rights have been terminated or who has consented to an adoption may not object to transfer.

"(c) In any State child custody proceeding involving an Indian child, and any State administrative or judicial proceeding to review the foster care, preadoptive or adoptive placement of the child, the Indian custodian of the child, the parent of the child, and the Indian child's tribe shall have a right to intervene at any point in the proceeding. The Indian custodian, the parent, except as provided above, an the Indian child's tribe shall also have a right to intervene in any administrative or judicial proceeding under State law to review the foster care, preadoptive or adoptive placement of an Indian child. The Indian child's tribe may authorize an Indian organization or other Indian tribe to intervene on its behalf.

"(d) Whenever a non-tribal social services agency determines that an Indian child is in any situation that could lead to a foster care placement, preadoptive placement or adop-

tive placement and which requires the continued involvement of the agency with the child for a period in excess of 30 days, the agency shall send written notice of the condition and of the initial steps taken to remedy it to the Indian child's tribe within seven days of the determination. The tribe shall have the right to examine and copy all reports or other documents involving the child. The State agency shall not be liable for any harm resulting from its release of information to the tribe.

"(e) The United States, every State, every territory or possession of the United States, and every Indian tribe shall give full faith and credit to the public acts, records, and judicial proceedings of any Indian tribe applicable to Indian child custody proceedings to the same extent that such entities give full faith and credit to the public acts, records, and judicial proceedings of any other entity. Differences in tribal practice and procedure that do not affect the fundamental fairness of the proceeding shall not be cause to deny full faith and credit to a tribal judicial proceeding. Full faith and credit may not be denied to a tribal proceeding without first providing an opportunity for the tribe to cure any alleged defect in practice or procedure.

"(f) Nothing in this section shall be construed to authorize a State to refuse to offer social services to Indians whether resident or domiciled on or off the reservation to the same extent that such State makes services available to all of its citizens.

##### "STATE COURT STANDARDS AND PROCEDURES

"Sec. 102. (a) In any involuntary child custody proceedings in a State court, where the court or the petitioner knows or has reason to know that an Indian child is involved, the party seeking the foster care, preadoptive or adoptive placement of, or termination of parental rights to, an Indian child, or who otherwise has initiated a child custody proceeding, shall notify the parent, Indian custodian, if any, and the Indian child's tribe, by registered mail with return receipt requested, of the pending proceedings, of their right of intervention, and of their right to petition or request the court to transfer the case to tribal court. Whenever an Indian child is eligible for membership in more than one tribe, each such tribe shall receive notice of the pending proceeding. If the identity or location of the parent or Indian custodian and the tribe cannot be determined after reasonable inquiry of the parent, custodian and child, such notice shall be given to the Secretary in like manner, who shall have fifteen days after receipt to provide the requisite notice to the parent or Indian custodian and the tribe. No involuntary child custody proceeding shall be held until at least fifteen days after receipt of notice by the parent or Indian custodian and the tribe or until at least thirty days after receipt of notice by the Secretary: Provided, That the parent or Indian custodian or the tribe shall, upon request, be granted up to twenty additional days to prepare for such proceeding, and adequate time to obtain counsel.

"(b) In any case in which the court or, in the case of an administrative proceeding, the administrator of the State agency determines indigency, the parent or Indian custodian shall have the right to court-appointed counsel in any involuntary child custody proceeding. The court may, in its discretion, appoint counsel for the child upon a finding that such appointment is in the best interest of the child. Where State law makes no provision for appointment of counsel in such proceedings, the court or State agency shall promptly notify the Secretary upon

appointment of counsel, and the Secretary, upon certification of the presiding judge or, where applicable, the administrator of the State agency, shall pay reasonable fees and expenses out of funds which may be appropriated pursuant to the Act of November 2, 1921 (42 Stat. 208; 25 U.S.C. 13). The Secretary shall also pay the reasonable fees and expenses of qualified expert witnesses retained on behalf of an indigent parent or Indian custodian.

"(c) Each party in any child custody proceeding under State law involving an Indian child shall have the right to examine and copy all reports or other documents involving the child who is the subject of the proceeding. The State agency shall not be liable to a party for any harm resulting from its release of information to the tribe.

"(d) Any party seeking to effect a foster care, preadoptive or adoptive placement of, or termination of parental rights to, an Indian child under State law shall satisfy the court that active, culturally appropriate efforts, including efforts to involve the Indian child's tribe, extended family and off-reservation Indian organizations, where applicable, have been made to provide remedial services and rehabilitative programs designed to prevent such placement or termination of parental rights and that these efforts have proved unsuccessful. Except for emergency placements pursuant to section 112 of this Act, in any case involving a non-tribal social services agency, no foster care, preadoptive or adoptive placement proceeding shall be commenced until the requirements of section 101(d) of this Act have been satisfied.

"(e) No foster care placement may be ordered in such proceeding in the absence of a determination, supported by clear and convincing evidence, including testimony of qualified expert witnesses, that custody of the child by the parent or Indian custodian is likely to result in serious emotional or physical damage to the child. The clear and convincing evidence and qualified expert witnesses requirements shall apply to any and all findings which the court makes which are relevant to its determination as to the need for foster care, including the finding required by subsection (d) of this section.

"(f) No termination of parental rights may be ordered in such proceeding in the absence of a determination, supported by evidence beyond a reasonable doubt, including testimony of qualified expert witnesses, that custody of the child by the parent or Indian custodian is likely to result in serious emotional or physical damage to the child. The beyond a reasonable doubt and qualified expert witnesses requirements shall apply to any and all findings which the court makes which are relevant to its determination as to the need to terminate parental rights, including the finding required by subsection (d) of this section.

"(g) Evidence that only shows the existence of community or family poverty, crowded or inadequate housing, alcohol abuse, or non-conforming social behavior does not constitute clear and convincing evidence or evidence beyond a reasonable doubt that custody by the parent or Indian custodian is likely to result in serious emotional or physical damage to the child. To meet the burden of proof, the evidence must show the direct causal relationship between particular conditions and the serious emotional or physical damage to the child that is likely to result from the conduct of the parent or Indian custodian.

"(h) Any order for the foster care placement, termination of parental rights, preadoptive placement of adoptive placement shall protect the children's future opportu-

nity to learn their tribal identity and heritage, and to take advantage of their tribe's cultural resources, including, to the extent possible and appropriate, provision for continued contacts between the children and their parents, family, and tribe.

#### "VOLUNTARY PROCEEDINGS

"SEC. 103. (a)(1) Where any parent or Indian custodian voluntarily consents to a foster care placement, termination of parental rights, or adoption under state law, such consent shall not be valid unless executed in writing and recorded before a judge of a court with jurisdiction and accompanied by the presiding judge's certificate that the terms and consequences of the consent and the relevant provisions of this Act were fully explained in detail and were fully understood by the parent or Indian custodian. The court shall also certify that the parent and Indian custodian, if any fully understood the explanation in English or that it was interpreted into a language that the parent or Indian custodian understood. Any consent given prior to, or within ten days after birth of the Indian child shall not be valid.

