

Annual Report of the California Child Welfare Council

2022-2023





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Letter From Cochairs

Dear Friends of the Child Welfare Council,

We are pleased to submit the fiscal year 2022–23 Annual Report of the California Child Welfare Council (Council) under Welfare and Institutions Code section 16540. Since the last report, much of the Council's work has been geared toward addressing economic and racial disparities in the child welfare system through programs that prioritize family and community support and assistance that can help prevent entry into the child welfare and foster care systems.

The Council continued with its efforts to minimize the trauma of removal for children by engaging family members for support and placement. Along with the implementation of recommendations for the Center for Excellence in Family Finding, Engagement and Support, the Council examined the system alignment that will be needed in counties to effect change.

The shifting of systemic focus from mandatory reporting to community supporting is where the Council concentrated much of its hard work. Community supporting provides opportunities to assist families and children who are often referred to child welfare services for reasons that stem from poverty. Assistance and support can be provided by community service organizations that are already familiar to families and might be more flexible in providing assistance.

The Council accomplishes its mission in a collaborative forum with the three branches of government, foster youth and their families, and key stakeholders that provide services in the child welfare and foster care systems. Together, members of the Council, committees, and task forces identify effective strategies and resources to help prevent entry into the child welfare and foster care systems and to improve outcomes for those in these systems.

We extend our deep appreciation to the members of the Council and the wide range of organizations and individuals who generously give their time and talent to further the Council's work. The Council cannot accomplish its mission without the commitment and leadership of these individuals.

Sincerely,

Mark Shaly SouthEal



Dr. Mark Ghaly Secretary California Health and Human Services Agency



Hon. Laurie M. Earl Presiding Justice Court of Appeal, Third Appellate District

An Overview of the Child Welfare System

California counties are the primary governmental bodies that directly interact with children and families to address child abuse and neglect. The county social services department or agency, through its child welfare division, administers and provides child welfare and foster care services under sections 300 et seq., 727 et seq. (in probation-placed child welfare cases), and 16500 of the California Welfare and Institutions Code. The county child welfare agency investigates reports of child abuse and provides case management and other services to help families stay together whenever possible. Each county maintains a hotline to receive reports of suspected child abuse, neglect, or both. Once a call or report is received, a child welfare social worker will evaluate the referral and find either that more information is needed or that it does not rise to the level of neglect or abuse and no further investigation will be required. In some counties, the family will be connected to differential or alternative response services because the information does not indicate a substantial risk of serious physical harm or illness to a child, but the family could benefit from additional services and supports that could prevent future entry into the system. If more information is needed, a child welfare social worker will go to the child's home and assess it for substantial risk of serious physical harm or illness.

When possible, the agency worker engages with the family to find the least intrusive approach to keep the child safe while supporting the parents in ameliorating the issues that brought them to the attention of the agency. This approach could lead to keeping the child with the family and connecting them to support services instead of court intervention. If the agency's assessment of the problem indicates that formal court intervention is needed, the child may either be removed from or remain in the home while court oversight is requested through the juvenile court system. Services are provided using a family-centered, trauma-informed, strengths-based approach. For children who have Indian heritage, agencies and courts work to verify the children's status as Indian children and comply with requirements of the Indian Child Welfare Act.

Unless certain statutory exceptions apply, when children are removed from the care of their parents by the juvenile court, the agency provides family reunification services based on individualized case plans that will support a safe return of children to their parents. The agency is responsible for reporting to the court on the family's progress 6 and 12 months after a child's removal from the parents, with the court authorizing reunification when the parents have demonstrated the ability to safely care for their children. After 12 months, if the family has not reunified, the court may hold a permanency planning hearing to determine an alternative permanent family for the child through adoption or guardianship. Children who remain in foster care after they reach 18 years of age may be eligible for extended foster care services up to age 21, as well as transitional housing and other services up to age 24, and may retain eligibility for Medi-Cal until they reach age 26.

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Child Welfare Council Vision, Mission, and Guiding Principles

The Child Welfare Council brings together the multiple agencies, organizations, and courts that serve the children, youth, and families in California's child welfare and foster care systems. Created through the Child Welfare Leadership and Performance Accountability Act of 2006,¹ the Council serves as an advisory body responsible for improving the collaboration and processes of agencies and the courts. The Council monitors and reports the extent to which child welfare and foster care programs and the courts are responsive to the needs of children in their joint care.

Vision

Every California child lives in a safe, stable, permanent home, nurtured by healthy families with the capacity to meet the child's needs and support the child's wellbeing, and is prepared for the transition into adulthood and becoming a contributing member of society.

Mission

We provide an effective, collaborative forum for the three branches of government, foster youth and their families, and key stakeholders to advocate for effective and promising strategies and adequate resources to improve outcomes for children, youth and families involved with or at risk of involvement with the child welfare system.

Guiding Principles

- 1. Collaboration is essential among the three branches of government, foster youth and their families and key stakeholders to achieving improved outcomes for children, youth and families.
- 2. Accountability for child, youth and family outcomes is shared between federal, state, and local governments and among multiple agencies, the courts, community partners, families, and youth.
- 3. Engaging families and youth in the development, implementation and evaluation of services, programs, and policies is essential to achieving improved system outcomes.
- 4. Sharing data and information across governmental jurisdictions, agencies and the courts promotes more informed program planning, development and evaluation. At the local level, it enables the linkage of children, youth and families to appropriate community services and supports.

¹ Child Welfare Leadership and Performance Accountability Act of 2006 (Assem. Bill 2216; Stats. 2006, ch. 384). The Child Welfare Council's general authority is granted under sections 16540–16545 of the Welfare and Institutions Code. The Council's annual report is mandated by Welfare and Institutions Code section 16540.

