

Linkages Upstream

Applying the Prevention Framework

April 23 - 25, 2024

Welcome!

STUART OPPENHEIM, CFPIC

- Housekeeping
- Material review
- Overview of the day
- Fish stickers



Acknowledgements

Danna Fabella, Linkages

- Linkages staff at CFPIC: Melissa
 Connelly, Andrea Lewis, Mia Stizzo
 & Executive Team
- CDSS support
- Conference Planning: Cathy
 Murnighan



Linkages Planning Committee

Lisa Matheson
Aranza Ambriz
Denise Ochoa
Gloria Rojas-Jakini
Hilda Sanchez
Jennifer Hall

Lisa Matheson Lisa Witchey Luz Florez Navjot Randhawa Tamara A McCalip Vanesa Cardenas



Tamara A McCalip: Northern

Anita Sanchez: Central

Jenna Nevitt: Southern

Gumaro Garay: Bay





What does
Linkages
Upstream
mean to you?



Race Equity, Child Welfare & Linkages

Sabrina Forte, CDSS



Race Equity, Child Welfare, and Linkages



Sabrina Forte

Assistant Director, Equity and Inclusion

California Department of Social Services

2024 Linkages Convening

Roadmap

- What we mean when we talk about equity (and why we center racial equity)
- History of racial injustice in government systems that serve children and families (child welfare and TANF)
- Child welfare data overview
 - Racial disproportionality and disparities in child welfare involvement
 - Common drivers of child welfare involvement
- What does this have to do with Linkages?

Equity in the State and National Context

President Biden's Executive Order on Advancing Racial Equity and Support for Underserved Communities through the Federal Government

20 Jan. 2021

President Biden's Executive Order on Further Advancing Racial Equity and Support for Underserved Communities through the Federal Government

16 Feb. 2023

13 Sep. 2022

Governor Newsom's Executive Order N-16-22

CalHHS Guiding Principles: Focus on Equity

 "We must be a leader in the fight for equity and strive to create programs that address persistent and systemic inequities. The COVID-19 pandemic showed us how so many people are far behind and that the distance to make up to achieve equity is driven by historical, deep seated structural factors of racism, sexism and other forms of discrimination. In order to create a state where all of us can have a chance to thrive based on our efforts and hard work, we cannot allow certain groups and individuals to be disadvantaged because of the color of their skin, gender identity, sexual orientation, age or disability. We will seek to lift all boats, but some boats need to be lifted more."

Equality



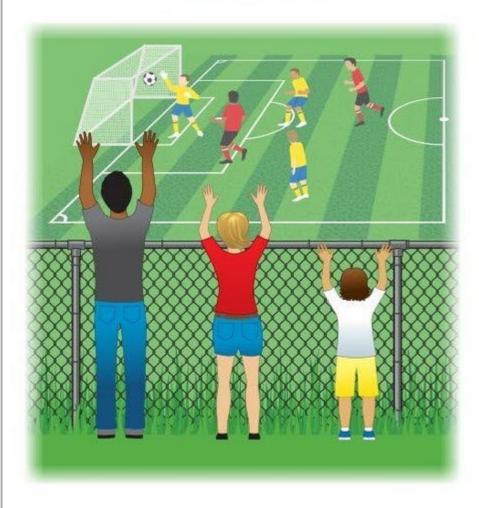
The assumption is that
everyone benefits from
the same supports. This
is equal treatment.

Equity



Everyone gets the supports they need (this is the concept of "affirmative action"), thus producing equity.

Justice



All 3 can see the game without supports or accommodations because the cause(s) of the inequity was addressed.

The systemic barrier has been removed.

The CDSS Framework for Equity

- Envisioning a society in which everyone can reach their highest level of health and potential for a successful life, regardless of their background or identity, through:
 - Fostering a culture of equity, diversity, and inclusion within the Department;
 - Using Department data to make inequities visible;
 - Advancing equity through training, tools, and technical assistance;
 - Improving language access and access for vulnerable communities and those living with disabilities; and
 - Supporting ongoing partnerships with those communities most affected by inequities.

CDSS Office of Equity

- Formally established in 2020
- Leads Department-wide equity trainings and events
- Facilitates the development of Division-level equity plans across the Department

Existing Equity Efforts

CalWORKs

- Cal-OAR
- CalWORKs 2.0 (county-led, statewide equity effort)
- Racial Equity and Implicit Bias (REIB) Initiative

Child Welfare

- Comprehensive Prevention Plans that address racial disproportionalities and disparities
- Kin-First Culture and Continuum of Care Reform
- Indian Child Welfare Act (ICWA)

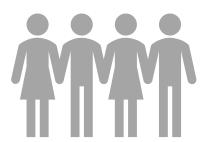
Why we lead with race



We recognize that racial inequities across all indicators for success are deep and pervasive.

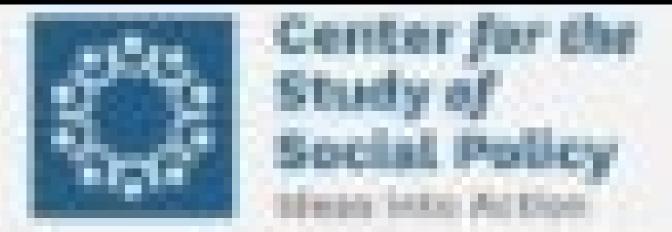


People are marginalized based on many other characteristics and identities, and many people live at the intersection of these identities with compounding inequitable effects.



By centering on race and using tools that can be applied across inequities, we increase the ability of all of us to achieve our racial equity goals.

Programs Serving Children and Families: Our Equity Story



Exploring the History of Race and Child Protection

Racial Bias in TANF

- 1930s: Aid to Dependent Children/Aid to Families with Dependent Children – original federal funding stream for cash assistance to families in poverty.
 - Cultural stigma around single motherhood
 - Continued mothers' pension policies of giving caseworkers discretion to determine "suitability" of households
 - Race-based expectations about which mothers could/should work
- 1960s: Influx of federal antipoverty programs (Head Start, Legal Aid, Medicare/Medicaid, nutrition assistance)
 - Followed by decades of racist narratives about people of color in poverty (e.g. "welfare queen")
- 1996: Personal Responsibility and Work Opportunity Reconciliation Act replaced AFDC with TANF
 - Informed by "welfare queen" narrative, perceptions of widespread welfare program abuse
 - Narrative shift from entitlement to something that families must earn through workforce participation
 - TANF is deeply undersubscribed compared to need, and Black children are more likely to live in states with the lowest benefits and the lowest enrollment rates.

Child Welfare and the Social Safety Net

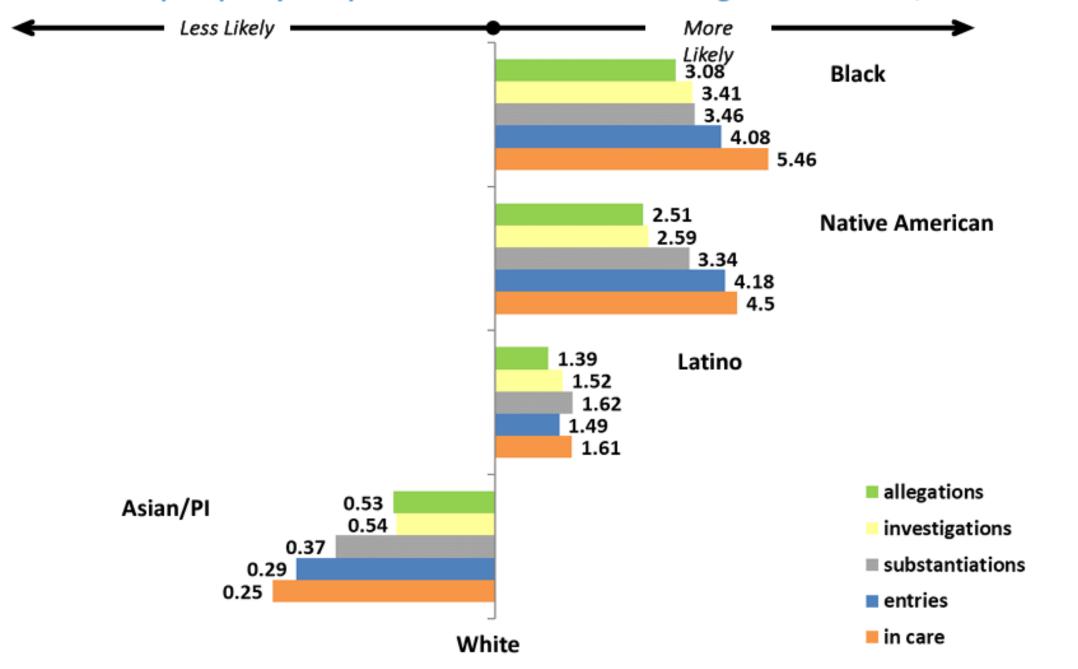
In each chapter of the history of the American child welfare system, there is a parallel story about the scope, accessibility, and resilience of public programs to support families.

- Orphanages as response to poverty.
- ➤ Biases about tribal families → systematic removal of Indian children and boarding school movement.
- ➤ Lack of social support in Reconstruction era → removal and placement of Black children in substandard facilities.
- > Racial exclusion in administration of mothers' pensions and ADC/AFDC.
- The crack epidemic overwhelmed the social safety net and child welfare system and fueled media narratives about Black parents and recipients of public social services.

Racial Disproportionalities and Disparities in California's Child Welfare System

Racial Disparity Indices (General Population)

Ethnic Group Disparity Compared with White Children along CW Continuum, 2022

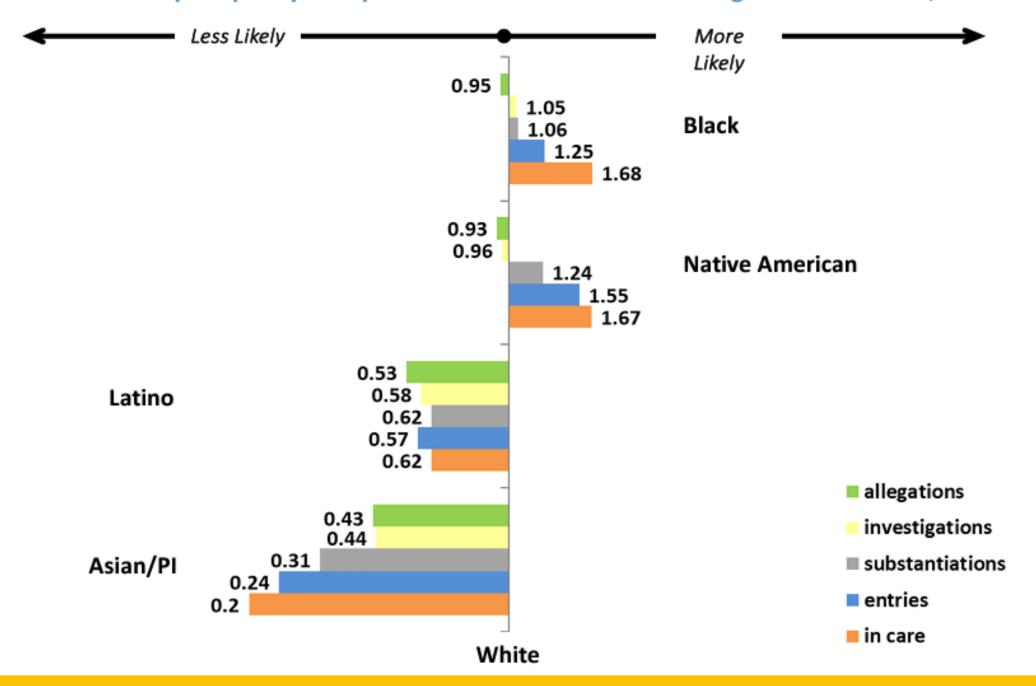




Racial Disproportionalities and Disparities in California's Child Welfare System

Racial Disparity Indices (Poverty Population)

Ethnic Group Disparity Compared with White Children along CW Continuum, 2022





Drivers of Child Welfare System Involvement

- Substance Misuse
- Untreated Mental Health Issues
- Interpersonal Violence
- Unmet material needs (e.g. homelessness)
- "Custodial discord"

Article

What Does Child Protective Services Investigate as Neglect? A Population-Based Study

Child Maltreatment
2024, Vol. 29(1) 96–105
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DOI: 10.1177/10775595221114144

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Lindsey Palmer¹, Sarah Font¹, Andrea Lane Eastman², Lillie Guo², and Emily Putnam-Hornstein^{2,3}

Abstract

Most child protective services (CPS) investigations involve allegations of neglect. Broad and vague definitions have led to concerns that CPS-investigated neglect is driven by poverty-based material hardship. In a representative sample of 295 neglect investigations in California in 2017, structured data and narrative text fields were used to characterize the types of neglect and concurrent parental risk factors investigated by CPS and to assess the rate and nature of investigated physical neglect, defined as inadequate food, housing, or hygiene. The most common types of neglect were inadequate supervision (44%) and failure to protect (29%), followed by physical neglect (14%). Common risk factors identified in neglect investigations were parental substance use (41%), domestic violence (21%), mental illness (18%), and co-reported physical or sexual abuse (29%). Nearly all investigations of physical neglect (99%) included concerns related to substance use, domestic violence, mental illness, co-reported abuse or an additional neglect allegation (i.e., abandonment). Given concerns identified in neglect investigations, economic supports are likely insufficient without an array of behavioral-health supports.

Keywords

neglect, child maltreatment, child protective services

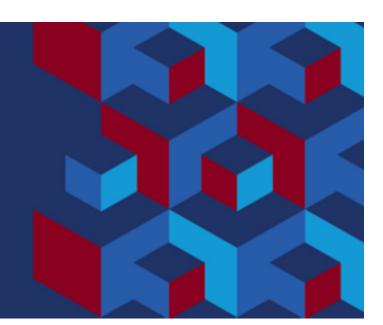
Each year, approximately 3.2% of U.S. children are the subject of a child protective services (CPS) investigation (U.S. Department of Health and Human Services, 2021), with 27%-37% experiencing an investigation by age 18 (Kim et al., 2017; Putnam-Hornstein, Ahn, et al., 2021). A majority of those investigations involve allegations of neglect. In 2019, neglect was identified in 75% of substantiated maltreatment reports (U.S. Department of Health and Human Services, 2021), a substantial increase from 58% in 1999 (U.S. Department of Health and Human Services, 1999). Similarly, neglect is documented as a factor in 61% of foster care entries (U.S. Department of Health and Human Services, 2020). There is widespread concern that CPS mischaracterizes poverty as neglect, resulting in rates of systems involvement that far exceed children's risk of serious horn (Dattlaff at al., 2020; Milner & Kally, 2020;

strongly associated with both child maltreatment and CPS involvement, and associations are generally stronger for neglect than abuse (Pelton, 2015; Sedlak et al., 2010). A growing body of research suggests that government programs or policies that reduce poverty or enhance modest incomes, particularly for working parents, may reduce some forms of CPS involvement (Berger et al., 2017; Wildeman & Fallesen, 2017; Raissian & Bullinger, 2017). Addressing poverty and material needs has the potential to reduce child maltreatment, perhaps especially neglect. Yet the mechanisms of these effects are not altogether clear and may include changes in parental behaviors, changes in the impact of parental behaviors on child health and safety, or changes in the detection (reporting and labeling) of child maltreatment (Font & Maguire-Jack, 2020b).