"(2) At least ten days prior to any State court proceeding to validate a voluntary consent where the state has jurisdiction to validate the consent, the court shall notify the Indian child's tribe, and the non-consenting parent, if any, by registered mail, return receipt requested, of the pending consent validation proceeding, of their right to intervention in the validation and any subsequent child custody proceeding, and of their right to petition or request the court to transfer the case to tribal court. A request for confidentiality shall not be reason to withhold notice from the tribe. The court shall also certify that active, culturally appropriate efforts, including efforts to involve the Indian child's tribe, extended family and off-reservation Indian organizations, where applicable have been offered remedial services and rehabilitation programs designed to prevent the break-up of the Indian family and that these efforts have proved unsuccessful.

"(3) Consent to a foster care placement, termination of parental rights, preadoptive placement or adoptive placement shall not be deemed abandonment of the child by the parent or Indian custodian. Such consent by a parent or Indian custodian shall not affect the rights of other Indian relatives to custody under tribal law or custom or this Act. Any voluntary consent pursuant to this section shall not be admissible as evidence in any proceeding under section 102 of this Act.

"(4) The Secretary of Health and Human Services shall take appropriate action to ensure that all Indian Health Service personnel are informed of and comply with the provisions of this section.

"(b) Any parent or Indian custodian may withdraw consent to a foster care placement under State law at any time and, upon such withdrawal, the child shall be returned immediately to the parent or Indian custodian unless returning the child to his or her parent or custodian would subject the child to a substantial and immediate danger of serious physical harm or threat of such harm by such parent or Indian custodian. The pendency of an involuntary child custody proceeding shall not be grounds to refuse to return the child to the parent or Indian custodian.

"(c) In any voluntary proceeding for termination of parental rights to, or adoptive placement of, an Indian child, the consent of the parent or Indian custodian may be withdrawn for any reason at any time prior to the entry of a final decree of adoption,

and the child shall be immediately returned to the parent or Indian custodian would subject the child to a substantial and immediate danger of serious physical harm or threat of such harm by such parent or Indian custodian. The pendency of an involuntary child custody proceeding shall not be grounds to refuse to return the child to the parent or Indian custodian.

"(d) After the entry of a final decree of adoption of an Indian child in any State court, the parent may withdraw consent thereto upon the grounds that consent was obtained through fraud or duress and may petition the court to vacate such decree. Upon a finding based upon a preponderance of the evidence that such consent was obtained through fraud or duress, the court shall vacate such decree of adoption and return the child to the parent. Unless otherwise permitted under State law, no adoption may be invalidated under the provisions of this subsection unless the parent or Indian custodian has petitioned the court within two years of the entry of the final decree of adoption.

#### "CHALLENGES BASED ON VIOLATIONS OF ACT

"SEC. 104. (a) In any child custody proceeding under State law, the Indian child, any parent, any Indian custodian from whose custody the child was removed, or the Indian child's tribe may (i) move to vacate or set aside any aspect of the proceeding which may have violated this Act, or (ii) bring an independent action to invalidate the proceeding in any court which has jurisdiction over the parties. Any member of the Indian child's family shall have the right to intervene in a proceeding pursuant to this section. In case of an alleged violation of section 105 of this Act, any member of the child's family shall have standing under this section to bring an independent action to challenge the placement.

"(b) Notwithstanding any law to the contrary, federal courts shall have jurisdiction to review any final decree of a State court which is alleged to be in violation of this Act, upon a petition for writ of habeas corpus brought under 28 U.S.C. 2254 or an independent action brought by any party withstanding to pursue such an action pursuant to section (a).

"(c) The court shall, upon request, hear any motion or action brought under this section or any appeal from a decision in a child custody proceeding on an expedited basis.

#### "PLACEMENT GOALS IN STATE COURT PROCEEDINGS

"SEC. 105. (a) All placements of Indian children shall seek to protect the rights of Indian children as Indians and the rights of the Indian community and tribe in having its children in its society.

"(b) Any adoptive placement of an Indian child under State law shall be made in accordance with the order of placement established by the child's tribe by resolution, or in the absence of such resolution, with the following order of placement: (1) a member of the child's family; (2) other members of the Indian child's tribe; or (3) other Indian families, except as provided in subsections (d) and (e).

"(c) Any child accepted for foster care or preadoptive placement shall be placed (1) in the least restrictive setting which must approximate a family and (2) within reasonable proximity to his or her home. Except as provided in subsections (d) and (e) below, any foster care or preadoptive placement shall be made in accordance with the following order of placement unless the child's tribe has established a different order of placement by resolution:

"(i) a member of the Indian child's family;

"(ii) a foster home licensed, approved, or specified by the Indian child's tribe;

"(iii) an Indian foster home licensed or approved by an authorized non-Indian licensing authority; or

"(iv) an institution for children approved by an Indian tribe or operated by an Indian organization which has a program suitable to meet the Indian child's needs.

"(d) Any placement established under subsection (b) or (c) of this section may be varied, so long as it remains consistent with subsection (a) of this section, where (1) the child is at least age 12 and of sufficient maturity and requests a different placement; or (2) the child has extraordinary physical or emotional needs, as established by the testimony of expert witnesses, that cannot be met through a placement within the order of placement, or (3) families within such order of placement are unavailable after diligent search has been completed, as provided for in subsections (f) and (g), for a family within the order of placement.

"(e) A placement preference expressed by the Indian child's parent or Indian custodian, or a request that the consenting parent's identity remain confidential, shall be considered so long as the placement is made with one of the persons or institutions listed in subsections (b) or (c), or one of the exceptions contained in subsection (d) applies. A request for confidentiality shall not be grounds for withholding notice from the Indian child's tribe, provided that notice of the proceeding shall include a reference to the request.

"(f) Notwithstanding any State law to the contrary, the standards to be applied in meeting the placement requirements of this section shall be the prevailing social and cultural standards of the Indian community in which the parent or family resides or with which the parent or family members maintain social and cultural ties. If necessary to comply with this section, a State shall promulgate, in consultation with the affected tribes, separate state licensing standards for foster homes servicing Indian children and shall place Indian children in homes licensed or approved by the Indian child's tribe or an Indian organization.

"(g) A record of each such placement, under State law, of an Indian child shall be maintained by the State in which the placement was made, evidencing the efforts to comply with the order of placement specified in this section. Such efforts must include, at a minimum, contacting the tribe prior to placement to determine if it can identify placements within the order of placement, notice to all family members that can be located through reasonable inquiry of the parent, custodian, child and Indian child's tribe, a search of all county or state listings of available Indian homes and contact with local Indian organizations, the Department of Interior's Bureau of Indian Affairs and nationally known Indian programs with available placement resources. The record of the State's compliance efforts shall be made available at any time upon the request of the Secretary or the Indian child's tribe.