- 5. Best and promising practices should be replicated statewide where appropriate and possible.
- 6. Maximizing and using multiple funding sources flexibly across systems provides resources needed to meet the comprehensive and complex needs of children, youth and their families.
- 7. Recommendations will be culturally appropriate, strength-based, evidence-informed, and outcomes-driven to ensure that all children, youth and their families are treated fairly and equally without regard to age, race, gender, sexual orientation, and ethnicity.

Committees of the Child Welfare Council

Steering Committee

The Steering Committee advises the Council membership, cochairs, and staff on policy issues and systemic processes that should be addressed. The Steering Committee helps develop agendas for the Council's quarterly meetings by identifying presentations that will aid the Council in its work.

Prevention and Early Intervention Committee

The primary objective of the statewide Prevention and Early Intervention (PEI) Committee is to advocate for needed resources, policies, and practices to promote child, parent, and family wellbeing and prevent child abuse and neglect.

Permanency Committee

The Permanency Committee identifies barriers to permanent resolutions and recommends best practices to achieve speedy permanency for all children in foster care.

Empowerment Committee

The Empowerment Committee (formerly, the *Child Development and Successful Youth Transitions Committee*) explores issues related to the physical health, mental health, and educational and social development needs of all children and youth in the child welfare system, from the very young to those transitioning to adulthood, and makes recommendations on how to address those needs. It also identifies successful policies and practices at the local and state levels so they can be replicated in more jurisdictions.

Data Linkage and Information Sharing Committee

The Data Linkage and Information Sharing (DLIS) Committee supports the integration of information across child-serving agencies—child welfare, health care services, education, vital statistics, and juvenile justice—to inform policy and practice at the individual and systems levels. Linked data provides staff, caregivers, and courts with crucial means to ensure continuity of care for the child welfare population. The committee also assists in the development of tools that measure outcomes across systems at the state and local levels. This information is critical for continuous quality improvements in child welfare services that adapt to the changing needs of children, families, and caregivers.

Commercial Sexual Exploitation of Children Action Team

The Commercial Sexual Exploitation of Children (CSEC) Action Team brings together community-based and grassroots organizations, public agencies, lived-experience experts, service providers, parent partners, judges, lawyers, and interested community members to address commercial sexual exploitation (CSE). The committee meets quarterly to grow awareness about CSE, identify challenges facing California's young people affected by CSE, share promising practices, and develop tools and resources. The committee's goal is to spur members across California to act to better serve youth who have been affected by exploitation, as well as their families.

Behavioral Health Committee

The Behavioral Health Committee was formed out of a clear consensus of the Child Welfare Council that despite statewide efforts to improve access to behavioral health services for child welfare–involved youth and those at imminent risk of involvement, significant challenges still prevent youth and families from receiving comprehensive and integrated services and supports. Committee members include state agency leadership, representatives from the Governor's Office and California Legislature, children's behavioral health providers, county representatives, caregivers, and advocates. The committee is tasked with developing the best-practice recommendations to guide policy and inform statewide efforts to address the behavioral health needs of children and youth more effectively in the child welfare system.

Youth Justice Committee

The Youth Justice Committee (formerly, the *Office of Youth and Community Restoration Committee*) advises and provides recommendations related to policies, programs, and approaches that improve youth outcomes and reduce youth detention and recidivism. The committee works to reduce the number of youth transferred into the adult penal system. It identifies and supports trauma-responsive and culturally informed services and approaches that can help youth successfully reenter their communities.

Summary of 2022–2023 Activities and Accomplishments

At the Council's first quarterly meeting of the 2022–23 fiscal year, Dr. Mark Ghaly, Secretary of the California Health & Human Services Agency, reminded everyone about the Council's overarching vision and mission.

Vision

Every California child lives in a safe, stable, permanent home, nurtured by healthy families with the capacity to meet the child's needs and support the child's wellbeing, and is prepared for the transition into adulthood and becoming a contributing member of society.

Mission

We provide an effective, collaborative forum for the three branches of government, foster youth and their families, and key stakeholders to advocate for effective and promising strategies and adequate resources to improve outcomes for children, youth and families involved with or at risk of involvement with the child welfare system.

Secretary Ghaly called on the Council to be mindful of this vision and mission as it seeks to address the inequities and disparities at the heart of many of the systems that affect the families and youth served and supported by the child welfare system. He added that the disproportionality of those involved in the child welfare system can be traced to the disproportionality of other social dynamics that exist in the lives of Black, Native American, Latinx, and Hispanic youth who are in or on the verge of entering the child welfare system.

Secretary Ghaly asked that members always come back to the Council's formative vision and mission when deciding what direction the Council will take, that committees work toward common goals, and that a throughline connect the work of each committee and the Council as a whole.



Center for Excellence in Family Finding, Engagement and Support

The Center for Excellence in Family Finding, Engagement and Support, a program of the California Department of Social Services, assists county child welfare agencies in keeping youth connected to their biological and extended family members. The Center's work in family finding—connecting children and families in the foster care system with relatives for caregiving and support—furthers the Council's vision and mission.

Angie Schwartz, deputy director of the Children and Family Services Division of the California Department of Social Services, updated the Council on family finding at a meeting on September 7, 2022. In her presentation *Investments in Family Finding, Engagement, and Support*,² Schwartz gave an overview of the allocations for the \$150 million one-time grant of general funds over five years for optional county programs that supplement caregiver recruitment and retention in the foster care system. Funds will support statewide training and assistance on evidence-based best practices for intensive family finding, engagement, and support services.

The goals³ of the Excellence in Family Finding and Engagement Program are to support dedicated and specialized efforts for family finding and engagement to:



- Increase the success of identifying relative caregivers;
- Engage relatives and other supportive adults to support children and families during and after reunification; and
- Support permanency in cases where reunification cannot occur.