Poverty as a Driver of Child Welfare System Involvement

- "The income status of families is a significant predictor of involvement with the child welfare system."
- Economic challenges "can build stressors within a family that puts it at a higher risk of maltreatment. Along these lines, supports such as access to appropriate, affordable, and available child care enable working parents to not only maintain their jobs to support their families, but also improve parenting ability by decreasing" those stressors.
- "Families and communities would be well served by a coordinated human services response focused on addressing the range of family needs, building protective capacities, and linking families with supportive resources and structures."

Chapin Hall Policy Brief



System Transformation to Support Child & Family Well-Being: The Central Role of Economic & Concrete Supports

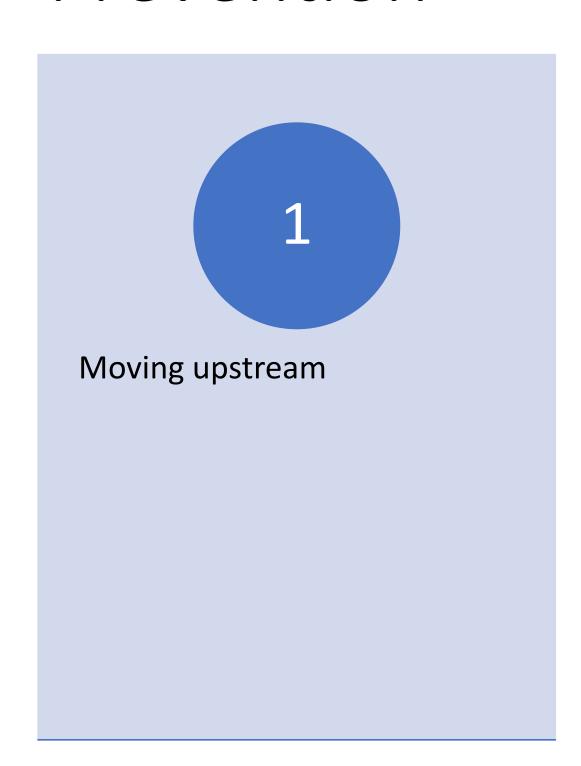
This brief summarizes the historical policy context and provides an overview of policy, programmatic, analytic, and engagement strategies for leveraging economic supports to promote child and family well-being and prevent maltreatment.

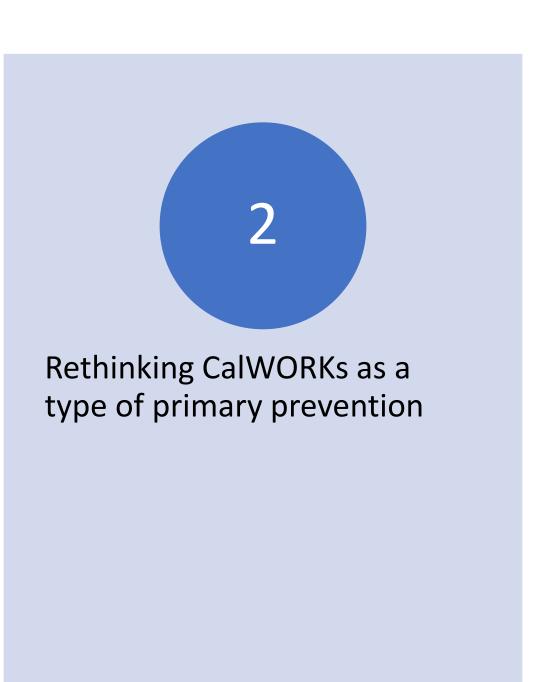
Introduction

The COVID-19 pandemic, economic recession, and recognition of the role of systemic racism in driving disparate outcomes for families of color have accelerated momentum toward reshaping the social safety net. While numerous policies and initiatives designed to promote improvements have emerged in the area of child welfare, promoting the well-being of children and families requires that we address challenges far upstream of child protective services. Just as we recognize that the role of emergency rooms is not to prevent but to triage and treat acute, severe problems, responsibility for the prevention of child maltreatment lies beyond the child welfare system alone.

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Linkages 2.0: Leveraging CalWORKs for Prevention







Levels of Prevention

Adapted from the Child Welfare Information Gateway Framework for the Prevention of Child Maltreatment

Tertiary

Directed towards families in which maltreatment has occurred.

[Family preservation, mental health services]

Secondary

Directed towards families with one or more risk factors.
[Home visitation, parent education, respite care]

Primary

Directed towards the general population.
[Public awareness campaigns, parent education]

Linkages 2.0: Embedding an Equity Lens

Fostering a culture of equity, diversity, and inclusion

Using data to make inequities visible

Advancing equity
through training, tools,
and technical
assistance (e.g. REIB)

Improving language access and access for vulnerable communities and those living with disabilities

Supporting ongoing partnerships with those communities most affected by inequities

Core Values to Inform an Equity Practice

Whole-person approach:
value participants' lived
experience and reduce
stigma. Listen to their needs
and offer to make
connections.

Trauma-informed practice: what has happened to you, rather than what is wrong with you. Be mindful of past system trauma.

Cultural and linguistic competence: respect diverse ways of communicating; be conscious of words and body language

Strengths-based: remember that a family's traditions, cultures, and history are strengths and can be sources of natural support

Collaboration: share responsibility and be prepared to listen

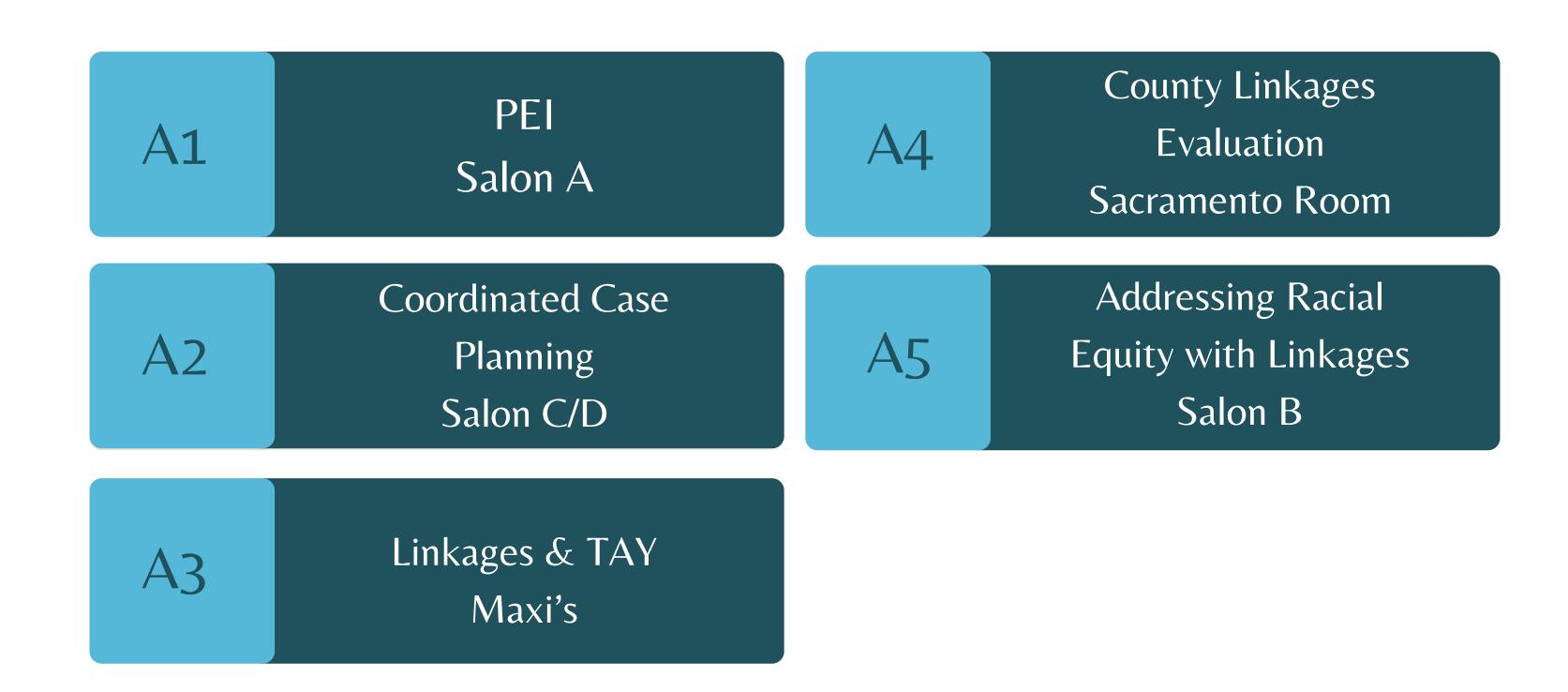
Accountability: commit to learning; be aware of and assess biases

Thank you!

Sabrina Forte
Assistant Director, Equity and Inclusion
California Department of Social Services

Sabrina.Forte@dss.ca.gov

Workshop A Begins at 3:15 PM



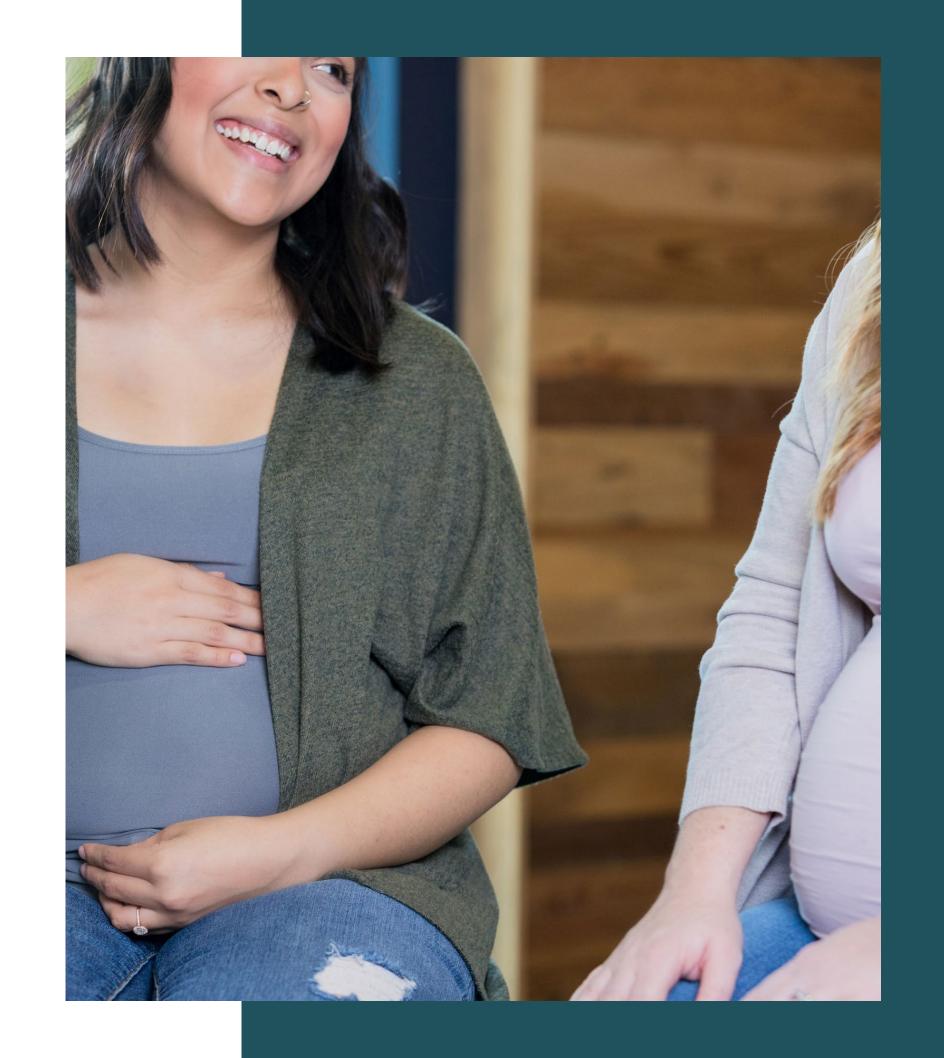
See you at the reception at 5 PM! Bring your nametag!

Welcome Back!



Protective Factors

Cailin O'Connor, Center for the Study of Social Policy





Strengthening Families: A prevention and promotion strategy



Strengthening Families

An initiative of CSSP

Cailin O'Connor

Center for the Study of Social Policy
Linkages Conference
Child and Family Policy Institute of California
April 24, 2024

Overview of Strengthening Families

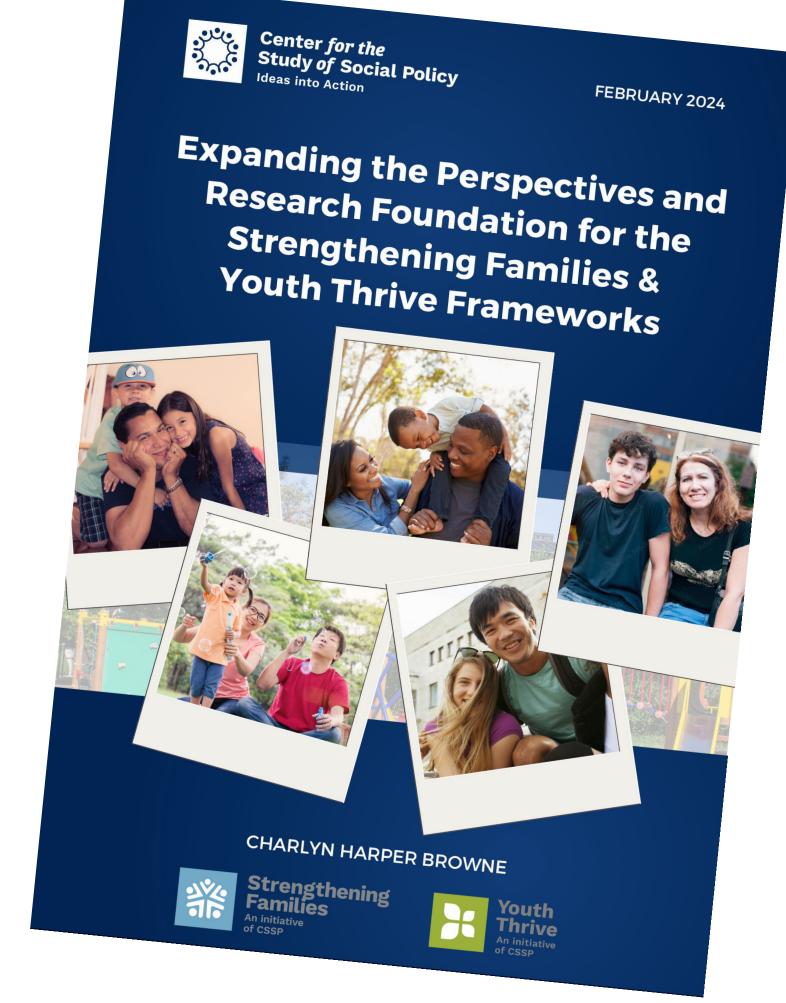
NEW LOOK!



Strengthening Families

An initiative of CSSP

- Expanded understanding of what influences families' protective factors
- Inclusion of newer research that supports the protective factors framework - and terminology that has evolved in recent years





https://cssp.org/resource/expanding-the-perspectives-and-research-foundation-for-the-strengthening-families-youth-thrive-frameworks/



The Strengthening Families Approach

A set of core values that that should guide service delivery and program practice designed to support families in building their protective factors.