#### "SUBSEQUENT PLACEMENTS OR PROCEEDINGS

"Sec. 106. (a) Notwithstanding State law to the contrary, whenever a final decree of adoption of an Indian child has been vacated or set aside or the adoptive parent's parental rights to the child have been terminated, the public or private agency or individual seeking to place the child, in accordance with the provisions of section 102(a), shall notify the biological parents, prior Indian custodians and the Indian child's tribe of the pending placement proceedings,

their right of intervention, and their right to petition for return of custody. The court shall grant the petition for return of custody of the parent or Indian custodian, as the case may be, unless there is a showing, in a proceeding subject to subsections (e) and (f) of Section 102 of this Act, that such return of custody is not in the best interests of the child. Whenever an Indian child who has been adopted is later placed in foster care, the Indian child's tribe shall be notified and have the right to intervene in the proceeding.

"(b) In the event that the court finds that the child should not be returned to the biological parents or prior Indian custodian, placement shall be made in accordance with the order of placement in section 105. For the purposes of this section family shall include the family of the biological parents or prior Indian custodian.

"(c) Whenever an Indian child is removed from a foster care home or institution for the purpose of further foster care, preadoptive, or adoptive placement, or when review of any such placement is scheduled, such placement shall be in accordance with the provisions of this Act, including prior notice to the child's biological parents and prior Indian custodian, and the Indian child's tribe, except in the case where an Indian child is being returned to the parent or Indian custodian from whose custody the child was originally removed.

#### "TRIBAL AND FAMILY AFFILIATION; DISCLOSURE BY COURT

"Sec. 107. An adopted Indian individual who has reached the age of eighteen, the Indian child's tribe or the Indian child's adoptive parents, may apply to the court which entered the final decree of adoption for the release of information regarding the individual's biological parents and family and their tribal affiliation, if any. Based upon court records or records subject to court order, the court shall inform the individual of the names and tribal affiliation of his or her biological parents. The court shall also provide any other information as may be necessary to protect the rights flowing from the individual's tribal relationship.

#### "REASSUMPTION OF EXCLUSIVE TRIBAL JURISDICTION

"Sec. 108. (a) Any Indian tribe which became subject to State concurrent jurisdiction over voluntary child custody proceedings pursuant to the provisions of the Act of August 15, 1953 (67 Stat. 588), as amended by title IV of the Act of April 11, 1968 (82 Stat. 73, 78), or pursuant to any other Federal law, may reassume exclusive jurisdiction over all voluntary child custody proceedings. Before any Indian tribe may reassume jurisdiction over voluntary Indian child custody proceedings, such tribe shall present to the Secretary for approval a petition to reassume such jurisdiction which includes a suitable plan to exercise such jurisdiction.

"(b)(1) In considering the petition and feasibility of the plan of a tribe under subsection (a), the Secretary may consider, among other things:

"(i) whether or not the tribe maintains a membership roll or alternative provision for clearly identifying the persons who will be affected by the reassumption of jurisdiction by the tribe;

"(ii) the size of the reservation or former reservation area which will be affected by retrocession or reassumption of jurisdiction by the tribe;

"(iii) the population base of the tribe, or distribution of the population in homogeneous communities or geographic areas; and

"(iv) the feasibility of the plan in cases of multitribal occupation of a single reservation or geographic area.

"(2) In those cases where the Secretary determines that full jurisdiction is not feasible, he is authorized to accept partial retrocession which will enable tribes to exercise exclusive jurisdiction over voluntary placements in limited community or geographic areas without regard for the reservation status of the area affected.

"(c) If the Secretary approves any petition under subsection (a), the Secretary shall publish notice of such approval in the Federal Register and shall notify the affected State or States of such approval. If the Secretary disapproves any petition under subsection (a), the Secretary shall provide such technical assistance as may be necessary to enable the tribe to correct any deficiency which the Secretary identified as a cause for disapproval. The Indian tribe concerned shall reassume exclusive jurisdiction over all voluntary placements of all Indian children residing or domiciled on the reservation sixty days after publication in the Federal Register of notice of approval.

"(d) Assumption of jurisdiction under this section shall not affect any action or proceeding over which a court has already assumed jurisdiction, except as may be provided pursuant to any agreement under section 109 of this Act or as otherwise provided in the notice of the Secretary.

#### "AGREEMENTS BETWEEN STATES AND INDIAN TRIBES

"Sec. 109. (a) States and Indian tribes are authorized to enter into agreements with each other respecting care and custody of Indian children and jurisdiction over child custody proceedings, including agreements which may provide for orderly transfer of jurisdiction on a case-by-case basis and agreements which provide for concurrent jurisdiction between States and Indian tribes. Nothing in this section or in section 108 of this Act shall be construed as in any way diminishing or altering the inherent powers of Indian tribes over children's proceedings.

"(b) Such agreements may be revoked by either party upon one hundred and eighty days' written notice to the other party. Such revocation shall not affect any action or proceeding over which a court has already assumed jurisdiction, unless the agreement provides otherwise.

#### "IMPROPER REMOVAL OF CHILD FROM CUSTODY

"Sec. 110. (a) Where any petitioner in an Indian child custody proceeding before a State court has improperly removed the child from custody of the parent or Indian custodian or has improperly retained custody after a visit or other temporary relinquishment of custody, the court shall decline jurisdiction over such petition and shall forthwith return the child to his parent or Indian custodian unless returning the child to his parent or custodian would subject the child to a substantial and immediate danger or threat of such danger.

"(b) In any instance where a child has been improperly removed or retained by an individual or entity, the parent or Indian custodian from whose custody the child was removed and the child's tribe may petition any court with jurisdiction for return of the child in accordance with this section.

#### "HIGHER STATE OR FEDERAL STANDARDS TO APPLY

"Sec. 111. (a) An Indian parent or custodian may not waive any of the provisions of this Act.

"(b) In any case where State or Federal law applicable to a child custody proceeding

under State or Federal law provides a higher standard of protection to the rights of the parent or Indian custodian of an Indian child than the rights provided under this title, the State or Federal court shall apply the State or Federal standard.

**"EMERGENCY REMOVAL AND PLACEMENT OF CHILD**

"SEC. 112. (a) Regardless of whether a child is subject to the exclusive jurisdiction of an Indian tribe, when a child is located off the tribe's reservation nothing in this title shall be construed to prevent the emergency removal of an Indian child from his parent or Indian custodian or the emergency placement of such child in a foster home or institution, under applicable State law, in order to prevent imminent physical damage or harm to the child. The State authority, official, or agency involved shall insure that the emergency removal or placement terminates immediately when such removal or placement is no longer necessary to prevent imminent physical damage or harm to the child. Wherever possible, the child shall be placed within the order of placement provided for in section 105 of this Act.