Participating counties or contracted nonprofit community-based organizations must use family-finding workers who have experience or training in family strategies or practice, which may include lived experience. Workers must be assigned to family-finding and engagement responsibilities full-time.⁴

³ Id. at p. 5.

⁴ Id. at p. 6.

² Cal. Dept. of Social Services, Angie Schwartz, Deputy Director, Children and Family Services Div., Investments in Family Finding, Engagement and Support (PowerPoint, Sept.7, 2022), www.chhs.ca.gov/wp-content/uploads/2022/08/Investments-in-Family-FindingEngagementandSupport.pdf.

Investments include \$750,000 in ongoing funding for the Center for Excellence in Family Finding, Engagement and Support; \$50 million for fiscal years 2022–23 and 2023–24 to provide concrete supports for families accepting placement of a child to stabilize children in family homes; and \$50 million in ongoing support for efforts to reduce family approval timelines.⁵ Before caregiver approval, emergency caregiver funding may be paid for 120 days and up to 365 days for good cause in the current fiscal year and ongoing.

Recommendations From the Permanency Committee

At the Council's meeting on December 7, 2022, Bob Friend, cochair of the Permanency Committee, presented the committee's *Recommendations for the Development of the Center for Excellence in Family Finding, Engagement and Support.*⁶ The Permanency Committee strongly believes that inviting, welcoming, and involving family members in all planning and decisionmaking is necessary to address the lack of equity for families disproportionately affected by the child welfare system. The Council adopted the Permanency Committee's recommendations for implementation of the Center for Excellence in Family Finding, Engagement and Support. Topline recommendations follow:

- Prioritizing and defining kin-first and family-centered principles
 - Prioritize family as a primary asset.
 - Cocreate solutions with family.
- Aligning statewide leadership to support counties
 - Leadership includes juvenile courts, attorneys, and Court-Appointed Special Advocates (CASAs); behavioral health service providers; probation departments; parents and youth with lived experience or expertise; community-based organizations; wraparound agencies; and congregate care agencies.
- Prioritizing adaptive leadership via partnership with a county site
 - When removal of children is necessary, prioritize placement with kin, including nonrelated extended family members.
 - If placement with kin is not possible, keep the youth connected with kin to minimize the trauma of separation.
- Establishing a technology platform as a standard tool statewide to promote effectiveness and evaluation
 - Use software such as Family Connections, with which social workers reported finding six times as many connections for a child in half the time.

⁵ Id. at p. 4.

⁶ Cal. Child Welfare Council, Bob Friend, Cochair, Permanency Com., Recommendations for the Development of the Center for Excellence in Family Finding, Engagement and Support, www.chhs.ca.gov/wp-content/uploads/2022/11/Permanency-Committee-Recommendations-CEFFES.pdf.

System Alignment to Generate Change

Aligning systems, along with providing training and developing policy, will be necessary to support family finding and kin-first, family-centered practices. The Judicial Council of California and the National Institute for Permanent Family Connectedness are working with counties to help promote and increase the adaptive capacity of their system partners. In a presentation at the Child Welfare Council's meeting on June 14, 2023, the Council learned about the work being done in Santa Cruz County and the lessons that can be shared.⁷

Juvenile courts are collaborative courts, and such collaboration naturally leads to relationships with agencies and service providers in areas that include child welfare, education, behavioral health, and juvenile probation. A juvenile court judge is in a key position to take a leadership role in reaching out to court partners—attorneys, agencies, and service providers—to discuss collaborative work and then plan and implement projects, where responsibilities and accountability are shared by everyone.

Judges and court partners should work together to ensure that agency reports identify supports that are from family and kin and will help parents and families progress to reunification. Judges can also craft orders that use family supports, such as maintaining sibling relationships that support a youth. Demonstrating empathy and letting youths know that they matter are also valuable approaches for judges. For example, one judge wore an ankle monitor for one week to build an awareness of how youth are perceived and treated when they wear monitors in public. Lastly, judges should remember that as they make judgments about youth, they should keep an open mind and be flexible.

Following are successful practices from Santa Cruz County:

- Identifying, connecting, and engaging family and relatives at the beginning of a case can improve the reunification experience for a child. It is important to include individuals whom youth think of as extended family.
- A dedicated family finding team creates a centralized database for information about family and relatives so, when a case gets transferred from one unit or social worker to another, information is not lost and workers can access information and notes from one source.
- Regular child and family team (CFT) meetings keep family members engaged. At each meeting, attendees identify more people who were or are in the child's life so they can be invited to join the team and support the child. Ultimately, the goal is to create a network of support for each child and each family.
- With kin who do not have a current relationship with a child, start by asking whether they are interested in having some type of contact with the youth rather than asking them to be a

⁷ Cal. Child Welfare Council, agenda (June 14, 2023), item at 11:20, System alignment to generate system change. Highlighting work in Santa Cruz County, www.youtube.com/watch?v=CQw790QnNPQ&t=11915. Presentation participants: **Bob Friend**, Director, National Institute for Permanent Family Connectedness, Seneca Family of Agencies; **Judge Denine J. Guy**, **Judge Timothy J. Schmal**, and **Judge Jerry Bustos Vinluan III**, Superior Court of Santa Cruz County; **Kelli Kopeck**, Program Manager for Family and Children's Services, Santa Cruz County; **Rob Doty** (Ret.), Juvenile Division Director, Santa Cruz County Probation Department; **Marymichael Smrdeli**, Supervising Attorney, Center for Families, Children & the Courts, Judicial Council of California.



resource parent for the youth. This approach encourages people to engage in conversation and allows relationships to develop naturally.

- A father engagement work group meets regularly, there are specialized father support groups, and they actively recruit father mentors.
- Courts actively ask about fathers who may not be in contact with the family so they can be invited to participate in a case. This practice is particularly useful for youth in juvenile justice cases and youth who could benefit from paternal contact.