The Protective Factors Framework

A research-informed set of interrelated attributes of individuals, families, and communities that both reduce the impact of risk factors and promote healthy development and well-being.

Foundational Values of the Strengthening Families Approach

Employ a Social-Ecological Approach **Adopt a Strengths-Based Perspective**

Recognize and Respond to Oppression and Privilege

Incorporate an Intersectional Frame of Reference

Demonstrate Cultural Responsiveness, Cultural Humility, and Intellectual Humility

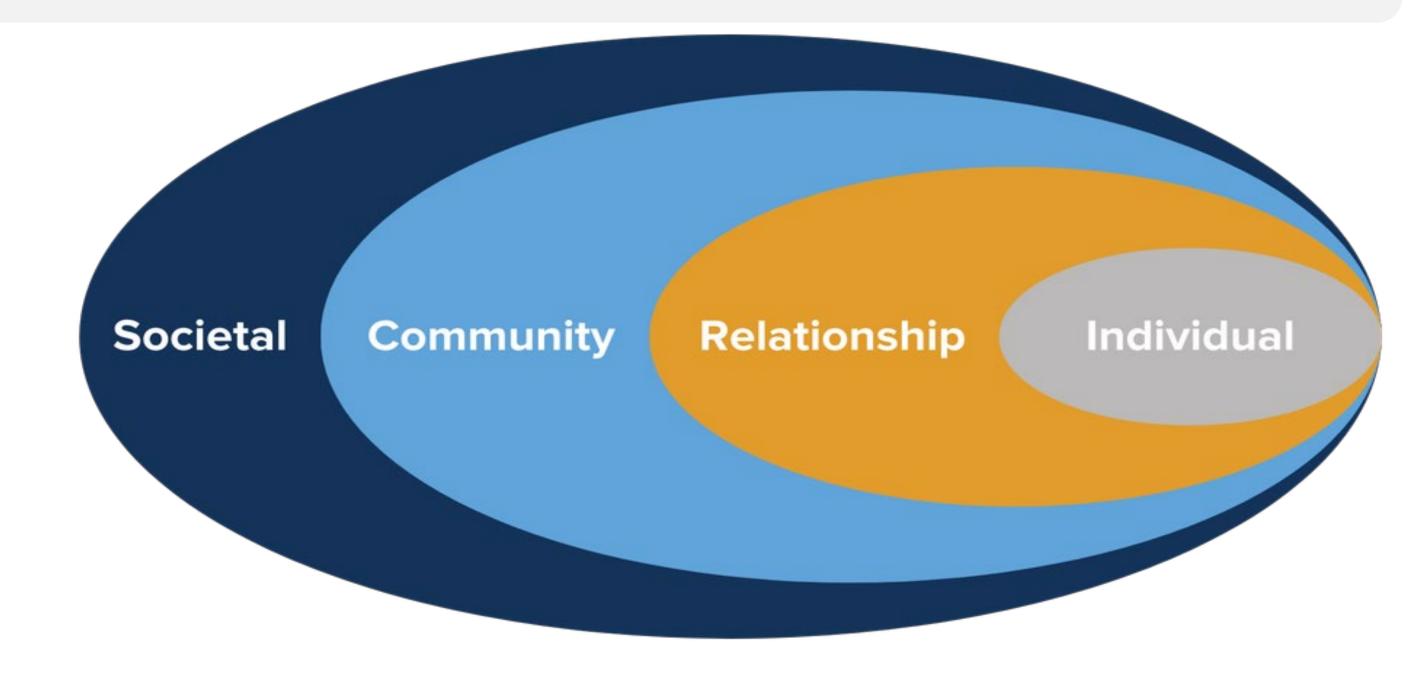
Amplify Constituent Voice and Power

Pursue Equity and Justice for All Children, Youth, and Families



Employ a Social-Ecological Approach

Employ an approach that considers community, cultural, economic, political, systemic, and ideological issues, along with individual and relational issues, that promote or threaten the protective factors.





Adopt a Strengths-Based Perspective

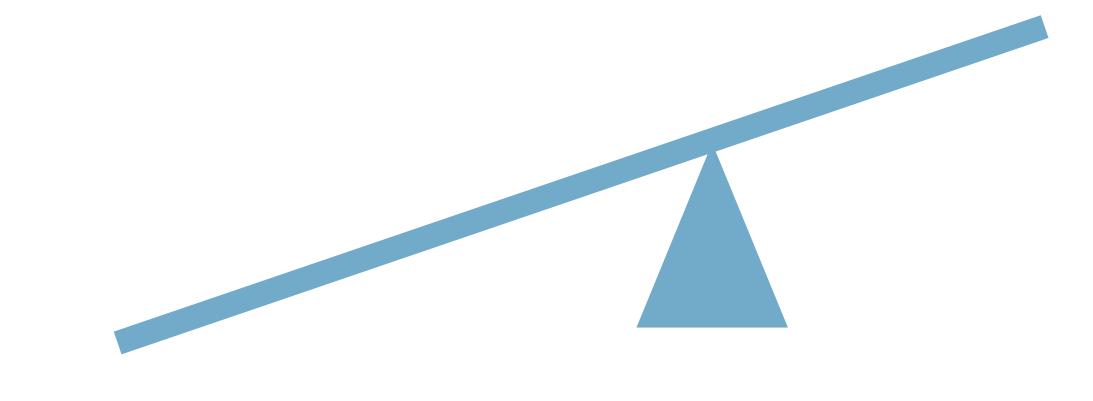
Adopt a perspective regarding children's, parents', and families' intrinsic value and mobilize their assets to promote healthy development and well-being, address problems, and heal.





Recognize and Respond to Oppression and Privilege

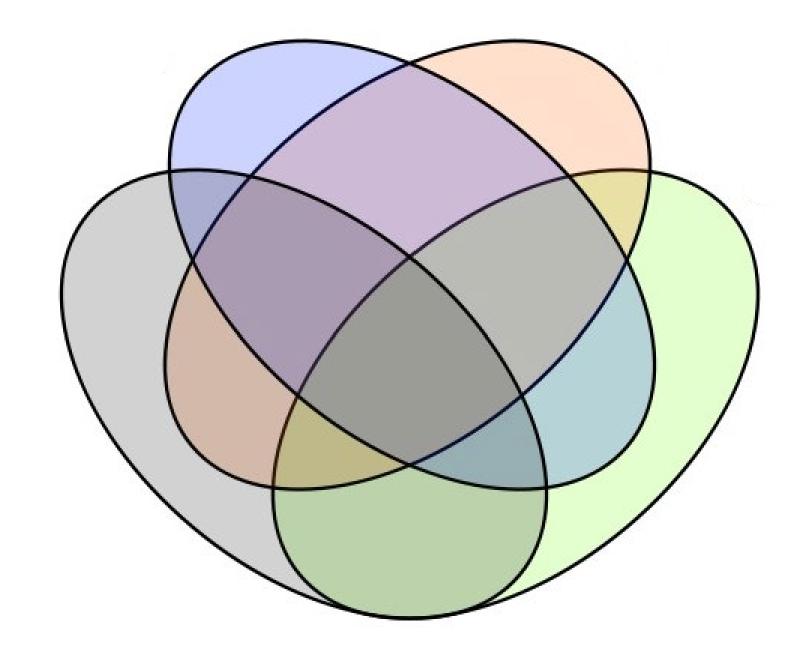
Recognize how systems of oppression and privilege become rooted in the consciousness of individuals and society and unfairly advantage some while disadvantaging others.





Incorporate an Intersectional Frame of Reference

Incorporate an intersectional frame of reference to analyze and inform a more inclusive understanding of the experiences and specific needs of children, youth, parents, & families.





Demonstrate Cultural Responsiveness, Cultural Humility, and Intellectual Humility

Demonstrate respect for cultural differences; engage in self-reflection about their attitudes toward different identity groups; and learn from others' experiences and perspectives.





Amplify Constituent Voice and Power

Amplify parents' voice and power in defining their goals; influencing their family's lives; and helping to shape early childhood programs, practices, policies, and systems.





Pursue Equity and Justice for All Children, Youth, and Families

Pursue equity and justice for all children, parents, and families as an ethical obligation in the implementation of the Strengthening Families framework.





- Which of these values resonate the most with you?
- Which are most salient when working with families living in poverty?
- Do any of them feel like a significant shift from your current approach?

Social-Ecological Approach

Strengths-Based Perspective

Oppression and Privilege

Intersectional Frame of Reference

Cultural
Responsiveness,
Cultural Humility,
and Intellectual
Humility

Constituent Voice and Power

Equity and Justice for All Children, Youth, and Families





Riskfactors are not predictive factors because of protective factors

Parental Resilience

Social Connections



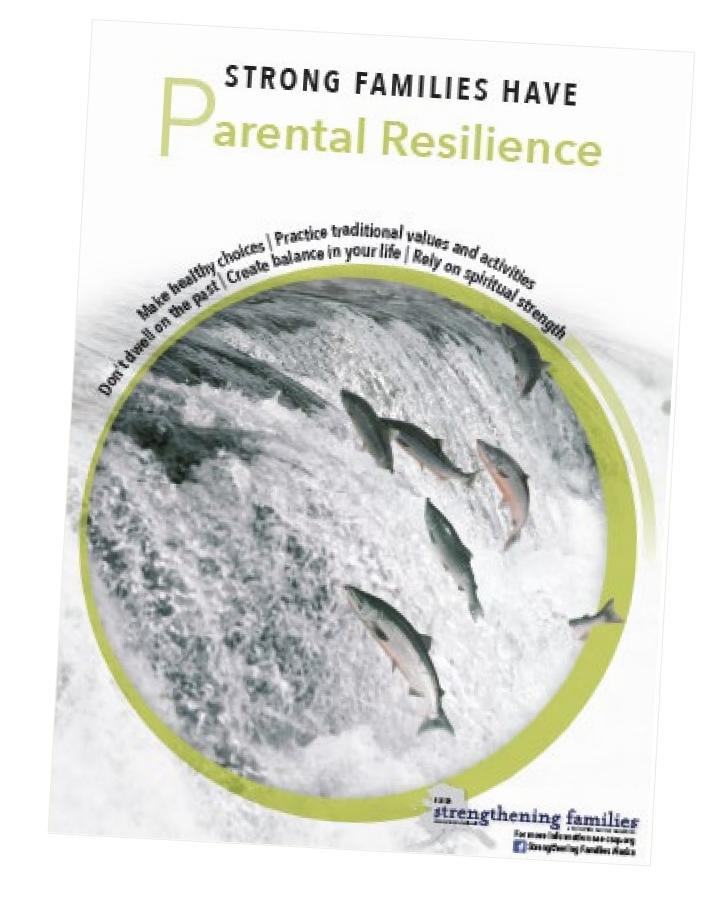
Concrete Support

Knowledge of Parenting & Child Development

Social & Emotional Competence

Parental Resilience

Managing stress and functioning well—facilitated by individual, relational, community, or societal factors—when faced with stressors, adversity, or trauma





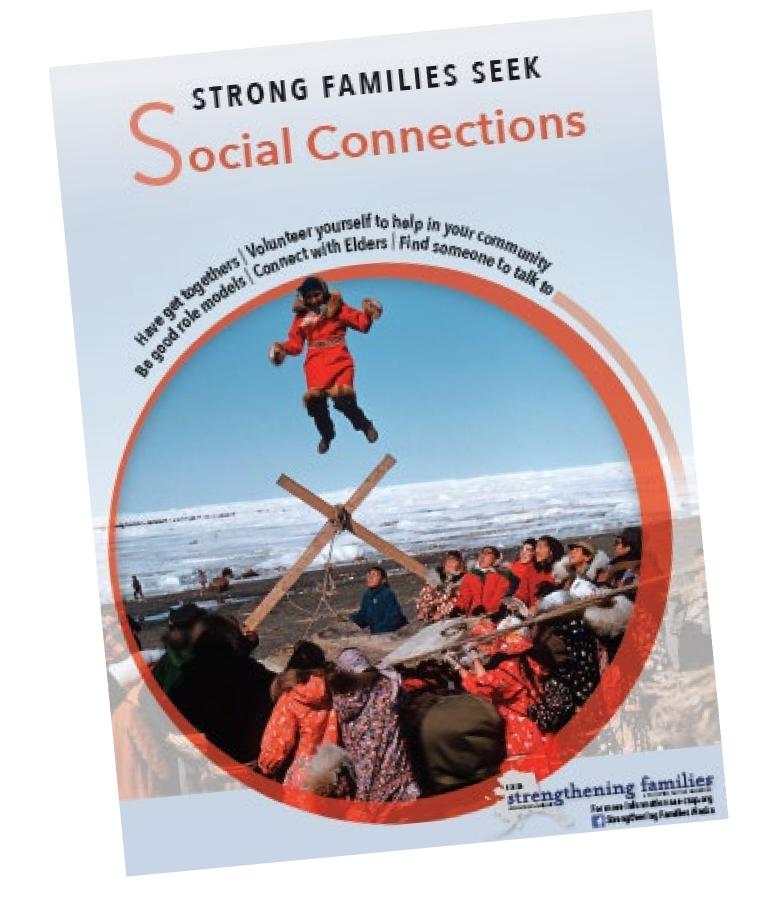
Resilience – When families are struggling



- Parents and children may each have a history of trauma
- Co-occurring issues (DV, substance abuse, special needs of children) can make resilience feel out of reach
- Parents may doubt themselves and their ability to provide or care for their children
- Parents are fearful of CW intervention and worry about what could happen to their children in hostile environments
- Resistance may manifest as non-compliance

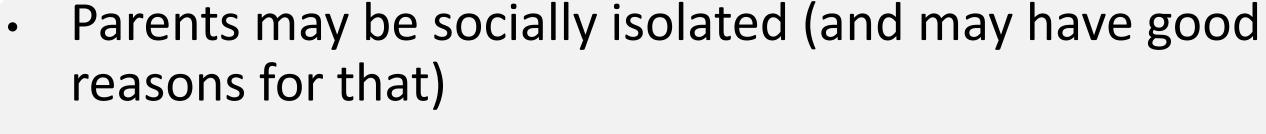
Social Connections

Healthy, meaningful, trusting, and sustained relationships with people, institutions, communities, or a higher power that promote a sense of connectedness, belonging, and mattering.