"(b) No later than the time permitted by State law, and in no event later than three days (excluding Saturday, Sunday and legal holidays) following the emergency removal, the State authority, agency or official must obtain a court order authorizing continued emergency physical custody. If the Indian child has not been restored to its parent or Indian custodian within 10 days following the emergency removal, the State authority, agency or official, shall—

"(1) commence a State court proceeding for foster care placement if the child is not resident or domiciled on an Indian reservation and is not a ward of the tribal court, or

"(2) transfer the child to the jurisdiction of the appropriate Indian tribe if the child is resident or domiciled on an Indian reservation or ward of the tribal court.

"Notwithstanding the filing of a petition for a foster care placement of the child, the State agency, authority or official shall continue active efforts to prevent the continued out-of-home placement of the child. No emergency custody order shall remain in force or in effect for more than thirty (30) days without determination by the appropriate court, in accordance with section 102(e) of this Act in the case of a State court, that foster care placement of the child is appropriate: Provided, That in any case where the time requirements in section 102(a) do not permit a child custody proceeding to be held within 30 days, the emergency custody order may remain in force for a period not to exceed three days after the first possible date on which the proceeding may be held pursuant to section 102(a).

"(c) Emergency removal under this section shall not impair the exclusive jurisdiction of the tribe.

**"EFFECTIVE DATE**

"SEC. 113. None of the provisions of this title, except section 101(a), 108, and 109 shall affect a proceeding under State law for foster care placement, termination of parental rights, preadoptive placement, or adoptive placement which was initiated or completed prior to one hundred and eighty days after the enactment of this Act, but shall apply to any subsequent proceeding in the same matter or subsequent proceedings affecting the custody or placement of the same child.

**"INDIAN CHILD WELFARE COMMITTEES**

"SEC. 114. The Secretary shall establish Indian Child Welfare committees consisting of not less than three persons for each area office. The committees shall monitor com-

pliance with this Act on an on-going basis. Appointments to the committees shall be made for a period of three years and shall be chosen from a list of nominees furnished, from time to time, by Indian tribes and organizations. Each committee shall be broadly representative of the diverse tribes located in its area.

**"COMPLIANCE BY PRIVATE CHILD PLACEMENT AGENCIES**

"SEC. 115. In licensing any private child placement agency, any state in which either (1) a Federally-recognized Indian tribe is located or (2) there is an Indian population of more than 10,000, shall include compliance with this Act by the private agency as a condition of continued licensure and shall annually audit such agencies to ensure that they are in compliance. The audit report shall be made available upon the request of the Secretary or any tribe.

**"ABORIGINAL PEOPLES OF CANADA**

"SEC. 116. (a) Except as provided by this section, the provisions of sections 101(c), 102, 103, 104, 105, 106, 107, 110, 111 and 112 of this Act shall also apply to the aboriginal peoples of Canada and their children.

"(b) The 'Indian child's tribe,' in the case of aboriginal peoples of Canada, shall be the child's Indian Act band or, if neither the child nor its parents are members of any band, the aboriginal government or most appropriate regional aboriginal organization with which the child's parents are connected by their origins or residence.

"(c) Indian Act bands, other aboriginal governments, and regional aboriginal organizations may be resolution designate aboriginal organizations in Canada, or Indian tribes or Indian organizations in the United States, as agents for the purposes of this Act. Resolutions to this effect shall be delivered to, and promptly acknowledged by the Secretary, who shall publish a list of such designations annually in the Federal Register.

"(d) For the purposes of section 102(a) of this Act, notice shall also be given to the Minister of the Government of Canada who is responsible for Indians and lands reserved for Indians.

"(e) In any State court child custody proceeding involving an aboriginal Canadian child, the court shall permit the removal of such case to the aboriginal, provincial, or territorial court in Canada which exercises primary jurisdiction over the territory of the child's tribe, upon a petition, and absent unrevoked parental objections, as is provided for in other cases by section 101 (b) of this Act.

**"TITLE II—INDIAN CHILD AND FAMILY PROGRAMS**

**"GRANTS FOR PREVENTIVE PROGRAMS ON OR NEAR RESERVATIONS**

"SEC. 201. (a) The Secretary shall make grants to Indian tribes and organizations in the establishment and operation of Indian child and family service programs on or near reservations and in the preparation and implementation of child welfare codes. The objective of every Indian child and family service program shall be to prevent the breakup of Indian families and, in particular, to insure that the permanent removal of an Indian child from the custody of his parent or Indian custodian shall be a last resort. Such child and family service programs, in accordance with priorities established by the tribe, may include, but are not limited to—

"(1) a system for licensing or otherwise regulating Indian foster and adoptive homes;

"(2) the operation and maintenance of facilities for the counseling and treatment of

Indian families and for the temporary custody of Indian children;

"(3) family assistance, including home-maker and home counselors, day care, after-school care, and employment, recreational activities, cultural and family-enriching activities and respite care;

"(4) home improvement programs;

"(5) the employment of professional and other trained personnel to assist the tribal court in the disposition of domestic relations and child welfare matters;

"(6) education and training of Indians, including tribal court judges and staff, in skills relating to child and family assistance and service programs;

"(7) a subsidy program under which Indian adoptive child may be provided support comparable to that for which they would be eligible as foster children, taking into account the appropriate State standards of support for maintenance and medical needs; and

"(8) guidance, legal representation, and advice to Indian families and tribes involved in tribal, State, or Federal child custody proceedings.

"(b) Funds appropriated for use by the Secretary in accordance with this section may be utilized as non-Federal matching share in connection with funds provided under titles IV-B and XX of the Social Security Act or under any other Federal financial assistance programs which contribute to the purpose for which such funds are authorized to be appropriated for use under this Act. The provision or possibility of assistance under this Act shall not be a basis for the denial or reduction of any assistance otherwise authorized under titles IV-B and XX of the Social Security Act of any other federally assisted program. Placement in foster or adoptive homes or institutions licensed or approved by an Indian tribe, whether the homes are located on or off the reservation, shall qualify for assistance under federally assisted programs, including the foster care and adoption assistance program provided in title IV-E of the Social Security Act (42 U.S.C. 670 et seq.).

"(c) In lieu of the requirements of subsections 10, 14 and 16 of section 471 of the Social Security Act (42 U.S.C. 671 (10), (14) and (16)), Indian tribes may develop their own systems for foster care licensing, development of case plans and case plan reviews consistent with tribal standards.

**"GRANTS FOR OFF-RESERVATION PROGRAMS**

"SEC. 202. The Secretary shall also make grants to Indian organizations to establish and operate off-reservation Indian child and family service programs which, in accordance with priorities set by the Indian organizations may include, but are not limited to—

"(1) a system for regulating, maintaining, and supporting Indian foster and adoptive homes, including a subsidy program under which Indian adoptive children may be provided support comparable to that for which they would be eligible as Indian foster children, taking into account the appropriate State standards of support for maintenance and medical needs;

"(2) the operation and maintenance of facilities and services for counseling and treatment of Indian families and Indian foster and adoptive children;

"(3) family assistance, including home-maker and home counselors, day care, after-school care, and employment, recreational activities, and respite care; and

"(4) guidance, legal representation, and advice to Indian families involved in child custody proceedings.