Collaboration, Equity, and Community Engagement

Moving beyond family members and nonrelated extended family members, the Council explored community collaboration, another tool that can be used against the inequities and disparities of social dynamics and the child welfare system. The Council considered how addressing complex social problems through community collaboration could lead to different solutions.

In his presentation *Collaboration, Equity and Community Engagement*,⁸ at the Council meeting on September 7, 2022, Junious Williams, senior advisor of the Collective Impact Forum, discussed the integration of community collaboration and community change. Community collaboration is

⁸ Junious Williams, J.D., Senior Advisor, Collective Impact Forum, *Collaboration, Equity and Community Engagement, www.chhs.ca.gov/wp-content/uploads/2022/09/Sep-7-2022-CWC-Collab_Equity_Engagement-Deck_final_revised_9.5.22.* ADA_EJedits.pdf.



defined as "a process by which . . . families who are receiving services, other community members, agencies, organizations, and businesses work together to share information and resources in order to fulfill a shared vision and goals."9

Collaborations include networks, public-private partnerships, strategic cofunding, coalitions, strategic alliances, collective impact initiatives, and movements.¹⁰ Such collaborations can result in a *collective impact*: "a network of community members, organizations, and institutions that advance equity by learning together, aligning, and integrating their actions to achieve population and systems-level change."¹¹

Just as social problems arise from the interaction of many organizations, so can solutions. Largescale impact can be based on cross-sector alignment and learning among organizations. Collective impact requires cross-sector leaders to develop a common agenda for solving a specific social problem.¹² Achieving large-scale change through collective impact involves five core elements, as described in the graphic below.¹³

Achieving Large-Scale Change Through Collective Impact Involves Five Core Elements

Common Agenda	 Common understanding of the problem Shared vision for change
Shared Measurement	 Collecting data and measuring results Continuous learning and improvement by focusing on performance management Shared accountability
Mutually Reinforcing Activities	 Differentiated approaches Willingness to adapt individual activities Coordination through joint plan of action
Continuous Communication	 Consistent and open communication within the collaborative and with the public Focus on building relationships and trust
Backbone Support	 Dedicated staff Resources and skills to convene and coordinate participating organizations

ADAPT CORE ELEMENTS TO SPECIFIC CIRCUMSTANCES OF THE COMMUNITY AND INITIATIVE

⁹ Id. at p. 5.

¹⁰ Id. at p. 7.

¹¹ Id. at p. 8.

¹² Id. at p. 9.

¹³ *Id.* at p. 10.

Equity is defined as "fairness and justice achieved through systematically assessing disparities in opportunities, outcomes, and representation and redressing [those] disparities through targeted actions."¹⁴ Advancing community change requires the centering of equity, which focuses on social justice and shifts power to communities and the most marginalized. Five strategies for centering equity in collective impact are listed in the graphic below.¹⁵



Shifting the Focus From Mandatory Reporting to Community Supporting

In the effort to address the disproportionate impacts of mandatory reporting on children and families of color, the Council delved into the work of shifting the focus from mandatory reporting to community supporting. California mandatory reporting laws require teachers, physicians, counselors, law enforcement, and other professionals who serve children to report suspected child abuse or neglect. Although only a small percentage of these reports are confirmed as maltreatment, data shows that Black, Native American, and Latinx children and families are more likely to be reported and become involved in the child welfare system.¹⁶

¹⁴ Id. at p. 14.

¹⁵ Id. at p. 17.

¹⁶ Safe & Sound, Creating a Child & Family Well-Being System: A Paradigm Shift from Mandated Reporting to Community Supporting (Sept. 2022), p. 1, economics.safeandsound.org/static_reports/Shifting.from.Mandated.Reporting.to.Community. Supporting_brief.pdf.

Shifting to Community Supporting and Building a Community Pathway for Success

At the Council's meeting on March 1, 2023, the Prevention and Early Intervention Committee presented *Shifting to Community Supporting and Building a Community Pathway for Success.*¹⁷ This presentation, which involved 10 speakers,¹⁸ began by exploring what is investigated as neglect. Ninety percent of children entering foster care were removed from their families for reasons of neglect.¹⁹ A representative sample of 295 neglect investigations revealed the most common types of neglect: inadequate supervision, failure to protect, and physical neglect.²⁰ Regardless of the type of neglect, parental substance use, mental illness, domestic violence, and co-reported abuse (reports of domestic violence and neglect) were present in more than three-quarters of all investigations.²¹

FEAR-MOTIVATED REPORTING



"The child welfare system has historically been rooted in fear: fear of the rare tragic cases of severe abuse that are missed, and the consequences to the children and professionals involved. We must resolve the dilemma of keeping children safe and supported without magnifying the feeling of threat, fear, and surveillance often associated with mandated reporting."

— Kimberly Giardina, DSW, MSW, Director Child Welfare Services, County of San Diego Health & Human Services Agency

"We want educators, clinicians, and case managers to have more room to offer support and collaborate with families to build strengths rather than send them into a fear-based system of surveillance that may not result in greater safety for the child. When the risk of imminent danger to a child is low, we must be able to engage in offering sincere support with integrity, and without the shadow of fear that accompanies the obligation to report."

- Dr. Malcolm Gaines, Senior Clinical Projects Director, Safe & Sound

Source: Child Welfare Council, Shifting to Community Supporting and Building a Community Pathway for Success, p. 22.

²⁰ Id. at p. 8.

²¹ Ibid.

¹⁷ Cal. Child Welfare Council, PEI Com., Shifting to Community Supporting and Building a Community Pathway for Success (PowerPoint; Mar. 1, 2023), www.chhs.ca.gov/wp-content/uploads/2023/02/PEI_Combined-Presentations_Community-Pathway-Recommendations_Feb22_23-1.pdf.