Social Connections - When families are struggling

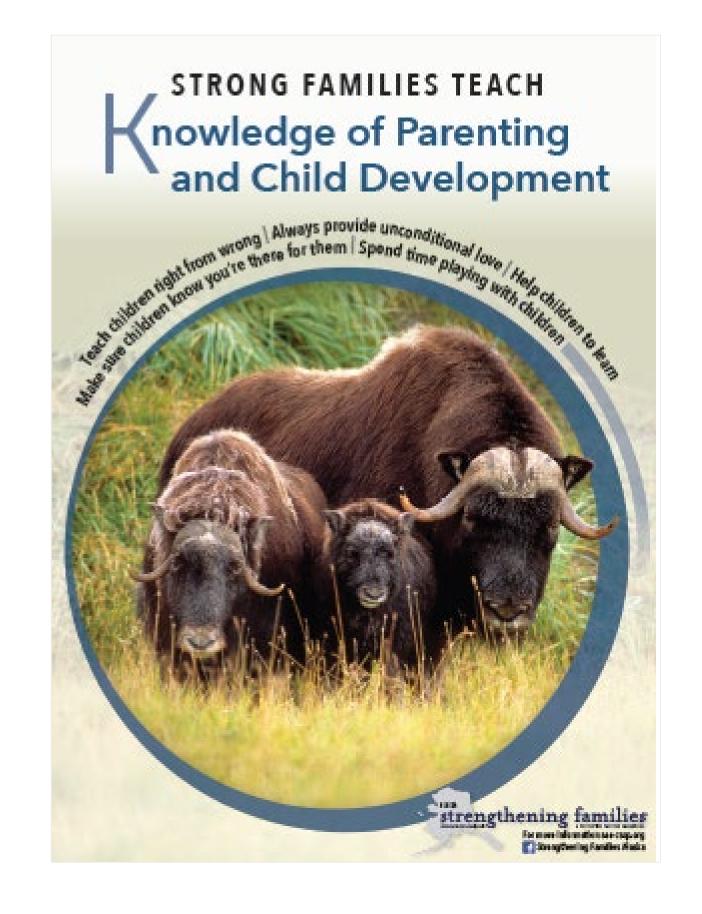


- Parents may need support to develop positive relationships that will continue beyond program or system involvement
- Families may struggle to connect with other families when dealing with adversity, children displaying trauma reactions, and other challenges



Knowledge of Parenting & Child Development

Learning about prenatal, infant, and child development, and using developmentally and contextually appropriate parenting practices.





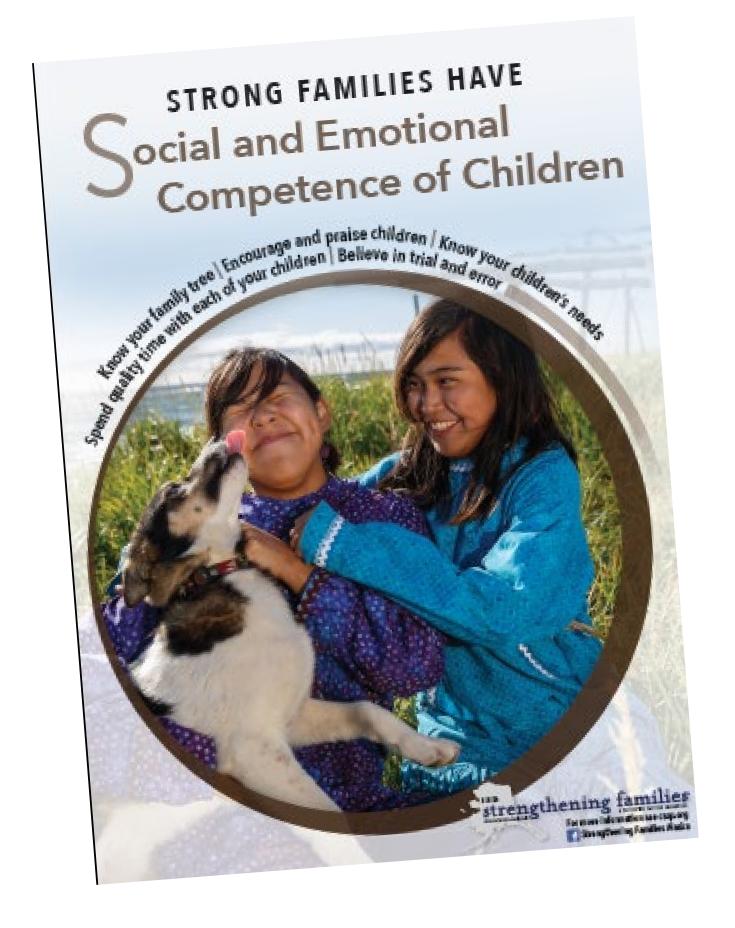
Knowledge of Parenting & Child Development – When families are struggling



- Parents may be less likely to have positive parenting tools in their toolbox or no time/bandwidth to seek them out
- Children may be presenting with atypical development and not responding to a parenting style that worked in the past
- Providers may misread parent-child relationships and family dynamics due to cultural differences
- Systems may be placing multiple demands for things like parenting classes

Social & Emotional Competence of Children

Providing environments and experiences—grounded in early relational health—that build positive social skills; enable children to regulate thoughts, emotions, and behaviors; and promote effective communication, problem-solving, and decision-making skills.





Social & Emotional Competence – When families are struggling



- Stressors of poverty and discrimination can make it harder for parents to maintain routines for young children and build early relational health with their children
- Families may be struggling with the impact of trauma, loss, and separation – or living in fear of it
- Children may have experienced disruption to foundational relationships, care arrangements, etc.
- Systems and providers may label a dysregulated child as "bad" rather than seeking relational and mental health supports

Concrete Support

Identifying, accessing, advocating for, and receiving high quality and equitable support including the basic necessities everyone deserves and specialized services to address specific needs.





Concrete Support - When families are struggling

- Families may be mistrustful of services and systems even when they need the support
- Barriers may keep families from accessing services and supports – e.g., fear of law enforcement, lack of transportation
- Caregivers may need formal or informal respite care arrangements that can accommodate special needs
- Child needs or behaviors may disrupt daily routines and have negative impacts on ability to work, get child care, etc.
- The advocacy required to get needs met can be exhausting





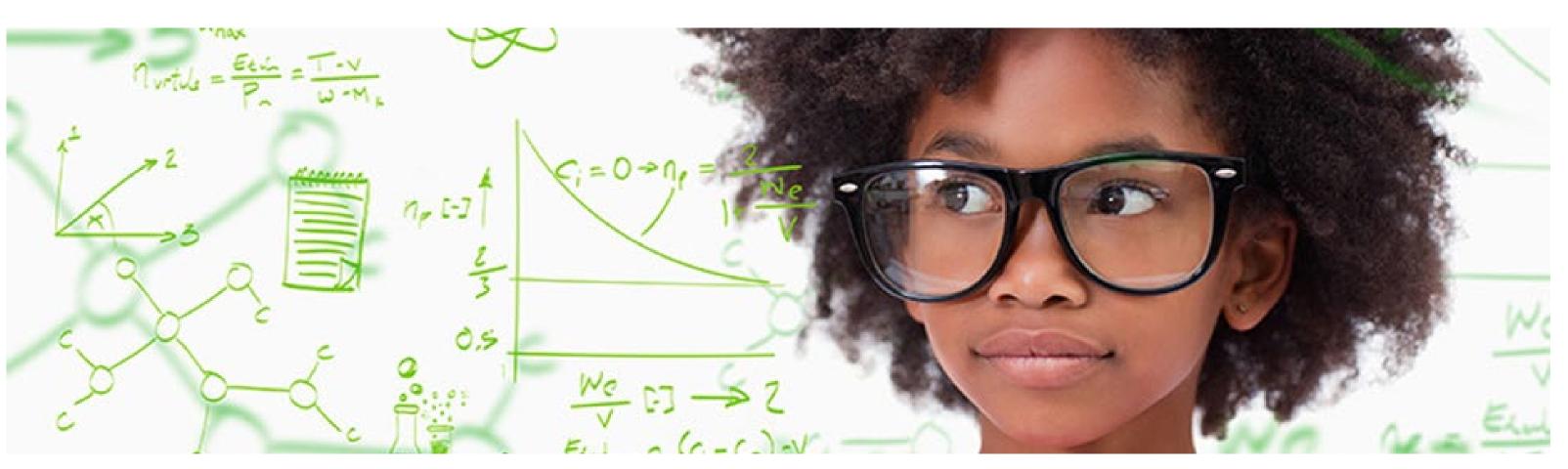
 Which protective factor(s) do you focus on most in your work?

 Which protective factor do you think families need the most support with right now?



Center for the Study of Social Policy

Ideas into Action

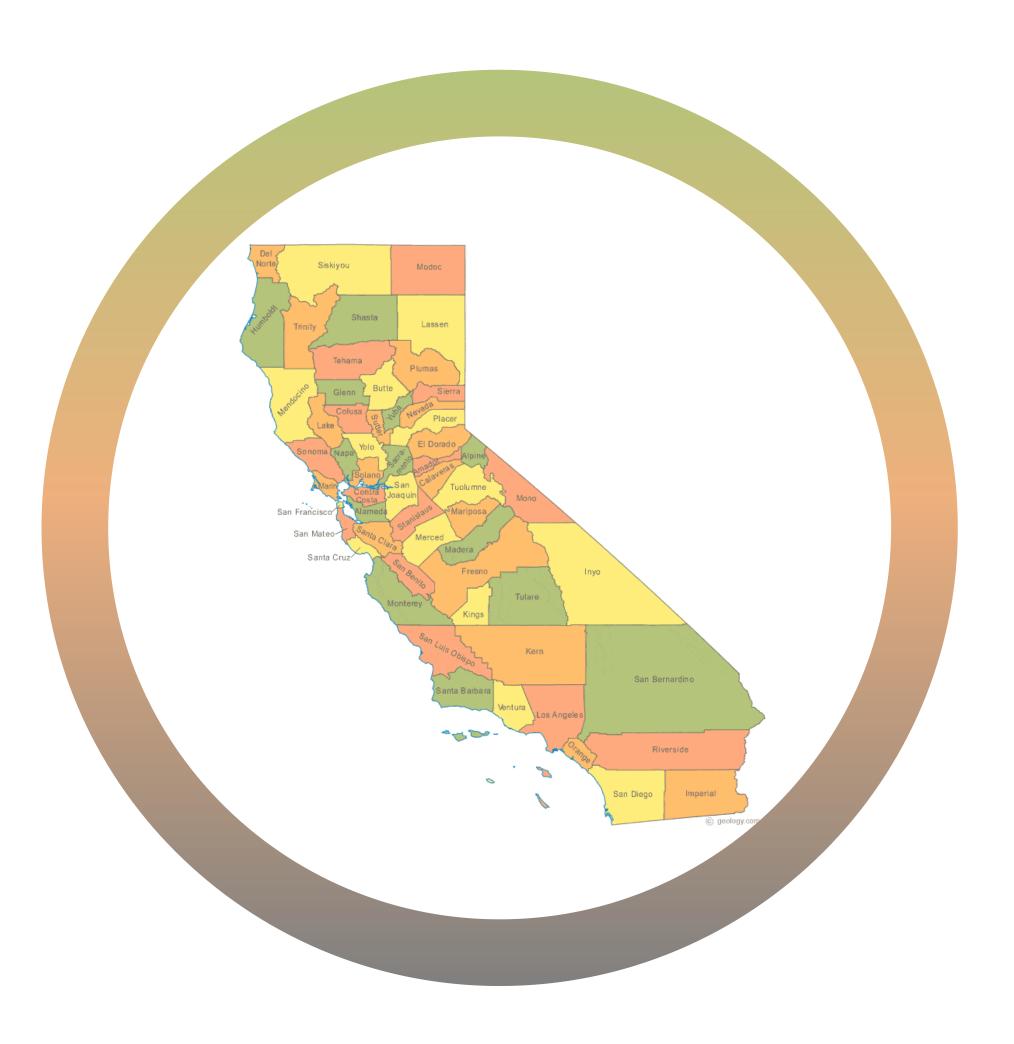


Connect with Us

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Cailin O'Connor cailin.oconnor@cssp.org





- What is happening in Linkages Counties across California?
- How can we help counties connect and share best practices?

We gathered data via TA calls with 31 Counties

We reviewed 26 Work Plans

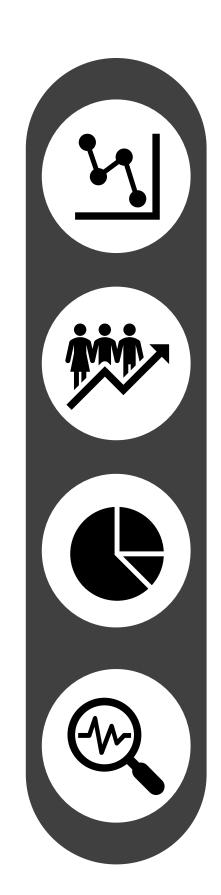
Including 14 focus populations

6 Ways to coordinate Case Plans

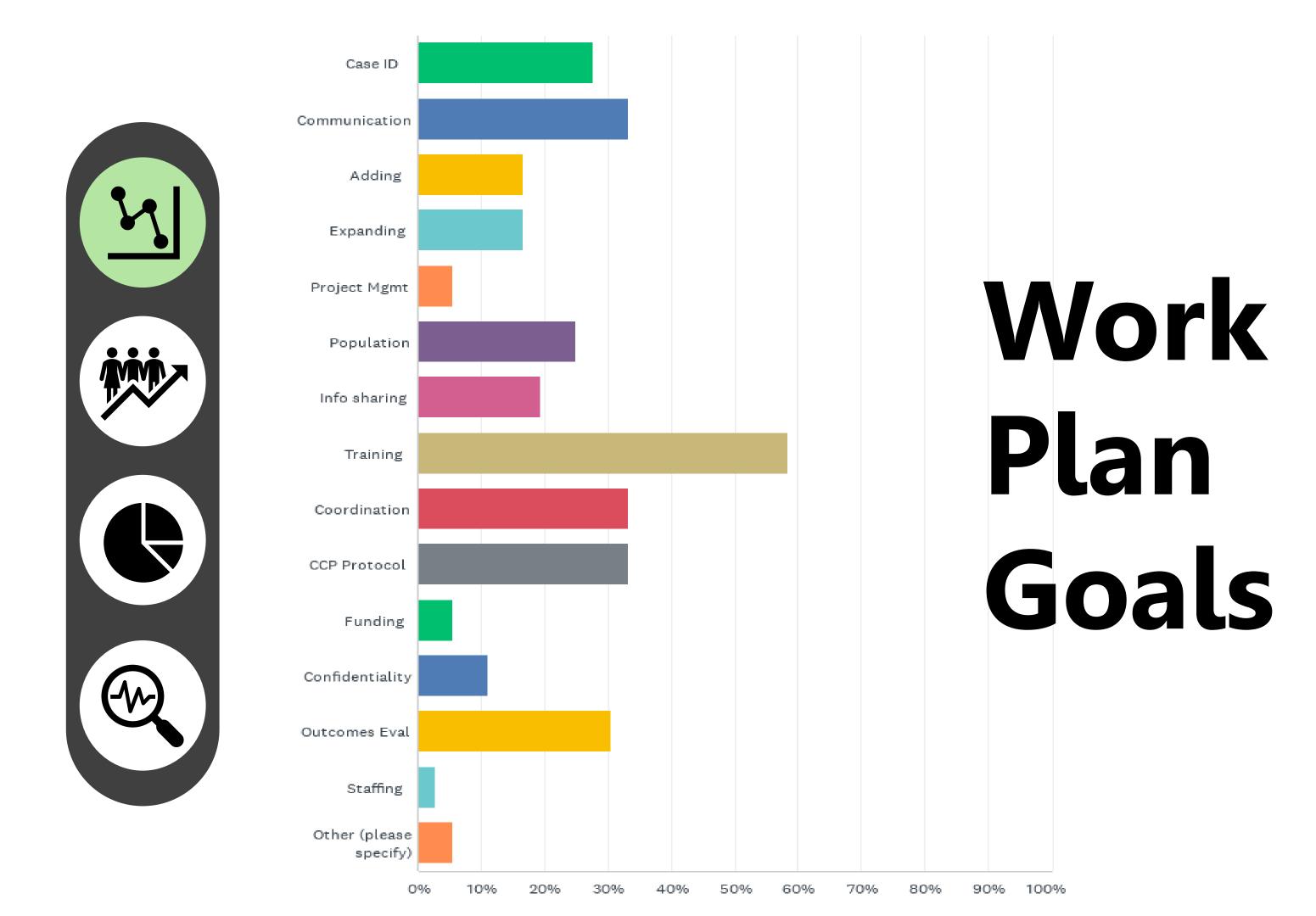
And 9 ways to coordinate Service Delivery