**FUNDS FOR IMPLEMENTATION OF ACT**

"Sec. 203. (a) In the establishment, operation, and funding of Indian child and family service programs, both on and off reservation, the Secretary shall enter into agreements with the Secretary of Health and Human Services, and the latter Secretary is hereby authorized and directed to use funds appropriated for similar programs of the Department of Health and Human Services for such purpose.

"(b) Funds for the purposes of this Act may be appropriated pursuant to the provisions of the Act of November 2, 1921 (42 Stat. 208), as amended. In addition, Congress may appropriate such sums as may be necessary to provide Indian child welfare training to Federal, State and Tribal judges, court personnel, social workers and child welfare workers, including those employed by agencies licensed by a State.

"(c) Indirect and administrative costs relating to a grant awarded pursuant to this Title shall be paid out of Indian Contract Support funds. One hundred per centum (100%) of the sums appropriated by Congress to carry out the provisions and purposes of this Act shall be awarded to tribes or Indian organizations.

**"INDIAN" DEFINED FOR CERTAIN PURPOSES**

"Sec. 204. For the purposes of section 202 and 203 of this title, the term 'Indian' shall include persons defined in section 4(c) of this Indian Health Care Improvement Act of 1976 (90 Stat. 1400, 1402).

**"TITLE III—RECORDKEEPING, INFORMATION AVAILABILITY, AND TIME-TABLES****"STATE REPORTS**

"Sec. 301. (a) Any State court entering a final decree or order in any Indian child adoptive placement after the date of enactment of this Act shall provide the Secretary and the Indian child's tribe with a copy of such decree or order together with such other information as may be necessary to show—

"(1) the name and tribal affiliation of the child;

"(2) the names and addresses of the biological parents;

"(3) the names and addresses of the adoptive parents; and

"(4) the identity of any agency having files or information relating to such adoptive placement.

"No later than 120 days after enactment of this bill, the administrative body for each State court system shall designate an individual or individuals who will be responsible for ensuring State court compliance with this Act. All information required by this subsection relating to decrees of adoption entered after May 8, 1979, shall be compiled and forwarded to the Secretary and Indian child's tribe no later than January 1, 1989. Where the court records contain an affidavit of the biological parent or parents that their identity remain confidential, the court shall include such affidavit with the other information. The Secretary shall insure that the confidentiality of such information is maintained and such information shall be not subject to the Freedom of Information Act (5 U.S.C. 552), as amended.

(b) Upon the request of the adopted Indian child over the age of eighteen, the adoptive or foster parents of an Indian child, or any Indian tribe, the Secretary shall disclose such information as may be held by the Secretary pursuant to subsection (a) of this section. Where the documents relating to such child contain an affidavit from the biological parent or parents requesting that their identity remain confidential and the affidavit has not been re-

voked, the Secretary shall provide to the Indian child's tribe, where such information about the child's parentage and other circumstances of birth as required by such tribe to determine the child's eligibility for membership under the criteria established by such tribe.

"(C) No later than February 15 of each year, the Secretary shall obtain from each State a list of all Indian children in foster care, preadoptive or adoptive placement as of December 31 of the previous year. The list shall include the name of the Indian child's tribe, the name and address, if known, of the child's biological parents and prior Indian custodian, if any, the names and addresses of the parties having legal and/or physical custody of the child and the current legal status of the child, biological parents and prior Indian custodian. Within 10 days of the submission of the list to the Secretary, the state shall provide to each tribe all information on the list pertaining to the children of such tribe.

**"RULES AND REGULATIONS**

"Sec. 302. Within one hundred and eighty days after the enactment of this Act, the Secretary shall promulgate such rules and regulations as may be necessary to carry out the provisions of this Act. In promulgating such rules and regulations, the Secretary shall consult with national and regional Indian organizations and with Indian tribes."

**SEC. 3. CONFORMING AMENDMENTS TO RELATED ACTS.**

(a) Section 408 (a) of Title IV of the Social Security Act (42 U.S.C. 608(a)) is amended—

(1) by striking out at the end of subsection (2)(A) the word "or"

(2) by adding after subsection (2)(B) the following clause "or (C) in the case of an Indian child, as defined by subsection (4) of the Indian Child Welfare Act (25 U.S.C. 1903(4)), the Indian child's tribe as defined in subsections (4)(5) and (8) of that Act (25 U.S.C. 1903(5) and (8))."

(b) Section 422 of Title IV of the Social Security Act (42 U.S.C. 622) is amended by adding after and below clause (8) the following new clause:

"(9) include a comprehensive plan, developed in consultation with all tribes within the State and in-state Indian organizations (with social services programs), as defined by section 4(7) of the Indian Child Welfare Act (25 U.S.C. 1903(7)), to ensure that the State fully complies with the provisions of the Indian Child Welfare Act."

(c) Section 471 of Title IV of the Social Security Act (42 U.S.C. 671) is amended by adding after and below clause (17) the following new clause:

"(18) provides for a comprehensive plan, developed in consultation with all tribes within the State and in-state Indian organizations (with social services programs), as defined by section 4(7) of the Indian Child Welfare Act (25 U.S.C. 1903(7)), to ensure full compliance with the provisions of the Indian Child Welfare Act. As part of the plan, the State shall make active efforts to recruit and license Indian foster homes and, in accordance with section 201 of the Indian Child Welfare Act (25 U.S.C. 1931), and provide for the placement of and reimbursement for Indian children in tribally licensed or approved facilities."

**SEC. 4. EFFECTIVE DATE.**

The amendments made by this Act shall take effect 90 days after enactment.

**SEC. 5. NOTICE.**

Within 45 days after enactment of these amendments, the Secretary shall send to the Governor, chief justice of the highest court of appeal, the attorney general, and the director of the Social Service agency of

each State and tribe a copy of these amendments, together with committee reports and an explanation of the amendments.

**SEC. 6. SEVERABILITY.**

If any of these amendments or the applicability thereof is held invalid, the remaining provisions of this Act shall not be affected thereby.

**PURPOSE OF INDIAN CHILD WELFARE ACT AMENDMENTS**

1. Clarify and expand coverage of the Act. All children enrolled or eligible for enrollment are covered by the Act; previous residency in an Indian environment is not a requirement of the Act; putative fathers need not take formal legal action to acknowledge paternity; and, amendments expand the Act to provide coverage to Canadian Indian children for the purpose of notice, burdens of proof and placements, but not for purposes of jurisdiction.

2. Increase tribal involvement and control. The amendments clarify transfer provisions by defining what constitutes good cause not to transfer; clarify that all tribes have exclusive jurisdiction over children domiciled or resident on the reservation; clarify that tribally-licensed foster care homes are eligible for Title IV-E foster care payments; and, expand requirements for involvement of tribal social services programs in any case where continued state involvement with an Indian child is expected, including a requirement that such services and other tribal resources be brought to bear before removal of a child, except in emergency circumstances.