¹⁸ Kathy Icenhower, CEO, SHIELDS for Families; David Swanson Hollinger, Director, Child Welfare Services, Ventura County; Dana Blackwell, Senior Director, Cal. Strategic Consultation, Casey Family Programs; Daniel Webster, Principal Scientist & Investigator, Cal. Child Welfare Indicators Project; Roger DeLeon, Jr., Parent Partner, Riverside County, Children's Services Division; Ebony Chambers, Chief Equity & Partnership Officer, Stanford Sierra Youth & Families; Katie Albright, Senior Advisor, Safe & Sound; Kimberly Giardina, Director, Health & Human Services, San Diego County; Tamara Hunter, Executive Director, Commission for Children & Families, Los Angeles County; and Ivy Breen, Director, Child Welfare Services, Humboldt County.

¹⁹ Cal. Child Welfare Council, PEI Com., supra, at p. 12.

Because most general neglect cases are linked to poverty—including a lack of childcare, housing, basic utilities, food, and medical and legal support²²—the child welfare system must ensure that child welfare supports work hand in hand with programs to alleviate poverty. Systems must not only support children and families already in the child welfare system, but they must also support children and families to keep them from *entering* the child welfare system.

Recommendations of the Prevention and Early Intervention Committee

To help implement this plan, the PEI Committee recommended creating a Comprehensive Prevention Plan (CPP) in each county.²³ A CPP must comprise individuals, parents, and families with lived expertise to create a Community Pathway for families to access culturally derived, appropriate, relevant, and responsive services and supports located in their communities from organizations and community partners they know and trust.²⁴

The PEI Committee made the following recommendations²⁵ for building Community Pathways in California's counties:

 Shifting the Focus: (a) Propose legislative and legal reform that includes limiting liability and narrowing the definition of neglect;



(b) redesign mandated reporter training to shift the focus to child safety and address disproportionality, implicit bias, and the consequences of oversurveillance; and (c) reform policies and practices to implement changes.

2. Accountability/Oversight: Conduct planning and oversight at the state and county levels and encourage counties to implement an advisory committee. Establish a State Community Pathway Advisory Group as a subcommittee of the State Family First Prevention Services Advisory Committee.

²² Safe & Sound, *supra*, at p. 6.

²³ Cal. Child Welfare Council, PEI Com., *supra*, at p. 33.

²⁴ Ibid.

²⁵ *Id*. at pp. 34–40.

- 3. **Consistent Definitions:** Develop consistent definitions and identified outcomes. Counties require flexibility, but core components are necessary statewide, including consistent definitions and identified outcomes that are informed by individuals with lived expertise, community residents, and community partners.
- 4. **Financing:** Build on existing resources and services that are unique to communities, incorporating strategies that develop infrastructure and support sustainability.
- 5. **Measurable Outcomes of Well-Being and Accountability:** Develop key indicators of success that are informed by parents, youth, and children with lived expertise and community residents. Incorporate the voice of parents, youth, and children in data collection and review.
- 6. **Services and Practices:** Include evidence-based practices, along with other services and supports, and support training and capacity building to successfully implement practices.
- 7. **Training and Technical Assistance:** Develop a central training and technical assistance support infrastructure that is accessible to public systems, community partners, tribal families, and individuals with lived experience.

The Role of Family Resource Centers in Community Pathways

The Council explored the role of family resource centers (FRCs) in Community Pathways at its meeting on June 14, 2023. The inclusion of these organizations in Community Pathways, as resources that are already in place serving communities, is vital to the implementation of the shift to community supporting.

An FRC is an entity that provides family-centered and family-strengthening services that are embedded in communities, are culturally sensitive, and include cross-system collaboration to assist in transforming families and communities.²⁶ The goal of an FRC is to prevent child abuse and neglect and to strengthen children and families.²⁷ FRCs differ from other agencies in key ways, including being deeply embedded in and trusted by the communities they serve; employing members from and guided by the community; and being flexible in providing assistance with disasters, distance learning, and tragedies.²⁸

A presentation to the Child Welfare Council in June 2023 highlighted the work of FRCs in three counties.²⁹

• In calendar year 2020–2021, Birth & Beyond FRC in Sacramento County served 6,575 parents and caregivers and 2,640 children ages 0 to 17, with an average of 5.4 hours of service.³⁰ Birth

³⁰ Id. at p. 3.

²⁶ Welf. & Inst. Code, § 18951(g), leginfo.legislature.ca.gov/faces/codes_displaySection. xhtml?sectionNum=18951.&lawCode=WIC.

²⁷ Ibid.

²⁸ Child Abuse Prevention Center, Sheila Boxley, President & CEO, Family Resource Centers (June 14, 2023), p. 4, www.chhs. ca.gov/wp-content/uploads/2023/05/CWC-June-Presentation-CAP-Center-Sheila-Boxley-Final.pdf.

²⁹ Applied Survey Research, Jordan Katti, PhD, Family Resource Centers' Role in the Community Pathway: A focus on child welfare outcomes, www.chhs.ca.gov/wp-content/uploads/2023/05/CWC-June-Presentation-FRC-ASR-Final.pdf.