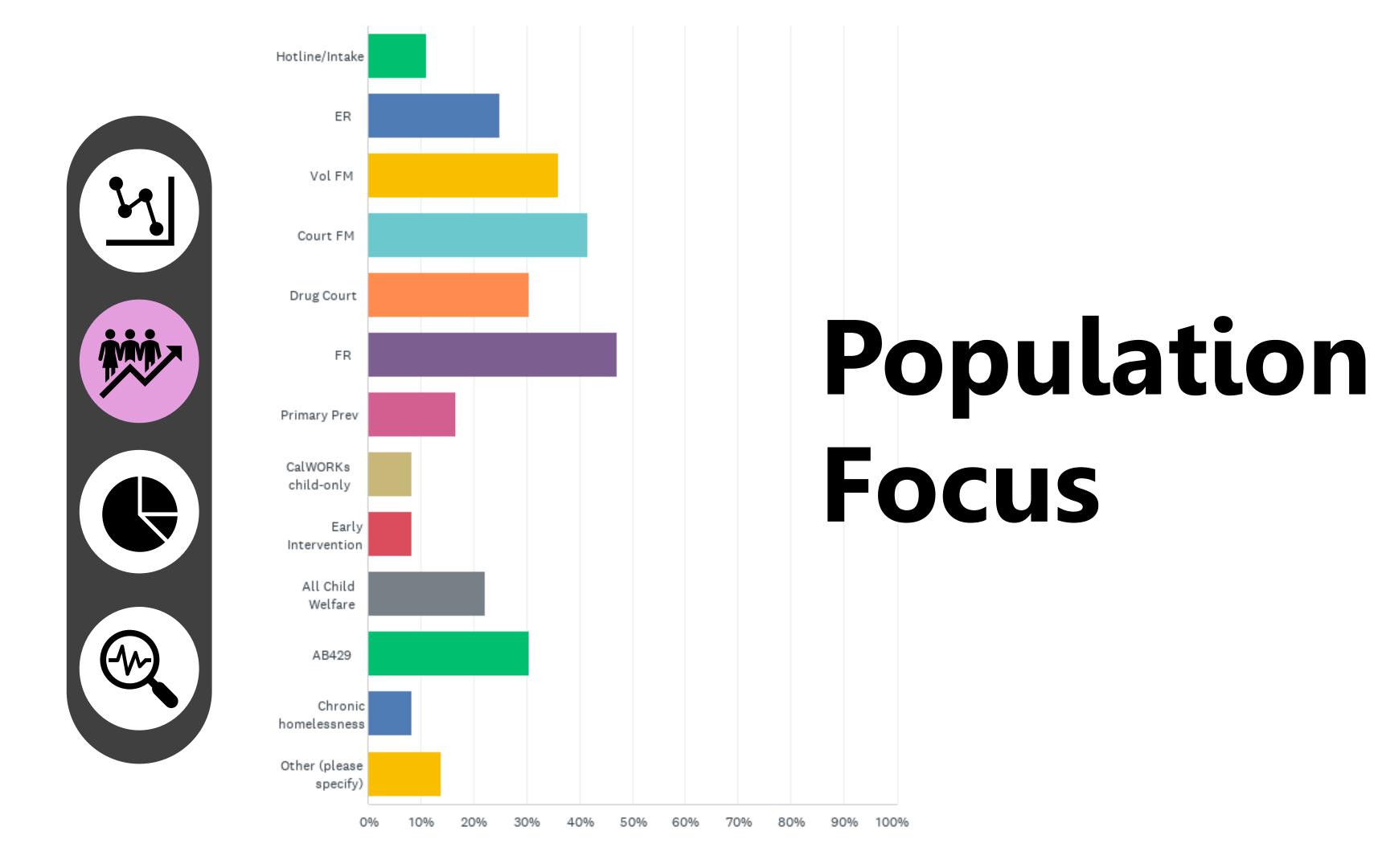


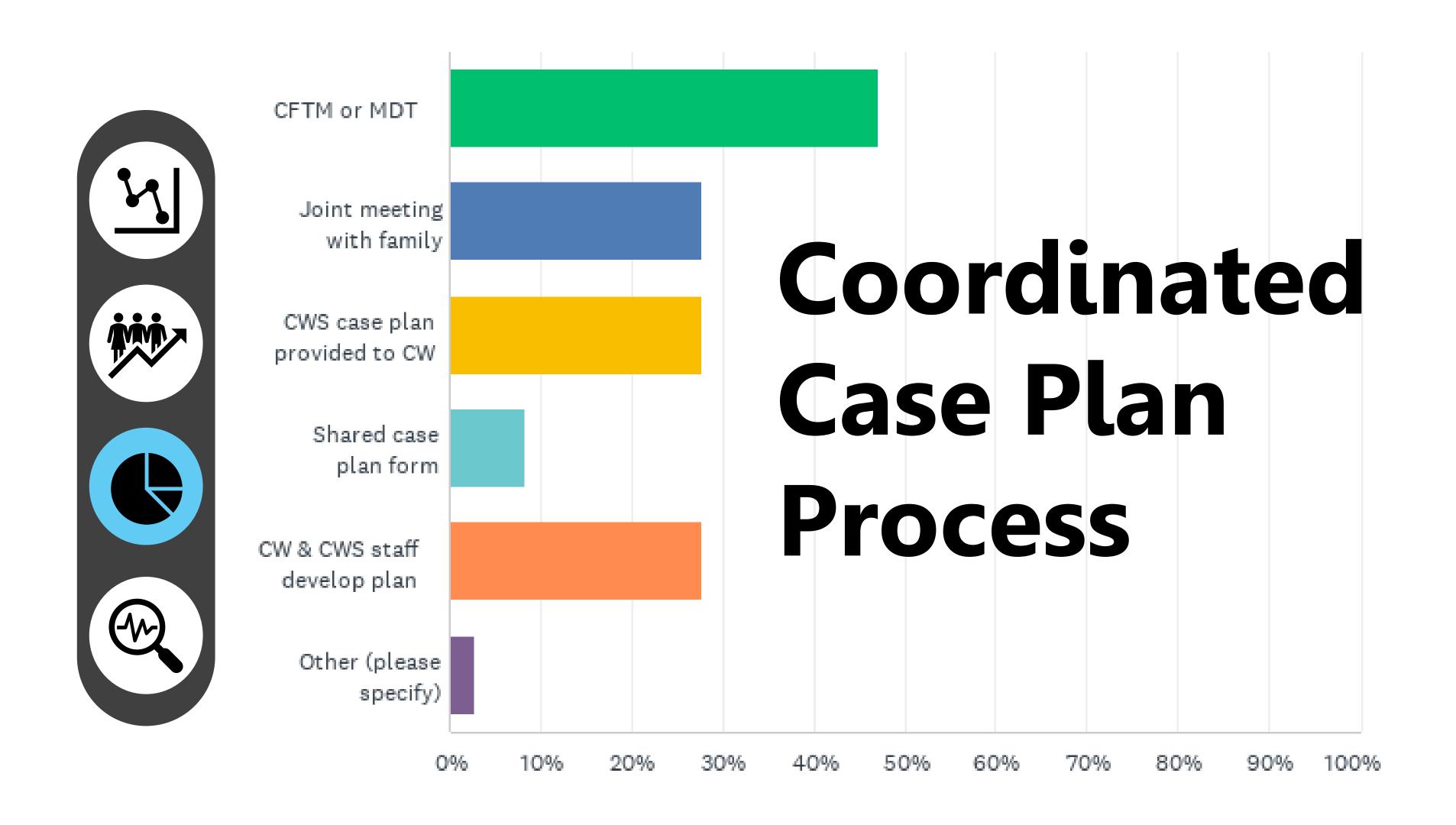
Then we started thinking of ways to use the information we gathered about your amazing work!

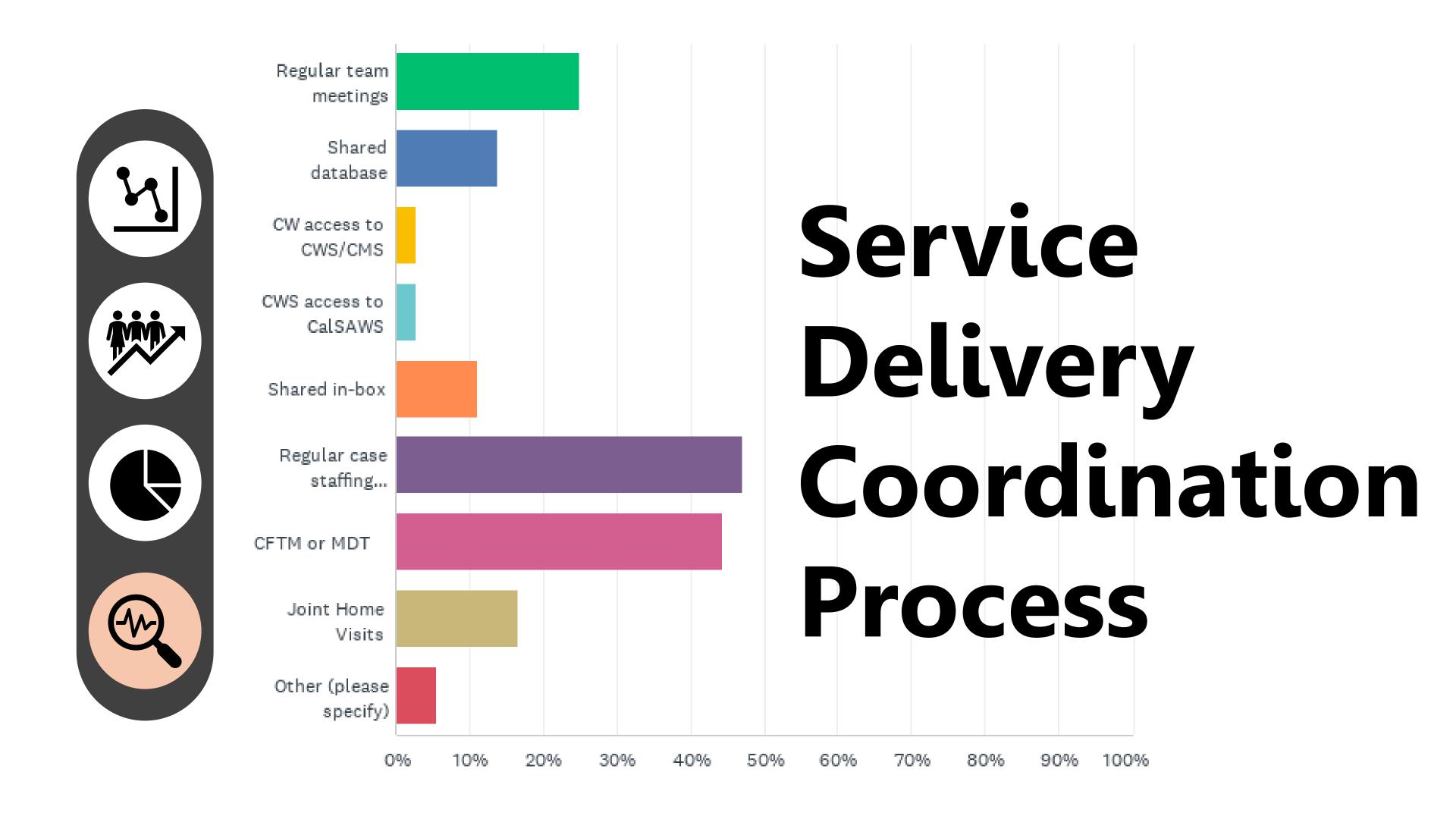


Let's Take a Look at the Numbers!



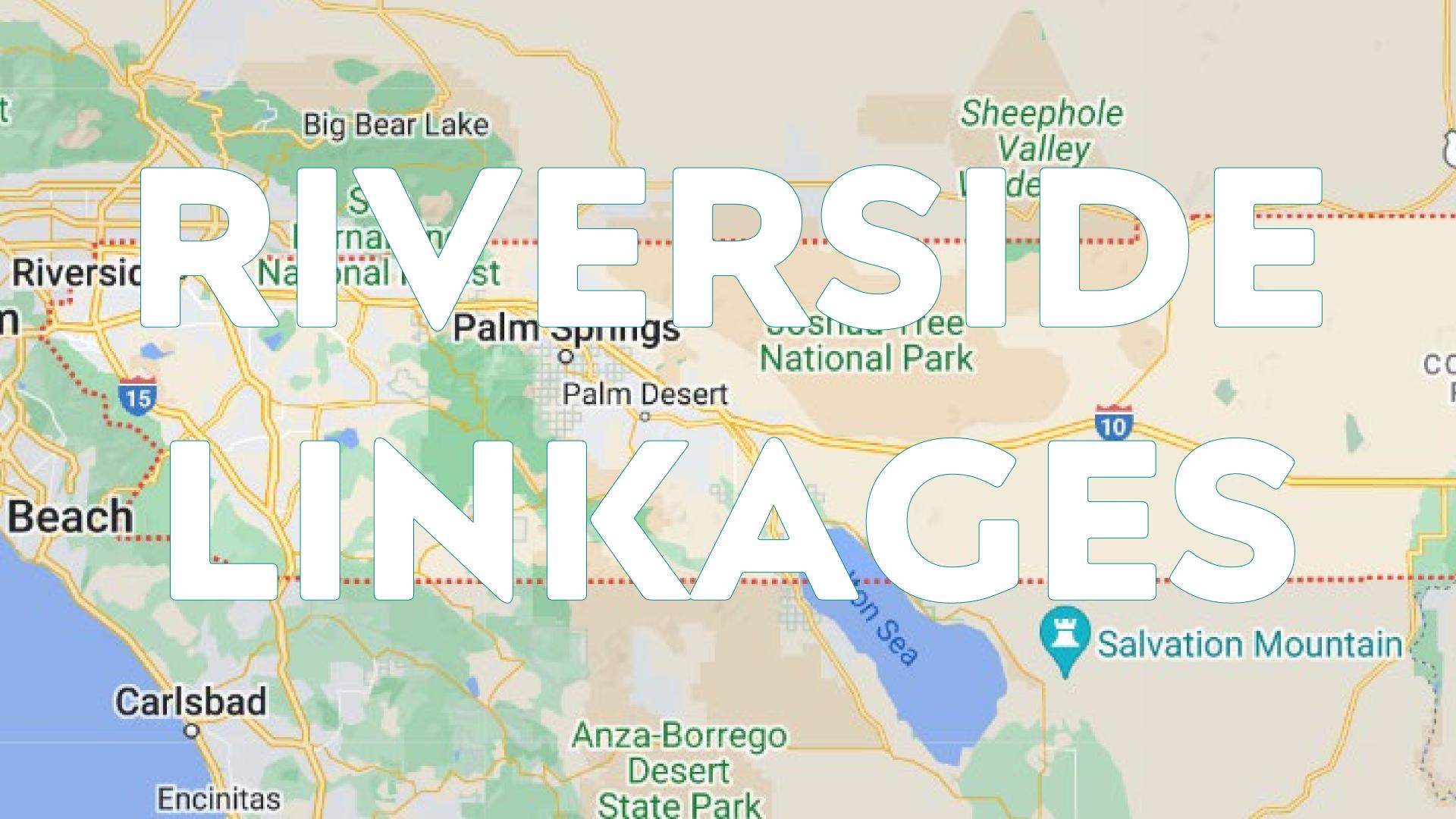






County Profiles Info Sharing

3 Connections



Riverside's Linkages Strengths

- Strong leadership support from both sides of the house
- Established and active Linkages Implementation Team
- Service delivery coordination via regular staffing meetings with CalWORKs and Child Welfare
- Services provided by both sides of the house
- Linkages Brochure or other public materials
- Internal Linkages materials (e.g., newsletter, brochure)