3. Keep families intact whenever possible. Proposed changes require that tribal services be utilized; allow for appointed counsel for families in administrative proceedings; testimony from culturally sensitive expert witnesses as a prerequisite to removal of a child; pose additional safeguards to ensure that all consents to out-of-home placements are truly voluntary; and, make explicit the requirement that the natural family receives notice if an adoptive placement fails.

4. Placement of children who must be placed with the extended family, other tribal members or other Indian families whenever possible. Makes placement preferences mandatory, except for explicit instances where alternative placements would be permitted; and, extended family is provided with greater rights to intervene in proceedings and to challenge prior placements not in accordance with placement preferences.

5. More fair and expeditious proceedings. Proposes limited but increased access to federal courts and requirements that proceedings be expedited in a timely fashion.

6. Compliance monitoring mechanisms. By creation of area-based Indian child welfare committees; requires that private agencies be required to comply with the ICWA as a condition of continued licensure; and, inclusion of ICWA compliance in Title II audits of state programs.

7. Improvements in Title II grant process. Programs would be developed and managed in accordance with tribal priorities; and allow for fair review by non-Federal employees chosen in consultation with tribes.

● **Mr. INOUE.** Mr. President, I am very pleased to join as a cosponsor of this legislation to amend the Indian Child Welfare Act. This bill would improve a very important policy which affects nearly 60,000 Indian children in the Nation.

It has been nearly 10 years since the Indian Child Welfare Act was enacted.

An ample period of time has now passed to determine whether this act, and the courts and agencies that administer it, are meeting the expectations of the Congress when the act was originally passed.

The act is premised on the concept that the primary authority in matters involving the relationship of an Indian child to its parents or extended family should be the tribe, not the State or the Federal Government. This is particularly true in cases where the child resides or is domiciled within the reservation or jurisdiction of the tribe. The act is not limited to reservation-based tribes. It extends to tribes in Oklahoma occupying lands within former reservation areas, and it extends to tribes and Native villages in Alaska whose lands are not held in trust and are not within former reservation areas.

Mr. President, the Indian Child Welfare Act recognizes the importance of the tribe and its primary authority in matters affecting the welfare of the Indian children and their families residing or domiciled on their reservations. The act does not, however, operate to deny the States of jurisdiction in appropriate cases. Instead, the act recognizes the traditional role played by State agencies and courts where an Indian child or his family does not reside or is not domiciled on a reservation. Thus the act makes specific provisions for transfers of cases from State to tribal courts and it requires that States give full recognition to the public acts of an Indian tribe. With respect to cases over which the State retains jurisdiction, it authorizes tribes to intervene in the proceedings and participate in the litigation; it imposes certain evidentiary burdens in State court proceedings; and it establishes placement preferences to guide State placements.

The fundamental premise of the act is that the interests of the child will best be served by recognizing and strengthening the capacity of the tribe to be involved in any legal matters dealing with the parent-child relationship. The clear conclusion of the Congress when this act was enacted was that failure to give due regard to the cultural and social standards of the Indian people and failure to recognize essential tribal relations is detrimental to best interests of Indian children. The high rate of placement of Indian children in foster care or adoptive situations reflects that the system existing prior to enactment of this act was not serving the best interests of Indian children. The act is founded on the proposition that there is a trust responsibility on the part of the United States to provide protection and assistance to Indian children and their families, and that the most productive means of providing such protection is through the institution of the tribe itself.

The Committee on Indian Affairs held a hearing on November 10, 1987,

during which it heard excellent recommendations for changes in the law from five panels of tribal officials, child welfare experts, trial lawyers, State social service administrators, and administration witnesses. The committee has worked closely with a broad spectrum of tribal and State experts who have had years of experience in child welfare services and court systems to develop the amendments we are introducing today.

These amendments would strengthen the Indian child welfare roles and responsibilities of tribal and State social service agencies, as well as, that of the Federal Government.

I believe this legislation is necessary to achieve the original intent of the Congress when it adopted the Indian Child Welfare Act in 1978.

Mr. President, I am pleased to note that several of my colleagues in the Senate leadership and members of the Committee on Indian Affairs have chosen to join us as cosponsors of this legislation. I urge Members of the Senate, and our colleagues in the House of Representatives, to join us in what should truly be seen as an important initiative. ●

By Mr. MELCHER:

S. 1977. A bill to establish a demonstration project under which special magistrates with jurisdiction over Federal offenses within Indian country are to be appointed, and for other purposes; to the Select Committee on Indian Affairs.

INDIAN RESERVATION SPECIAL MAGISTRATE DEMONSTRATION PROJECT AND LAW ENFORCEMENT ACT

● Mr. MELCHER. Mr. President, today I am introducing the Indian Reservation Special Magistrate and Law Enforcement Act. This legislation will establish a demonstration project to test the use of Federal magistrates to handle major and misdemeanor crimes committed on Indian reservations.

The use of Federal magistrates will close a very serious gap in the law enforcement system on Indian reservations. It will help stem the huge number of crimes committed on Indian reservations that are not investigated or prosecuted.

This bill will direct the President to appoint special magistrates with jurisdiction over all crimes committed on Indian reservations for the tribes that choose to participate in the demonstration project. The special magistrates would be empowered with all of the normal authorities, including the authority to conduct trials, issue warrants and subpoenas, summon juries, issue indictments, administer oaths, and take affidavits. The bill would localize the administration of justice in reservations by utilizing local law enforcement personnel, including tribal police. Juries would be comprised of residents of the reservations where the crimes are committed. In addition, lay advocates would be permitted to

work in the magistrates court to overcome cultural and language barriers that exist for many Indian people.

Surprisingly, none of this occurs under the present system. The law enforcement system on Indian reservations now is a checkerboarded mess.

Major crimes such as murder, rape, and assault are referred to Federal authorities—the FBI—for investigation and to Federal courts for prosecution. Unfortunately, because of the rural isolation of most Indian reservations, many crimes never are handled in the first place because Federal authorities are located too far from the reservations to be effective. Days often pass before Federal authorities arrive on reservations to investigate. FBI agents frequently have trouble finding witnesses who will testify because the low rate of indictments and prosecutions has caused Indians to doubt that the justice system will work for them.

Misdemeanors, on the other hand, fall under the jurisdiction of tribal courts, which have two major limitations. First, tribal courts only handle crimes committed by Indians. As a result of the Oliphant decision in the State of Washington a few years ago, tribal police cannot arrest non-Indians who commit crimes on Indian reservations. Consequently, most crimes committed by non-Indians on reservations go unpunished. The second limitation is that tribal courts are limited in their sentencing authority to 1 year in jail or a \$1,000 fine.

Under the current system, often called no man's land by both Indian people and Federal authorities, justice frequently breaks down. For example, between June 1983 and October 1985, a total of 99 major crimes were committed on the Blackfeet Indian Reservation in Montana. But FBI statistics show that only three of these crimes resulted in convictions. And the statistics are similar on other reservations.