& Beyond made home visits to 1,168 adults, provided parenting education workshops to 805 adults, and provided crisis intervention to 1,943 families.³¹ In its Quasi-Experimental Design (QED) study, Birth & Beyond learned that receiving eight or more hours of home visiting decreased the recurrence of involvement with child protective services.³²

- Pathways to Hope for Children FRC in Shasta County provides drop-in support, case management, parenting education, job skills assistance, and material help (diapers and clothes).³³ Its evaluation of 147 parents showed that 67.5 percent had adverse childhood experiences scores of 4 or higher and 47 percent identified as homeless.³⁴ Evaluation results showed that 89 percent of parents progressed toward their treatment goals, parental stress improved by 15 percent, and parents' well-being increased by 5.43 points.³⁵
- Comparing areas it serves with similar areas in Los Angeles County, the Westminster FRC (WFRC) in Orange County found that the rate of substantiated child abuse in areas served by WFRC was 21 percent lower in 2016 and 41 percent lower in 2017 than the rates in similar communities in Los Angeles County.³⁶ In 2016 and 2017, WFRC participated in a quasi-experimental study to evaluate the return on investment of its services compared to the cost of child maltreatment.³⁷ WFRC learned that for every dollar spent on its services, \$3.65 was saved in the costs associated with child abuse and neglect.³⁸

In addition, the presentation spotlighted the work that 380 FRCs across 53 counties did from September 2021 through June 2022 in distributing COVID-19 relief funds to 394,168 individuals, including 13,384 in the foster care system and 15,126 Native American or tribal-affiliated individuals.³⁹ The services that FRCs provided with COVID relief funds included material goods, parenting resources, support for education and distance learning, and mental health counseling.⁴⁰

Child Care Resource Centers and the California Emergency Child Care Bridge Program

The Child Care Resource Center (CCRC) is an agency that manages subsidized childcare in Southern California and provides many of the same services as do family resource centers. The CCRC made a presentation about the California Emergency Child Care Bridge Program at the Council's meeting on June 14, 2023.⁴¹

³¹ Ibid.

³² Id. at pp. 4–6.
³³ Id. at p. 7.
³⁴ Ibid.

³⁵ Id. at p. 8.

³⁶ Id. at p. 10.

³⁷ Id. at p. 9.

³⁸ Id. at p. 10.

³⁹ Id. at p. 11.

40 Id. at p. 12.

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⁴¹ Cal. Child Care Resource Center, Michael Olenick, President and CEO, Donna Sheeringer, Susan Savage, *California Emergency Child Care Bridge* (June 14, 2023), www.chhs.ca.gov/wp-content/uploads/2023/05/2023-CWC_CA-Emergency-Child-Care-Bridge.pdf.

Implemented in 2018, the California Emergency Child Care Bridge Program was designed to eliminate the lack of childcare as a barrier to fostering a child and to help parenting youth in the foster care system. The program provides vouchers for childcare and services to help locate childcare (navigator services). The program also trains childcare providers in trauma-informed care. It is a "bridge" program for limited-time childcare services until longer-term childcare is in place. Currently, 48 counties participate in the program. This program is vital in enabling not just resource (foster) parents, but also family members, to care for children when they are not expecting to receive a child in their home.

An evaluation of the program with 12 participating counties was conducted in calendar years 2020–2022.⁴² The evaluation revealed that the program increased the likelihood of parent caregivers accepting a child into their home, with 40 percent of them responding that they would not have accepted a child without the program.⁴³ Caregivers also reported that child care navigator services and access to child care alleviated the overall stress associated with working within the foster care system as well as economic and emotional stress.⁴⁴ Most important, the caregivers reported that child care providers supported the children's needs, provided necessary consistent routines for them, and built strong bonds with them, helping them thrive socially, cognitively, and physically.⁴⁵

The CCRC recommends⁴⁶ increasing funding to ensure access and stability to:

- Extend beyond the 6-month limitation;
- Increase the types of childcare providers;
- Provide childcare for sibling sets and for out-of-county placements;
- Fund administrative support for collaborative relationships; and
- Expand the program to include reunification so parents have continued support.

⁴⁶ *Id.* at p. 22.



⁴² *Id*. at pp. 7 & 10.

⁴³ Id. at p. 13.

⁴⁴ Id. at p. 14.

⁴⁵ *Id.* at p. 17.

Reenvisioning Juvenile Justice Through a Health-Based Lens

The Office of Youth and Community Restoration (OYCR) Committee was scheduled to sunset on July 1, 2023.⁴⁷ At its interim meeting on March 13, 2023, the Council voted to make the OYCR Committee a standing committee of the Council. The Council also approved changing the committee's name to the Youth Justice Committee.

Hon. Katherine Lucero (ret.), director of the OYCR and chair of the Youth Justice Committee, presented *Re-envisioning Juvenile Justice through a Health-Based Lens*⁴⁸ to inform the Council about the status of juvenile justice in California and important considerations about youth that agencies, courts, and system partners must keep in mind in developing policy and creating programs for positive youth development.

Dually involved youth are youth who have interacted with both the child welfare and juvenile justice systems.⁴⁹ Nearly all dual-system youth were involved with the child welfare system before they entered the juvenile justice system.⁵⁰ Youth with the most extensive involvement in child welfare faced the greatest risk of juvenile justice detention and recidivism.⁵¹

The work of the Youth Justice Committee is informed by data about the disparities in youth incarceration, its fiscal and societal impacts, research findings about youth development and the effects of trauma on the brain, and the science of brain development in youth.⁵²



Brain Development: Understanding Differences between Adolescents and Adults

The brain does not fully mature until adulthood (<u>mid-</u> <u>20s</u>). Why does this matter?

- Some areas of the brain that control aspects of thinking, feeling, and behavior are not fully developed for adolescents.
- Different parts of the brain mature at different rates contributes to a "mismatch"
 - Parts of the brain related to **emotions, rewards,** risk-taking increase during adolescence
 - Parts of the brain related to higher level thinking, reasoning, self-regulation develop later
- This mismatch stabilizes into adulthood when the emotion/reward/risk processing parts of the brain slow down, and the regulating sections catch up.

⁴⁷ Welf. & Inst. Code, § 2201(a).

⁵¹ Ibid.