- Leveraging funding via Time Study
- Communication interface- SharePoint-
- CSD has SW Liaisons (single role), WTW has Linkages Liaisons (multi-role), dedicated Clerical Staff.
- Collaboration from Line staff up- through monthly meetings and huddles.
- WTW Co-location within CSD offices once a week.
- Active evaluation underway
- Training

How Things Work in Riverside

- Focus Population:
 - Hotline-Generates referrals-Prevention Unit or EVO
 - ER/IS (investigative services)
 - FM (Court and Non-Court/FPC)
 - o FR / AB429
- Training
 - Joint and separate training
 - Meet and Greet
 - Job shadowing
 - Induction Training per Division
 - Huddles (One On One)

- Coordinated Case Planning:
 - Mutual Families that opt in (CFTM and Child Welfare Case Plan provided to CalWORKs)
 - Liaisons Communicate for changes/updates to case plans
- Case Tracking:
 - CWS/CMS Special Project Codes
 - CalSAWS Flags
 - Linkages Activities In WTW
 - SharePoint site
- ROI:
 - Needed

Areas for Future Exploration in Riverside



Prevention, FFPS, Role for Linkages and CalWORKs



Preparing for AB135



Coordinated Case Planning enhancements

Program Evaluation

Linkages Counties with Evaluation Programs Underway

Sonoma

Orange

Riverside

Linkages Counties Seeking More Information about Evaluation

Tehama

Stanislaus

Santa Clara

Santa Barbara

San Mateo

Placer

Kern

Prevention

Counties with Prevention Program

Orange

Glenn

Kern

Mariposa

Riverside

Counties Interested Learning More about Prevention

Tehama

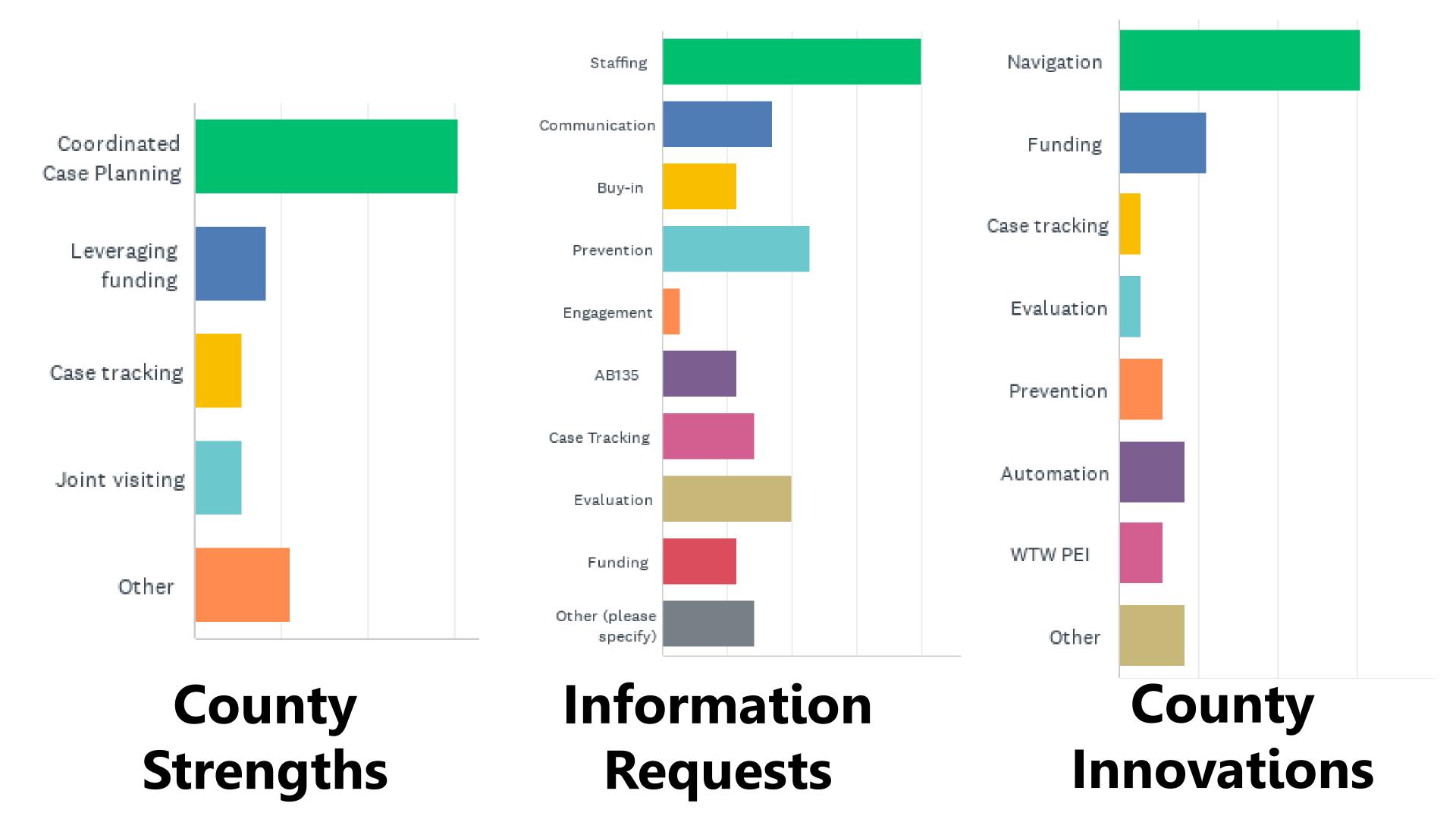
Santa Barbara

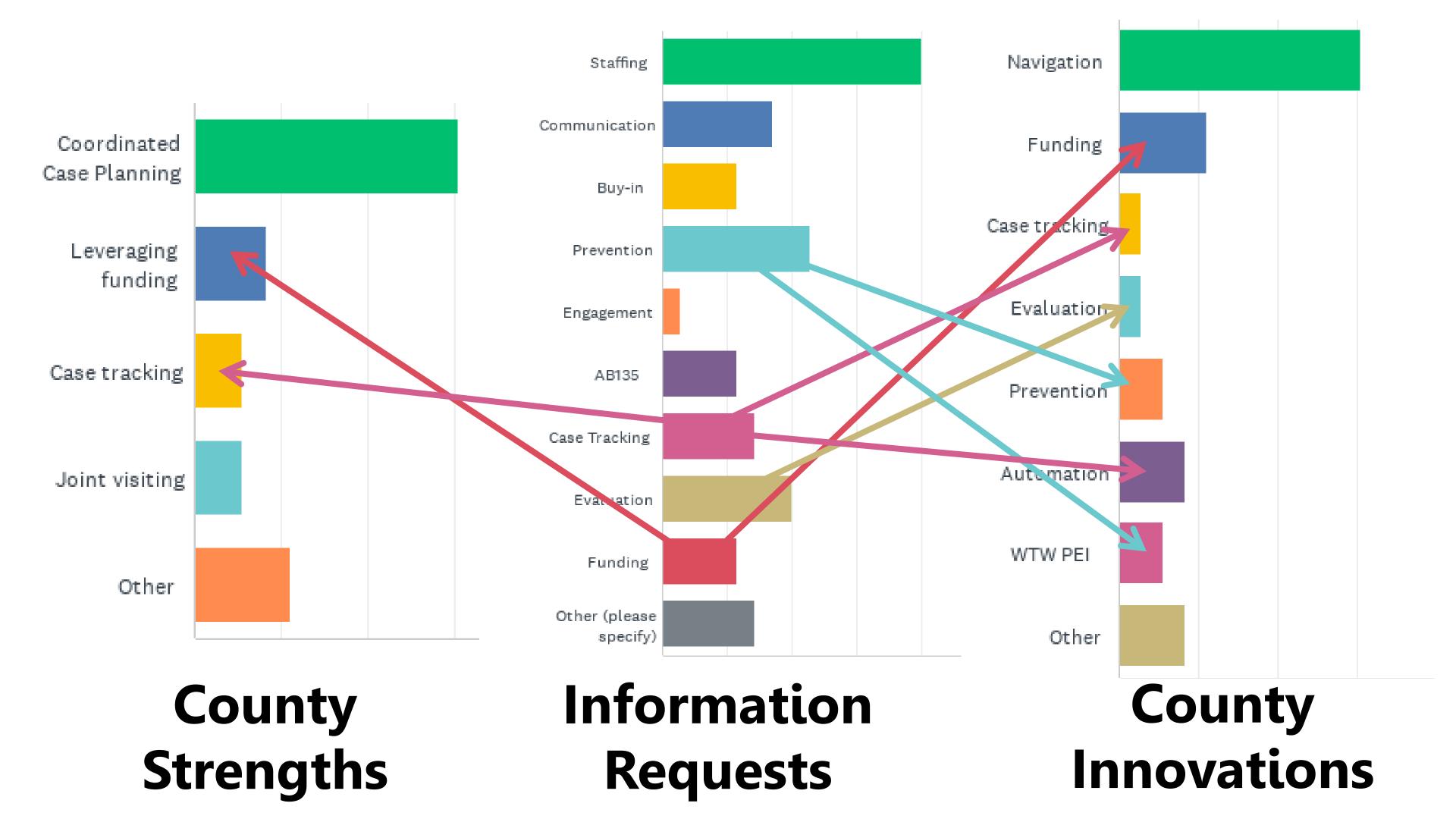
San Joaquin

Fresno

Contra Costa

Yolo







Counties with a Prevention Program:

Orange

Glenn

Kern

Mariposa

Counties Interested Learning More about Prevention:

Tehama

Santa Barbara

San Joaquin

Fresno

Contra Costa

Riverside

Yolo



Counties with Public Information Materials (Brochure):

Tehama

Humboldt

Riverside

Imperial

LA

Amador

Counties Wanting Information about Communication **Materials:**

Shasta

Placer

Santa Clara

Napa

Santa Barbara

Yolo

Counties with Internal Communication Materials (Staff Brochure or Newsletter):

Tehama

Imperial

Shasta

Orange

Nevada

LA

Humboldt

Trinity

Contra Costa

Ventura

Calaveras

Amador

Riverside



Counties with Separate Policies for CWS & CW:

Yolo

Shasta

Riverside

LA

Counties with Joint Policy for CalWORKs and Child Welfare:

Tehama

San Mateo

San Luis Obispo

Nevada

Lake

Kings

Kern

Trinity



Counties with Joint Training:

Placer

Nevada

Kings

Kern

Riverside

Orange

LA

Trinity

Counties with Single Audience Training:

Stanislaus

Shasta

Santa Clara

Riverside

Imperial



Counties with Evaluation Programs Underway:

Sonoma

Orange

Riverside

Counties Seeking More Information about Evaluation:

Tehama

Stanislaus

Santa Clara

Santa Barbara

San Mateo

Placer

Kern

LA



Counties with Buy-In Success:

Los Angeles

Napa

Counties Interested in Growing Buy-In:

Tehama

Shasta

Mariposa

Contra Costa



Counties with Strength in Case Tracking:

Kings San Joaquin

Counties Interested Learning More about Case Tracking:

Tehama

Santa Barbara

San Luis Obispo

Nevada

LA



Making connections for Counties working together on common goals

CASE / FAMILY IDENTIFICATION 10 Counties Share this Goal:

Mendocino S

Fresno

Imperial

LA

Amador

Santa Barbara

San Mateo

Placer

Nevada

Lake

OUTCOMES EVALUATION 11 Counties Share this Goal:

Santa Barbara

Placer

Lake

Fresno

Imperial

Los Angeles

Tehama

Santa Clara

Mariposa

Contra Costa

Calaveras

COMMUNICATION

12 Counties Share this Goal:

Santa Barbara

Santa Clara

Placer

Lake

Fresno

Imperial

Los Angeles

Tehama

Mariposa

Contra Costa

Calaveras

Yolo

COORDINATED CASE PLANNING PROTOCOLS

12 Counties Share this Goal:

Placer San Mateo

Los Angeles Kern

Tehama Humboldt

Santa Clara Orange

Mariposa Trinity

Calaveras Stanislaus

INFORMATION SHARING 7 Counties Share this Goal:

Yolo

LA

Imperial

Fresno

Mendocino

Lake

Santa Barbara

STAFF TRAINING 21 Counties Share this Goal:

Los Angeles

Santa Barbara

Lake

Fresno

Imperial

Yolo

Mendocino

Placer

Tehama

Santa Clara

Mariposa

Calaveras

San Mateo

Kern

Humboldt

Orange

Trinity

Nevada

Amador

San Luis Obispo

Ventura

CONFIDENTIALITY 4 Counties Share this Goal:

San Mateo
San Luis Obispo
Santa Barbara
Shasta

BUILDING CORDINATION INFRASTRUCTURE 12 Counties Share this Goal:

Santa Barbara Yolo

Amador Santa Clara

Los Angeles Mariposa

Humboldt Kern

Placer Nevada

Calaveras Kings

NEW PROGRAM DEVELOPMENT 6 Counties Share this Goal:

Los Angeles

Santa Barbara

Calaveras

Humboldt

Trinity

Ventura

EXPANSION

6 Counties Share this Goal:

LA

Humboldt

Fresno

Imperial

Placer

San Mateo

ADDING POPULATIONS Counties Share this Goal:

Santa Barbara

Los Angeles

Placer

Calaveras

Nevada

San Mateo

Fresno

Imperial

Contra Costa

FUNDING

2 Counties Share this Goal:

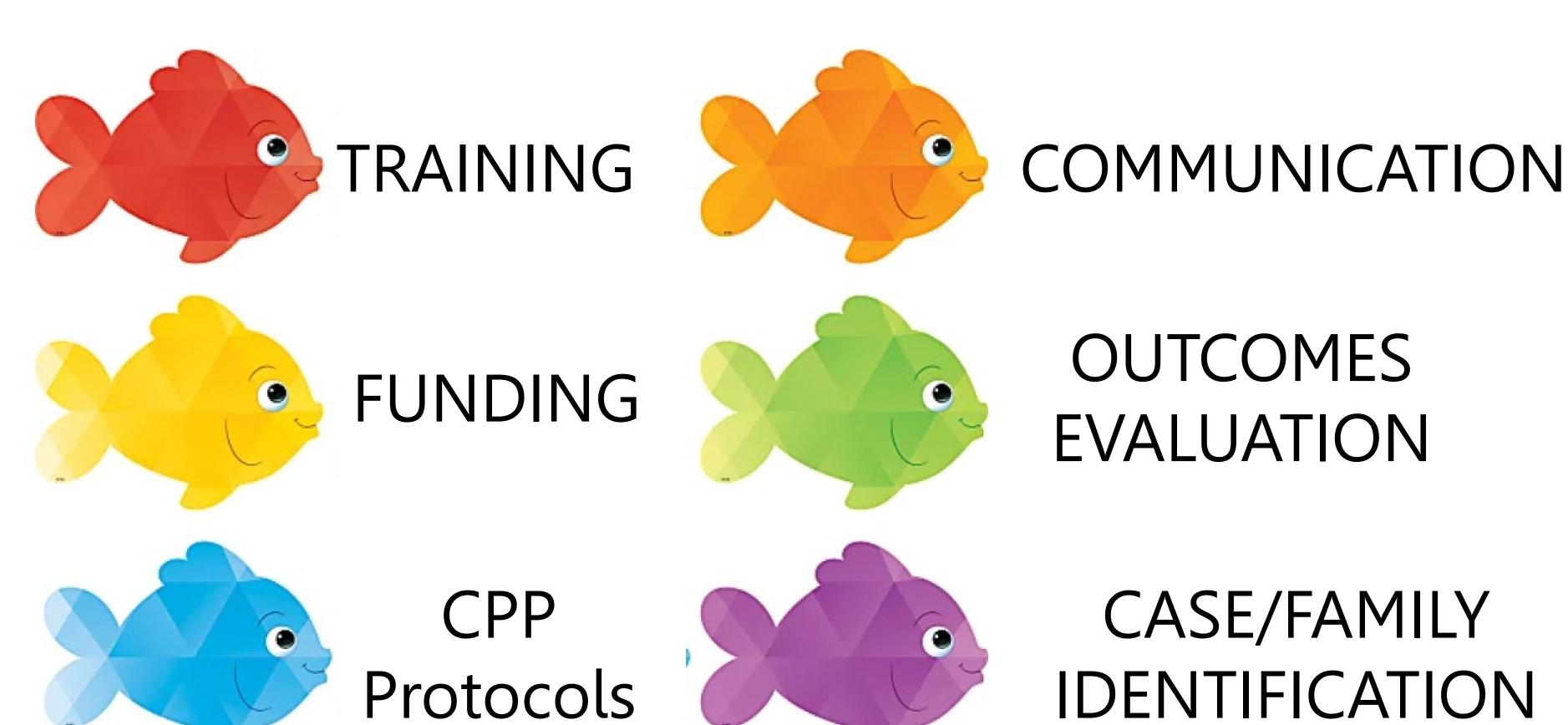
San Mateo Amador

PROJECT MANAGEMENT 2 Counties Share this Goal:

LA San Luis Obispo Santa Barbara: Designated Linkages CWS SW

Santa Barbara: Linkages Policies and Protocols

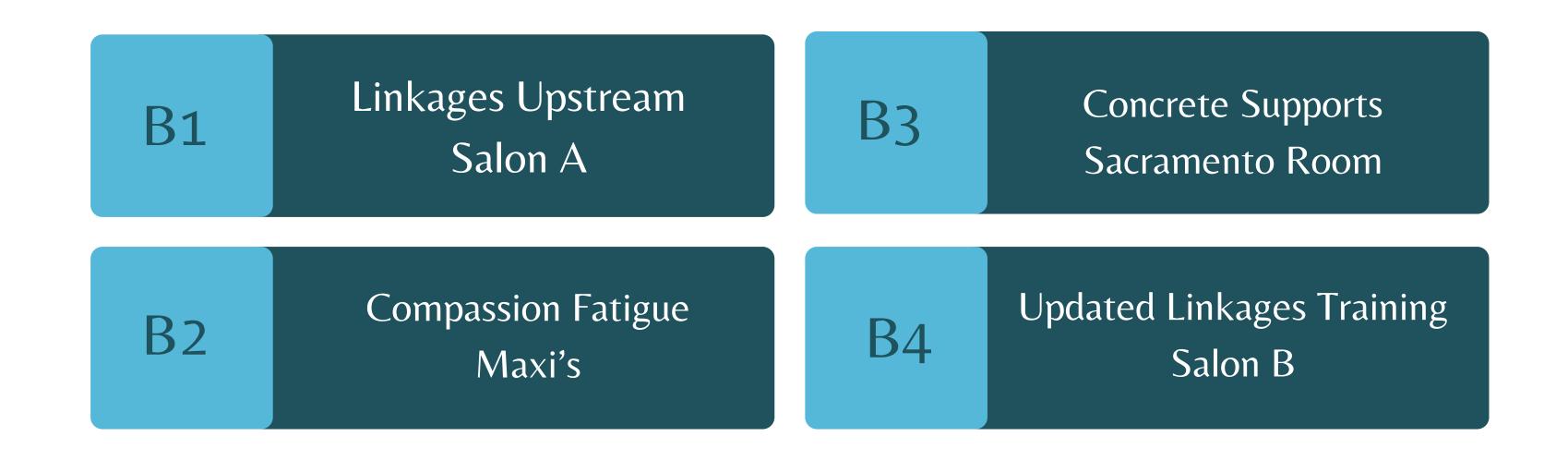
LA: Streamline Data/Fidelity Assessment





What Cic **you** learn?

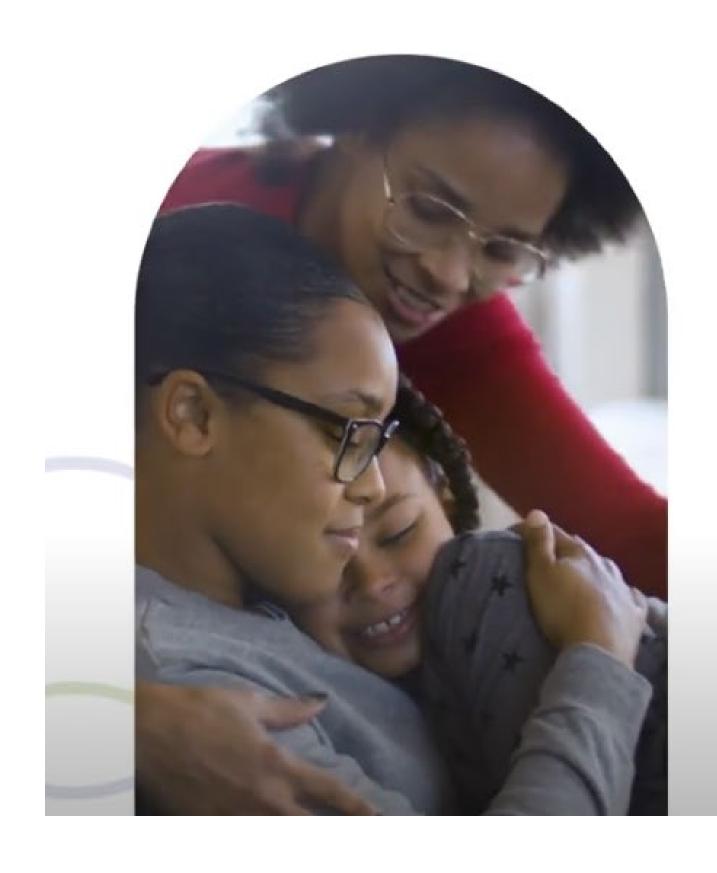
Workshop B Begins at 10:45 AM



See you back here for lunch at 12:15 PM!



CSocialServicesAgency A Journey Through the Mutual Client Program

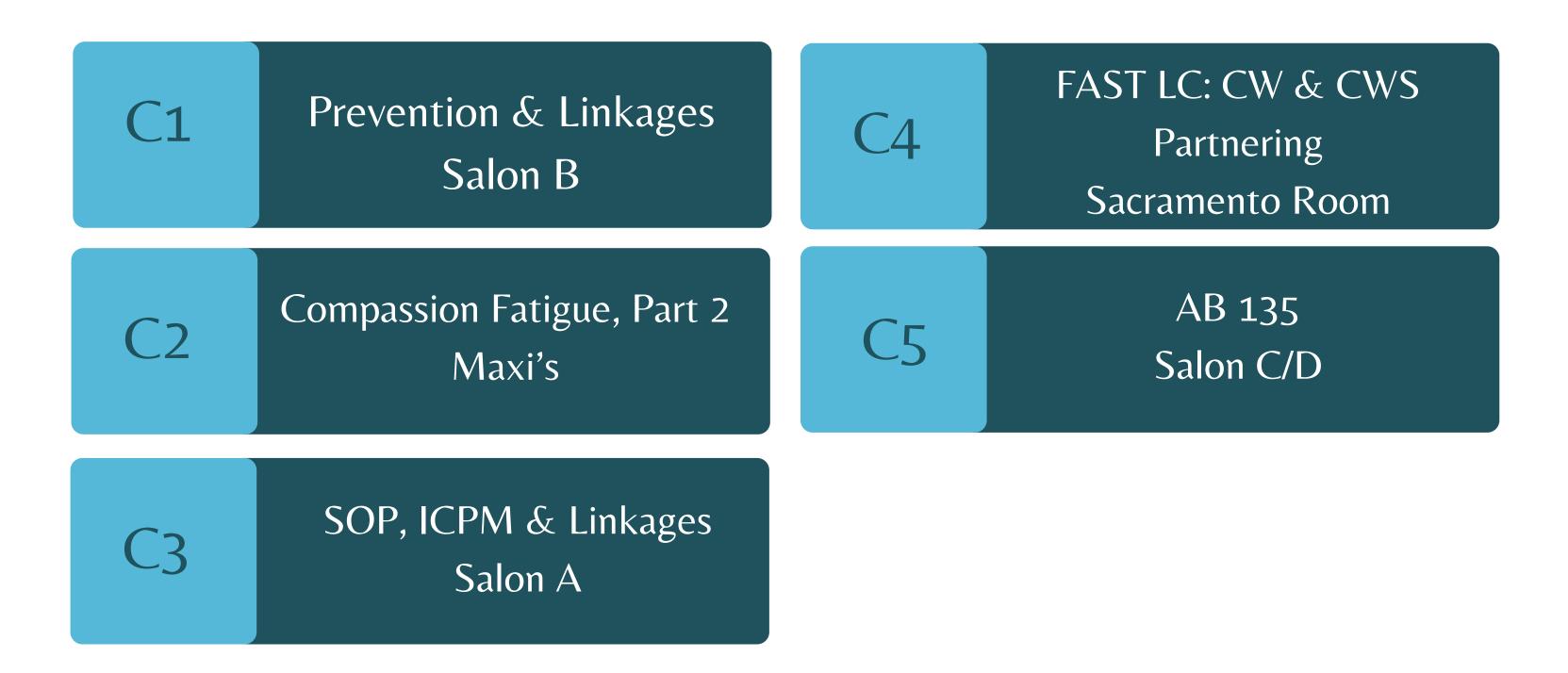






mean to you?

Workshop C Begins at 2:45 PM



See you back here tomorrow morning! Breakfast starts at 7:30 AM, we will begin at 8:30 AM.

Welcome Back!

- Recap of Day 2
- Preview of Day 3

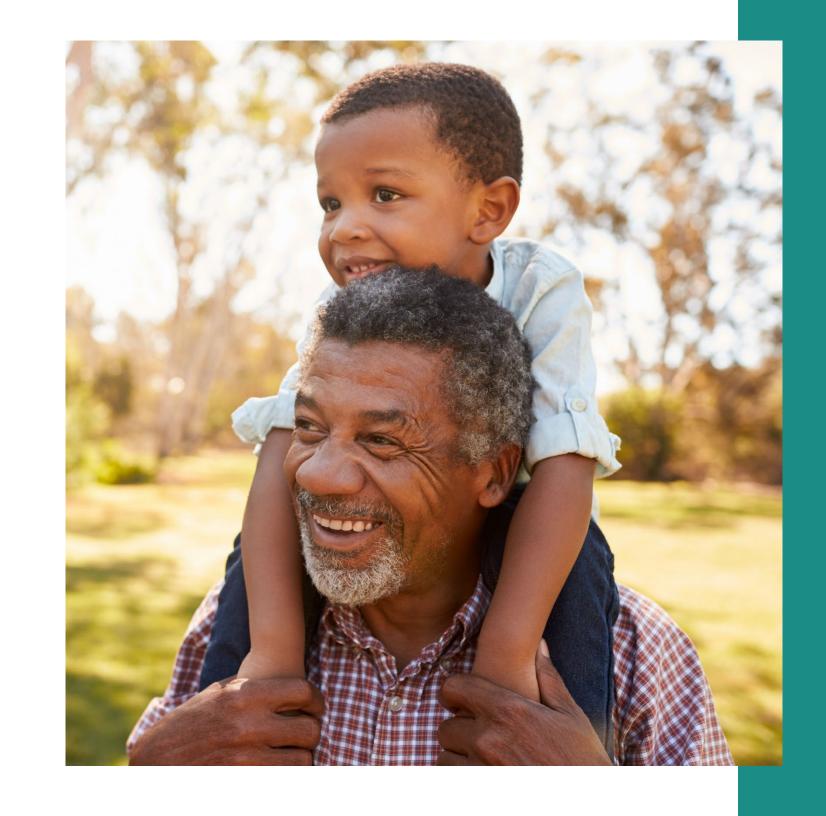
CalWORKs Child Only

Richard Speiglman

2024 Linkages Convening

Linkages Upstream: Applying the Prevention

Framework



Key Points

- Child-only CalWORKs studies reveal many reasons to be concerned about the well-being of both parents and children.
- Where should Child Welfare and other agencies – interface with the CalWORKs Child-Only population?
- Are prevention services the right way to consider appropriate involvement?
- This presentation designed to provide information about parents and children in child-only cases.

Acknowledgement

This presentation is based on a 15 years of research on child-only CalWORKs cases, from 1998 to 2012.

Thanks to:

- colleagues at CDSS, CFPIC, CWDA, CA counties
- hundreds of key informants, over 1,000 research subjects, and dozens of research colleagues
- Kate Karpilow for "Policy Periscope: Richard Speiglman on CalWORKs Child-Only kids" (2001), a re-reading of which started me down the recollection path.

- Federal welfare reform legislation, passed 1996; CA implemented in 1998
- Terminology: CalWORKs vs TANF
- Historically
 - TANF objective: Reduce dependence on government benefits
 - CalWORKs objectives: Achieve TANF goals without negatively affecting child well-being, demand for county general assistance, or number of families affected by domestic violence; reduce child poverty in CA
- CalWORKs currently
 - Provide equitable access to the services, resources and opportunities families need to increase resilience, achieve economic mobility, and break the cycle of poverty.

In part this conversation is about poverty and the movement to address poverty.

As an anti-poverty program, CalWORKs contributes much . . . yet with major limitations.

- Sanctioned or time-limited CalWORKs parents often have significant and multiple barriers to employment, some requiring intensive intervention.
- As of 12 years ago, relatively little was known about impacts on the children . . . there was plenty of cause for concern.
- In evaluating CalWORKs, should we look to poverty rate reduction as the major program outcome? Or consider the promotion of children's well-being? Or something else?

On well-being, hints from the literature

- Poverty bad for both children and parents
- Money and other benefits good for both children and parents, but without affordable housing poverty nevertheless persists
- Special concerns for child-only families



CalWORKs and Child Welfare, 1

- Child welfare agencies: tasked to ensure that children live in safe, permanent and stable environments that support their wellbeing.
- Federal and state law require child welfare agencies to make reasonable efforts to keep children at home with their families. Provision of cash and non-cash resources to the family may be part of such an effort.
- Child welfare agencies are natural allies in preventing child maltreatment through promoting access to assistance for childonly CalWORKs families as part of Comprehensive Prevention Plans.