This system was created by Congress. And it can be changed only by Federal law. My bill addresses this situation by utilizing Federal magistrates to create a more effective localized system of justice, one of the most basic elements of any society.

The Congress has a responsibility to ensure that Indian people on reservations are protected by a solid judicial system. The process of using special Federal magistrates on reservations is one method of insuring this protection. My bill will test the concept and let us know whether Federal magistrates should be a permanent part of law-and-order systems on Indian reservations.

This bill was first introduced in 1980 and hearings were held on the bill in Billings, MT, later that year. Additionally, the Select Committee on Indian Affairs held a 3-day hearing in 1980 on Indian jurisdiction issues and the concept of an Indian magistrate system.



DANIEL K. INOUE, HAWAII, CHAIRMAN  
DANIEL J. EVANS, WASHINGTON, VICE-CHAIRMAN

JOHN MELCHER, MONTANA  
DENNIS DECONCINI, ARIZONA  
QUENTIN N. BURDICK, NORTH DAKOTA  
THOMAS A. DASCHLE, SOUTH DAKOTA

FRANK H. MURKOWSKI, ALASKA  
JOHN MCCAIN, ARIZONA

ALAN R. PARKER, STAFF DIRECTOR  
PATRICIA M. ZELL, CHIEF COUNSEL  
JOE MENTOR, JR., MINORITY COUNSEL

RECEIVED JAN 25 1988

## United States Senate

SELECT COMMITTEE ON INDIAN AFFAIRS

WASHINGTON, DC 20510-6450

*George  
Draft Letter of  
Support*

December 22, 1987

Dear Tribal Leader:

It is a great pleasure to present you with a copy of S. 1976, a bill to amend the Indian Child Welfare Act. This legislation was introduced on December 19, 1987, on the sunset of a very productive first session of the 100th Congress. We sincerely hope you find the amendments to this important legislation useful and invite you to send us your comments and recommendations regarding this initiative at your earliest convenience.

You may be aware that the leadership of the Select Committee on Indian Affairs is continuously working to foster an atmosphere in which Indians are regularly consulted. With your advice, we hope to develop federal policies which provide authority for tribal leaders to take responsibility for resolving problems and building solutions. For the past several months, we have consulted with several tribes, Indian organizations, State social service and judicial agencies, the Department of Health and Human Services and the Department of Interior's Bureau of Indian Affairs to develop these amendments to the Indian Child Welfare Act.

On November 10, 1987, the Senate Select Committee on Indian Affairs held an oversight hearing on the Indian Child Welfare Act. We heard testimony on problems associated with the Act and received excellent recommendations for improving this policy.

Although the ICWA has been a tremendous tool for tribes to use on behalf of their families and children, the lack of adequate resources and ambiguities inherent in the language of the Act have created numerous problems leading to unnecessary court disputes. Other problems have been centered around the lack of adequate resources and federal commitment to implement the Act.

The tribes recommended that the Committee address concerns with clarification and expansion of coverage in child welfare cases, with placement procedures to keep families intact whenever possible, with greater recognition of extended family placement preferences, with providing more fair and expeditious hearings, with increasing tribal involvement and control, with compliance

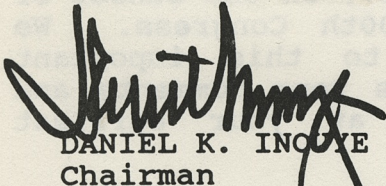


monitoring mechanisms and with improvements in Title II grant processes. These concerns were incorporated into S. 1976 and will certainly require further analysis and continued input to improve child welfare services.

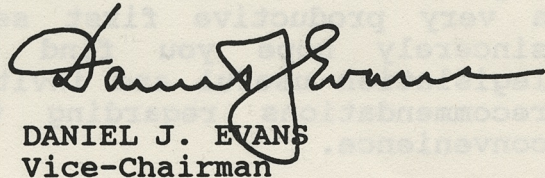
It is anticipated that S. 1976 will be the focus of a legislative hearing early this next spring. Please evaluate the changes made in the policy and offer suggestions you may have for needed improvements.

We look forward to your response. We are certain that with your support for S. 1976, the lives of Indian children and their families will be greatly improved.

Sincerely,



DANIEL K. INOUE  
Chairman



DANIEL J. EVANS  
Vice-Chairman



# **AIO**

## **Americans for Indian Opportunity**

**LaDonna Harris**  
President

**Honorable James Abourezk**

**Lionel Bordeaux**  
Rosebud-Sioux

**Joan Bordman**  
Sioux

**Edgar Bowan**  
Coos-Oregon

**Mary Jo Butterfield**  
Makah

**Phyllis Old Dog Cross**  
Mandan-Hidatsa

**Andy Ebona**  
Tlingit

**Coy G. Eklund**

**LaDonna Harris**  
Comanche

**Minerva Jenkins**  
Ft. Mojave

**Louis LaRose**  
Winnebago

**Charles Lohah**  
Osage

**Grace McCullah**  
Navajo

**Jerry Muskrat**  
Cherokee

**Elma Patterson**  
Tuscarora

**Joe S. Sando**  
Jemez Pueblo

**Vicky Santana**  
Blackfeet

**Eddie L. Tullis**  
Alabama Creek

**A. David Lester**  
Creek

February 16, 1988

Senator Daniel J. Evans  
Senate Select Committee of Indian Affairs  
U. S. Senate  
Washington, DC 20510

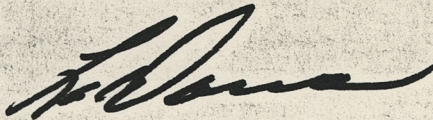
Dear Senator Evans:

I have just reviewed S. 1976 and applaud your efforts to clear up the ambiguities in the Indian Child Welfare Act. Perhaps the Holloway case could have been avoided with such classification.

I especially appreciate your sensitivity to the special problems Indians have in our attempts to maintain our cultural heritages, tribal traditions and Indian identification. Even more important, however, is avoiding needless intrusions into the emotional lives of these affected children. They are defenseless, little persons who need careful handling and tender understanding. The breaking up of a home for a child is bad enough, exacerbating his or her emotional confusion with protracted and needless litigation is unforgivable.

The efforts of you, the Chairman and your staff are to be commended.

Warmest personal regards,



LaDonna Harris

LDH/wrt

cc: John Mentor



2/12/88  
George

Senator Daniel J. Evans

Senate Select Committee on Indian Affairs

U. S. Senate

Washington, D.C. 20510

Dear Senator Evans:

I have just reviewed S. 1976 and applaud your efforts to clear up the ambiguities in the Indian Child Welfare Act. Perhaps the Halloway case could have been avoided with such clarification.

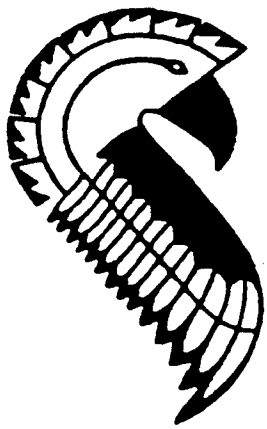
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The efforts of you, ~~and~~ the Chairman and your staff are to be commended.