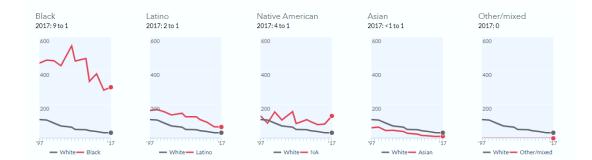
⁴⁸ Cal. Child Welfare Council, Judge Katherine Lucero, Director, Office of Youth and Community Restoration, Reenvisioning Juvenile Justice through a Health-Based Lens (May 13, 2023), www.chhs.ca.gov/wp-content/uploads/2023/03/ OYCR-Committee-presentation.pdf.

⁴⁹ Id. at p. 6.

⁵⁰ Ibid.

⁵² Id. at p. 14.

Youth of color are incarcerated more frequently than white youth.53



Disparities in Youth Incarceration

Source: Burns Institute

All youth experience reduced access to school, disrupted family and community ties, detriment to physical and mental health, and reduced success in education and employment. Prevention of youth involvement in the juvenile justice system results in reduced youth incarceration and cost savings.⁵⁴

Impact of Incarceration on Youth

- Fiscal Impacts
 - Average cost per stay: \$25,000 per youth per stay
 - Average length of stay: 3 4 months
- Benefit of prevention:
 - Save \$2.6 to 5.3 million for one 14-year-old (Cohen & Piquero, 2007)
- Impact on Youth
 - Reduced access to school, clubs, activities
 - Disrupted social ties with family and community
 - Worse physical and mental health outcome
 - Increased recidivism
 - Reduced success in education and employment
 - Incarceration itself is a trauma

⁵³ Id. at p. 8.

⁵⁴ Id. at p. 9.

Using all this information, the Youth Justice Committee develops policy to guide the practice of rehabilitating youth, who have resiliency and capacity for healing and recovery.⁵⁵ The committee supports the creation in each county of a step-home model that allows youth, ages 14 to 25, to be in a less restrictive setting after a judge commits the youth to a secure youth treatment facility. A step-home program could allow youth to participate in the California Conservation Corps, the Pine Grove Fire Camp, an anti-recidivism coalition program, or a short-term residential therapeutic program, or to live in the youth's home under supervised release or an independent living placement.⁵⁶

Tracking Substance Use Disorders in Child Welfare Services and Recommendations on Substance Use Disorders

At its meeting on December 7, 2022, the Council revisited the work of the data workgroup and Data Linkage and Information Sharing Committee and approved the recommendations for tracking substance use disorders (SUDs).⁵⁷ The work was developed through the County Touchpoints project, which involved families affected by opioid and stimulant use.⁵⁸ Although 13 counties participated in the County Touchpoints project, the workgroup learned that only one county had data on the extent of substance use issues in child welfare cases. Without data, counties could only estimate that 50 to 70 percent of the families in child welfare struggled with substance use.

The workgroup sought to gather data on SUDs to help agencies and service providers first target programs and services to the families that need them and then tailor, assess, and monitor these programs and services. The workgroup's goals were to map out resources for existing data collection, identify priorities to be tracked, and develop recommendations for data entry and outcomes for tracking and reporting.⁵⁹

Using data from 10 counties in 2020, the workgroup learned that 27 percent of investigated referrals, 52.4 percent of substantiated referrals, 56.5 percent of cases that were opened, and 60.4 percent of cases with out-of-home placements involved drug use.⁶⁰ These figures were markedly different

c. Cal. Child Welfare Council, com. meeting (Dec. 7, 2022), YouTube video, www.youtube.com/watch?v=L332uwSnnqM.

⁵⁹ Id. at p. 6.

⁶⁰ Id. at p. 9.

⁵⁵ *Id*. at pp. 18, 19.

⁵⁶ Cal. Child Welfare Council, com. meeting (Mar. 13, 2023), YouTube video, 14:19–14:52, www.youtube.com/ watch?v=RMaJGNv-YQg.

⁵⁷ a. Cal. Child Welfare Council, Data Workgroup for Tracking Substance Use Disorders (SUD) in Child Welfare Services: Recap and Recommendations (Dec. 7, 2022) www.chhs.ca.gov/wp-content/uploads/2022/11/SUD-in-CWS-Action-Item.pdf. Participants included **Howard Himes**, Director (ret.), Napa County Health and Human Services; **Daniel Webster**, Project Scientist and Principal Investigator, Cal. Child Welfare Indicators Project; and **Charles Robbins**, Consultant, Health Management Associates.

b. Child Welfare Council, com. meeting, *DLIS Committee Recommendations for Tracking Substance Use Disorders in Child Welfare Services* (Dec. 7, 2022), action item, www.chhs.ca.gov/wp-content/uploads/2022/11/DLIS-Committee-Recommendations-for-Tracking-Substance-Use-Disorders-in-Child-Welfare-Services_ada.pdf.

⁵⁸ Cal. Child Welfare Council, *supra* note 57a, at p. 2.

from 2019 data that showed only 13.4 percent of all cases with out-of-home placement in California involved parental alcohol or drug abuse.⁶¹

Stated broadly, the recommendations of the data workgroup and Data Linkage and Information Sharing Committee⁶² are to:

- Determine and monitor the prevalence of substance use at different points along the child welfare continuum—investigations, substantiations, case openings, and entries;
- Incorporate substance use as a variable to examine the likelihoods of key outcomes—recurrence of maltreatment, placement stability, timely permanency, and reentry; and
- Track the process of substance use service—identification of need, referral to service, participation/dosage, barriers to successful service, and client success from services.

The recommendations include short-term (one year), medium-term (one to three years), and long-term (three to four years) strategies.⁶³

Discussion⁶⁴ highlighted the need for data to track substance use by youth themselves, not just by parents, in dependency and juvenile justice cases. This data will be useful for youth systems of care.