Sincerely,

LDH





NATIONAL INDIAN SOCIAL WORKERS ASSOCIATION, INC.

March 4, 1988

Reply to: 410 NW 18th #101  
Portland, Oregon 97209

*George  
Write a letter  
g.*

LaDonna Harris  
Americans for Indian Opportunity, Inc.  
3508 Garfield NW  
Washington, D. C. 20007

Dear LaDonna:

The Association is joined by the All Indian Pueblo Council to ask for your assistance to request and encourage Congressman Bill Richardson to introduce the enclosed amendments to the Indian Child Welfare Act in the House.

Senator Daniel Evans of Washington introduced the amendments in the Senate on December 19, 1987. He is supported by Senators Inouye, McCain, Harkin, DeConcini, Daschle, Bingaman, Pressler, Burdick and Wirth.

The amendments are both substantive and technical. They reflect what has been learned from the practice of law and social work primarily. The clarifications the amendments provide are of great help in jurisdictional, and to some extent relational issues. In their essence they represent our state of development in this law, the steps we have been able to make.

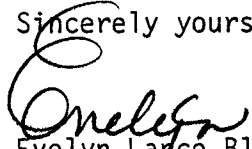
It is the position of those who are most closely involved in the procedure that immediate action to cause introduction in the House is necessary. If this does not happen soon, the issues may not be heard in this session of Congress. It is clear that the development must continue at an encouraging pace. The corrective character of the amendments will relieve frustration and tension among social services staff because the amendments will bring greater clarification. It seems that is an important step toward understanding.

Page 2.

We encourage you to study the amendments with your workers and to offer testimony at the Senate hearings which are tentatively scheduled for early May. Please contact Yvette Joseph for scheduling information, 202-224-8935.

With appreciation, we look forward to your assistance in this matter.

Sincerely yours,

  
Evelyn Lance Blanchard  
Vice-President

and for:

Herman Agoyo, Chairman  
All Indian Pueblo Council

Encl.

cc: Ethel C. Krepps, NISWA President  
Yvette Joseph, Select Committee on Indian Affairs  
Jack Trope, Staff Attorney, AAIA

Mon 3/21/88

La Donna -

I think you should go with  
Mo on this one instead of a  
junior rep from NM.

George.

great LLL

find 3/23/88



3/21/88

The Honorable Morris K. Udall  
Chairman  
House Interior Committee  
U. S. House of Representatives  
Washington DC 20515

Dear Congressman Udall:

Last December, Senator Evans introduced the Indian Child Welfare Act Amendments of 1987 (S. 1976). In great part, he introduced the amendments because of the Holloway decision. In that case, a Navajo child had been adopted by non-Indian parents. Later, the natural mother contested the adoption. While the case wound its way through the courts, the child remained with his adoptive parents for six years and became very much attached to them and they to him. (The case was finally resolved by the Navajo Tribal Court to everyone's satisfaction.)

The upshot of this case is that ~~the~~ the law as it now stands is ambiguous and needs clarification. As Senator Evans said in his introductory remarks, lack of clarity <sup>in the Act</sup> and jurisdictional disputes gave rise to the unconscionable delay in reaching a final decision. As usual, whether Indian or not, the child suffers the most and is the least amongst us who can assert or defend his best interests, psychological or otherwise. Mr. Evans believes that his amendments will provide clarification and guidance in this important matter.



I ask that you sponsor a companion bill to S. 1976.  
 Your integrity and good reputation would go far  
 to push ~~this~~<sup>2</sup> bill forward in the House. Also, as  
 Chairman, you could ensure that hearings, if necessary  
 after the Senate hearings in May, on a <sup>House</sup> bill could  
 be expedited. The children need you on this one, Mo.  
~~Please don't let them down.~~ As President Lincoln once  
 said — "A man never stands so tall as when he  
 stoops down to help a child."

L.D.

cc: ~~Bill Richardson~~  
~~All Indian Pueblo~~  
~~Social Workers~~

- cc: 1) Congressman Bill Richardson
- 2) Herman Agoyo, Chairman  
All Indian Pueblo Council
- 3) Evelyn Larace Blanchard, Vice President  
National Indian Social Workers Association, Inc.



# **AIO**

*Green*

## **Americans for Indian Opportunity**

**LaDonna Harris**  
President

**Honorable James Abourezk**

March 29, 1988

**Lionel Bordeaux**  
Rosebud-Sioux

**Joan Bordman**  
Sioux

**Edgar Bowan**  
Coos-Oregon

**Mary Jo Butterfield**  
Makah

**Phyllis Old Dog Cross**  
Mandan-Hidatsa

**Andy Ebona**  
Tlingit

**Coy G. Eklund**

**LaDonna Harris**  
Comanche

**Minerva Jenkins**  
Ft. Mojave

**Louis LaRose**  
Winnebago

**Charles Lohah**  
Osage

**Grace McCullah**  
Navajo

**Jerry Muskrat**  
Cherokee

**Elma Patterson**  
Tuscarora

**Joe S. Sando**  
Jemez Pueblo

**Vicky Santana**  
Blackfeet

**Eddie L. Tullis**  
Alabama Creek

**A. David Lester**  
Creek

The Honorable Morris K. Udall  
Chairman, House Interior Committee  
U. S. House of Representatives  
Washington, DC 20515

Dear Congressman Udall,

Last December, Senator Evans introduced the Indian Child Welfare Act Amendments of 1987 (S.1976). In great part, he introduced the amendments because of the Halloway decision. In that case, a Navajo child had been adopted by non-Indian parents. Later, the natural mother contested the adoption. While the case wended its way through the courts, the child remained with his adoptive parents for six years and became very much attached to them and they to him. (The case was finally resolved by the Navajo Tribal Court to everyone's satisfaction.)

The upshot of this case is that the law as it now stands is ambiguous and needs clarification. As Senator Evans said in his introductory remarks, lack of clarity in the Act and jurisdictional disputes gave rise to the unconscionable delay in reaching a final decision. As usual, whether Indian or not, the child suffers the most and is the least amongst us who can assert or defend his best interests, psychological or otherwise. Mr. Evans believes that his amendments will provide clarification and guidance in this important matter.

I ask that you sponsor a companion bill to S. 1976. Your integrity and good reputation would go far to push a bill forward in the House. Also, as Chairman you could ensure that hearings, if necessary after the Senate hearings in May, on a House bill could be expedited. The children need you on this one, Mo. As President Lincoln once said..."A man never stands so tall as when he stoops down to help a child."

Warmest personal regards,

*LaDonna*  
**LaDonna Harris**

cc: Congressman Bill Richardson  
Herman Agoyo, Chairman, All Pueblo Council  
Evelyn Lance Blanchard, Vice President,  
National Indian Social Workers Association, Inc.  
Senator Lane Evans