Sacramento County Cultural Broker Program

The Council explored the work of cultural brokers⁶⁵ at its meeting on December 7, 2022. Cultural brokers are liaisons and community experts who bridge gaps in communication between families, agencies, and service providers. As mediators who can work through the mistrust of the child welfare system, they play an important role in addressing the disproportionate involvement of Black children and families in the foster care and child welfare systems.

Cultural broker programs began in Fresno County, where community leader Margaret Jackson saw the disproportionate involvement of Black children and families in the child welfare system and recognized that families looked to their own communities for assistance. Jackson studied the Cultural Broker Project at Georgetown University's National Center for Cultural Competence and applied what she learned in designing a support network for families involved in the child welfare system.

⁶¹ Id. at p. 4.

⁶² Cal. Child Welfare Council, *supra* note 57b.

⁶³ Ibid.

⁶⁴ Cal. Child Welfare Council, *supra* note 57c.

⁶⁵ Cal. Child Welfare Council, com. meeting, "Sacramento County Cultural Broker Program" (Dec. 7, 2022), YouTube video, 1:29.03, www.youtube.com/watch?v=L332uwSnnqM. Participants included **Tiffany Glass**, Program Planner, Department of Child, Family and Adult Services; **LaDonna Lee**, Cultural Broker, Better Life Children's Services; and **Margaret Jackson**, Executive Director, Cultural Brokers, Inc.

In 2015, the Sacramento County Board of Supervisors reviewed child deaths in Sacramento County during the past 20 years. They learned that Black children died at twice the rate of children of other ethnicities.⁶⁶ A steering committee uncovered four main causes for this rate: infancy-related deaths, perinatal-related deaths, deaths related to child abuse and neglect, and third-party homicide.⁶⁷

To address child abuse and neglect and reduce disproportionality and disparity, the Sacramento County Department of Child, Family and Adult Services (DCFAS) contracted with Jackson and Cultural Brokers Inc. to bring cultural brokering to Sacramento County. At this time, Black children constituted 11 percent of the Sacramento County population but 18 percent of the population in poverty.⁶⁸ Black children were involved in 31 percent of all allegations received and substantiated, 32 percent of entries into care, and 35 percent of children in foster care.⁶⁹ DCFAS conducted case reviews and gathered community feedback to create its cultural brokers program, which provides cultural brokers with training from Cultural Brokers Inc. and from DCFAS.

Sacramento cultural brokers work to reduce entry rates, increase kinship placements, and increase reunifications. They conduct ongoing family assessments, crisis intervention, home visits, and family observations, and they write reports. They also provide advocacy and referrals to community agencies. As members of the child and family team (CFT), they attend CFT meetings, court hearings, and individualized education plan meetings, and they meet with social workers, attorneys, and service providers. Cultural brokers help parents understand the agency's assessment of risk and safety, and they empower parents to ask questions so they understand and can participate in their case plans and court hearings.

- ⁶⁶ Id. at 1:37.23.
- ⁶⁷ Id. at 1:37:46.
- ⁶⁸ Id. at 1:37.23.
- ⁶⁹ Ibid.





- Of the 511 families referred to the Sacramento County cultural broker program as of late 2022, 315 families had their cases closed.⁷⁰ Of those 315 families, 92 percent achieved reunification or permanency or had their referral closed without court intervention.⁷¹
- Within one year of case closure, 22 percent of the families—68 of the 315 families—came back to the attention of DCFAS via a call to the Hotline. Of these families, 9 percent (30 families) had calls evaluated out; 6 percent (20 families) had referrals deemed unfounded or inconclusive; 1 percent (6 families) had referrals closed after the situation was stabilized; o.6 percent (2 families) entered into the voluntary program (informal supervision); 2 percent (8 families) had court cases opened; and o.6 percent (2 families) were under investigation.⁷²

The presentation highlighted a story from cultural broker LaDonna Lee to show the difference a cultural broker can make. Ms. Lee's first cultural broker case involved a family that came into the child welfare system because of the mother's relapse into substance abuse. The mother had lost two children, and there was suspicion that her substance use led to the neglect surrounding the deaths. When Ms. Lee met the family, the mother was working to regain her sobriety, but she had not explored what triggered her repeated relapses. Ms. Lee was able to reach the mother on the topic of her grief around the loss of her children and her inability to mourn her loss. Once the mother recognized this need, she was able to work through issues in therapy. The mother's substance abuse treatment reports began to improve, and she became more transparent with her social worker. The family successfully reunified.

⁷⁰ Id. at 1:46:37.

⁷¹ Ibid.

⁷² Id. at 1:48:07.

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Ms. Leticia Galyean Chief Executive Officer of Seneca Family of Agencies **Mr. Patrick Gardner** Founder and President of the Young Minds Advocacy Project

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Ms. Chris Stoner-Mertz Chief Executive Director of the California Alliance of Child and Family Services

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Ms. Kristen Weber Senior Director of Child Welfare, National Center for Youth Law

Mr. Daniel Webster Principal Investigator of the California Child Welfare Indicators Project, University of California, Berkeley

Mr. Jevon Wilkes Executive Director of the California Coalition for Youth

Mr. Steve Zimmer Deputy Superintendent of Public Instruction, California Department of Education

Child Welfare Council 2023 Committee Reports

For reference, the Child Welfare Council webpage contains links to original, unedited 2023 reports submitted by the committees of the Child Welfare Council. The summary reports describe the purpose, activities and accomplishments, concerns and challenges, and goals and objectives of the committees.

Specifically, the committee reports are posted on the *Child Welfare Council webpage* in the Child Welfare Council Reports section, under the Committee Reports tab. For quick access to each individual committee report, select the links below.

- Youth Justice Committee
- <u>Permanency Committee</u>
- <u>Empowerment Committee</u>
- Data Linkage and Information Sharing Committee
- <u>Behavioral Health Committee</u>
- Prevention and Early Intervention Committee
- Commercial Sexual Exploitation of Children Action Team