- Nationally, when a parent cannot care for the child, there are several pathways for a kin caregiver to receive a TANF grant.
 - Child not formally identified as maltreated: kin volunteers to care for the child and applies for child benefits.
 - Child identified as having been maltreated: child welfare agency places the child in foster care or uses diversion.
 - Caregiver may receive TANF for the child if child diverted to kin care.
 - In foster care, with a IV-E payment or not, caregiver may rely on TANF or, when foster care ends in informal kin care or kin guardianship or kin adoption may receive TANF benefit.
 - Some kin caregivers, sufficiently poor themselves, qualify for adult-aided TANF.
- In CA (2011) 13% of kin care children received CalWORKs Non-Parental Caregiver assistance.

CalWORKs and Child Welfare, 2

TANF (nationally) or CalWORKs (CA) designed to play major role in social safety net by providing temporary cash aid and work supports for aided-adult family cases

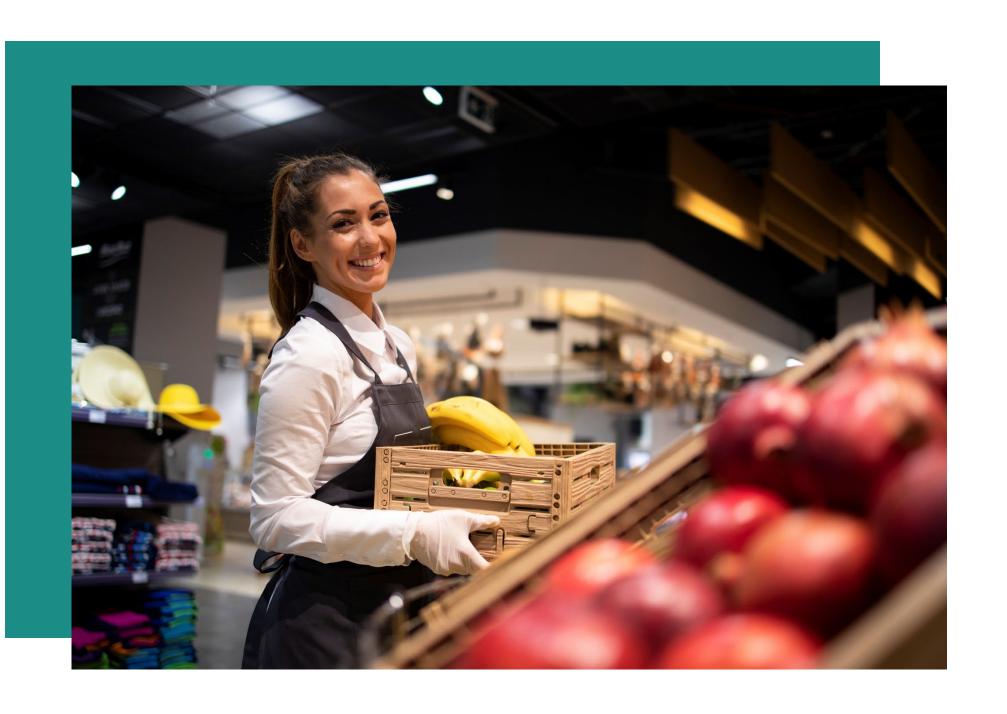


- Conceptually, CalWORKs is a welfare-to-work program that also provides cash and other assistance to families
 - For child-only cases the WTW element vanishes.
- CA provides ongoing aid to children when parents time-out after 60 months of aid or are sanctioned for non-compliance with program requirements.
- CalWORKs also provides cash aid to support children in kinship foster care children living with kin outside the foster care system; supplements SSI payments to long-term disabled parents; and provides cash aid to citizen children whose parents are denied aid due to parents' immigration status.

Parent / caregiver barriers to acquiring and keeping CalWORKs hypothesized to include:

- Immigration status
- Health and mental health problems, substance abuse
- Domestic violence, partner control, other disability
- Low education, lack of work experience, learning disability
- Child under 6, child care problem, child with health limitation
- Transportation problem
- Food insecurity, reliance on emergency food
- Residential instability, crowded housing
- Unsafe neighborhoods with few resources, inadequate schools

Parent work involvement considered generally good for both children and parents

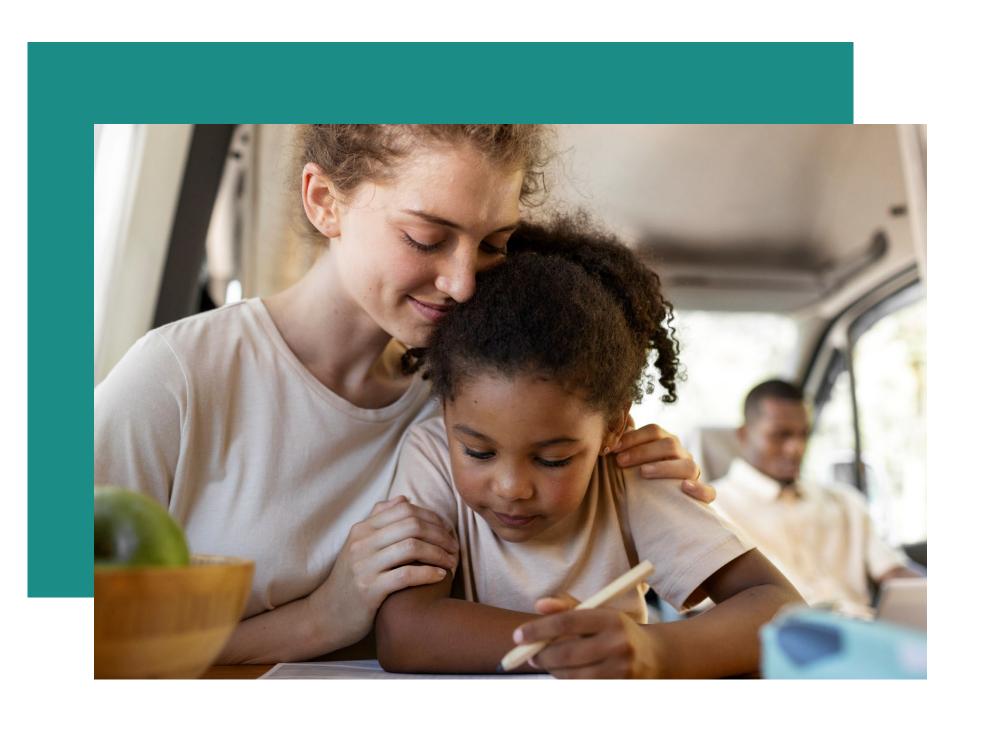


- But full-time employment may compromise young child's health, safety, and development
 though can be offset by quality child care
- For teens it is a challenge to compensate for distracted, working parents.

Five types of child-only cases make up over 1/3 of the state's CalWORKs caseload

- 1, 2) No adult included in the cash grant because the parent present in the household is ineligible due to a long-term **Sanction**, **Time limit** or certain felony conviction.
- 3) SSI parent child-only (SSI): Children whose parents receive Supplemental Security Income.
- **4)** Ineligible immigrant parent **(IIP)**: US-born children whose parents are ineligible for TANF because of parent(s)' immigration status. Some **IIP** parents lawfully reside in the US. Others are unauthorized immigrants.
- 5) Non-parent caregiver (NPC): Children in relative or another adult's home with or without legal guardianship.

Why are child-only cases of concern?



- In general no supports for parental work, so unless parents can leave children unsupervised or pay for child care, parents' work opportunities may be limited by lack of child care.
- Sub-poverty income
- They dominate the caseload: Opportunity and challenge
- Twenty-plus years ago, very little known about parents, caregivers, children; data needed for policy and program development

Distribution of CalWORKs Cases, July 2022

	All ca	Child-only cases	
Case type	N	%	<mark>%</mark>
Two-parent families with WTW	29,854	9.3%	
All other families with WTW	111,740	34.9%	
TANF Timed-out Cases on CalWORKs	58,399	18.3%	
Safety Net, Long-term Sanction, Felon Cases	24,186	7.6%	<mark>7.6%</mark>
Zero-parent families (IIP, SSI, NPC)	95,569	29.9%	<mark>29.9%</mark>
Total	319,748	100.0%	37.5%

Child welfare concern: Current policy not need-based.

- Families poor enough to qualify for CalWORKs, but grants not calculated to meet needs of entire family
- Very little known about parents' and children's well-being
- Family dynamics of concern
- What are barriers to CalWORKs access for these types of families?
- What policy and administrative initiatives are needed to protect children in each group?

CalWORKs child-only cases, child welfare involvement

Household environment

Sanctioned parent

& composition

Timed-out parent

Health, mental health, other limitations

Vulnerable children

CalWORKs child-only case

 Ψ

→

Child welfare system involvement

Income, housing,

education

Parental challenges

SSI case

← NPC case

IIP case

Service or benefit

Online appraisal, assessments and evaluations, WTW plan Initial engagement activities

WTW activities

Supportive services

Family stabilization

Housing and cash assistance to 60 mos
Cash assistance to age 18
Adult srvcs post-sanction – county option
Adult services post-60-months at county
option to promote self-sufficiency
Eligible for SNAP, Medicaid
Eligible for GR/GA

Aided adult case / Example of child benefit

- ✓ Parent's mental hlth, domestic abuse services
- Parent's employment; ed; mental hlth, substance abuse, dom abuse srvcs; case mngment; financial planning; etc.
- ✓ Child care
- Housing assitance and srvcs; help with children not at school, involved in drugs or petty crime; car seats, beds

 \checkmark

Service or benefit

Sanction and Safety Net Cases where adult no longer engages in WTW and receives no cash assistance for self

WTW plan
Initial engagement activities
WTW activities

Supportive services Family stabilization

Housing assistance

Cash assistance to age 18

Adult srvcs post-sanction - county option

Adult services post-60-months at county option to promote self-sufficiency

Eligible for SNAP, Medicaid, GR/GA

If found eligible

If found eligible

√

 \checkmark

√

 \checkmark

Service or benefit

Continuation of CalWORKs services under AB 429 (Linkages) for the parent(s) of children removed from the home if county determines services necessary for Family Reunification.

WTW plan

WTW activities

Supportive services

Family stabilization

Housing and cash assistance to 60 mos

Cash assistance to age 18

Adult srvices post-sanction - county opt

Adult services post-60-months at cnty

opt to promote self-sufficiency

Eligible for SNAP, Medicaid

Eligible for GR/GA

Service or benefit

"Pure" child-only case (Non-parental caregiver, SSI parent, Ineligible Immigrant parent)

WTW plan

WTW activities

Supportive services

Family stabilization

Housing and cash assistance to 60 months

Cash assistance to age 18

Adult services post-sanction - county option

Adult services post-60-months at county option to promote self-sufficiency

Eligible for SNAP, Medicaid

My CalWORKs research began late 1990's

- Question: how to study effects of federal welfare reform legislation?
 - What will happen to families when they time out of CalWORKs after five years of lifetime support or are sanctioned for not meeting program regs?
- One day a table of CalWORKs statistics revealed that the caseload had shifted toward child-only.
 - ✓ In 1998 about 20% of CalWORKs cases were child-only. The program was so new no one gave this statistic a second thought. All focus was on outcomes for the other 80%.
 - √ 2001 2002 the child-only caseload had doubled to 40% of cases.
 - ✓ Nationally, 40% of the caseload was child-only by 2008.
 - ✓ By then, in CA, 55% of CalWORKs cases were child-only.
- What was going on with these families and kids?

Alameda County CalWORKs Needs Assessment and Outcome Study – not yet a child-only study

Four types of barriers

Human Capital work experience, language

Family
Responsibility
need childcare, evening
child care, family child
care

Logistic lacks transportation,

owns auto

Health & Behavioral physical, mental health, alcohol, drugs, family violence

- Critical barriers keeping people in part-time work or out of workforce
- Working poor need ongoing supports; case management critical for individual success

Assessing Barriers to Work Among CalWORKs Participants in San Joaquin County

- Similar survey of barriers to Alameda County study
- Between 2000 and 2001 the proportion of those neither working nor receiving cash aid doubled from 15 to 31 percent
- Barriers that persisted between survey waves: few work skills, limited education, limited English proficiency, lacking a car or driver's license
- Barriers most consistently affecting respondents' ability to work: lacking access to a car and insufficient child care
- Barriers to full-time work: language limitations and few work skills or multiple barriers





When Adults are Left Out: CalWORKs Child Only Cases in Seven Counties, 1

- Alameda, Humboldt, San Francisco, San Mateo, Santa Clara, Sonoma, and Stanislaus Counties
- Our first child-only study
- Major differences among types of child-only cases and between child-only cases and aided-adult cases
 - Cash grants, smaller for child-only cases that may support larger families
- Child-only cases: older adults and kids
- Different counties serve different numbers/percents of child-only populations

When Adults are Left Out: CalWORKs Child Only Cases in Seven Counties, 2

Characteristic	WTW participants	WTW exempt	Sanction	Child- only
Avg. age oldest child	8.3	7.8	10.1	12.3
Avg. age youngest child	5.1	4.3	6.3	9.0
Avg. age head of household	32.8	33.2	36.7	43.0
% with monthly earnings	23.1	18.5	15.9	5.4
Household head completed H.S. or equivalent	58.5	57.1	48.8	17.1
Median months on aid since 1998	61	48	61	117

Barriers to Work: CalWORKs Parents Timed Out or Sanctioned in Five Counties, 1

- Additional information from face-to-face surveys in 5 of the 7 counties, with mothers who had been sanctioned or timed-out
- Yielded more findings about barriers to self-sufficiency
- Lack of full-time work experience the top barrier to both current employment and employment over the past year
- People also less likely to have worked in past year if they had child care, alcohol or other drug or mental health problems; experienced residential instability; had education less than a GED or a high school diploma; or had physical health problems

Barriers to Work: CalWORKs Parents Timed Out or Sanctioned in Five Counties, 2

- Alcohol and drug problems, mental health problems, partner control, child care needs and domestic violence: large association with lack of current employment.
- Longer-term lack of employment most highly associated with child care, alcohol and drug and mental health problems, and housing instability, in addition to lack of full-time work experience.
- The vast majority of safety net and sanctioned parents faced multiple barriers to work; lack of work experience central

Barriers to Work: CalWORKs Parents Timed Out or Sanctioned in Five Counties, 3

- Parents with 2+ barriers had only 39% chance of having worked any hours in the past year.
- Suggests that, despite functioning as one administrative entity, CalWORKs has transformed into two separate programs: a welfare-towork program and a subsistencelevel cash assistance program for some members of child-only families.
- Some obstacles are hard to address short-term
 - Children age daily
 - High school diploma
 - Health, behavioral health problems
 - Neighborhood environment, housing instability, reliance on emergency food

SSI Parents with Children Receiving CalWORKs Cash Assistance in San Francisco: A Population on the Edge

- Addressed critical question: The situation of children and parents in families with child-only assistance while parent is on SSI.
- People may think that families with SSI doing fine because SSI brings in additional cash assistance without time limit. But:
 - Widespread material hardships and hunger.
 - Families headed by a disabled parent with little opportunity for additional income or personal fulfillment from work.
- Kids in poor health, with behavioral, school other problems.
- For kids, households: Doing well associated with subsidized housing.



CalWORKs Child-Only Not-Qualified Immigrant Case Study



- Incomes below poverty line
- Few resources
- Often families doubled-up in crowded, run-down rental housing
- Given their immigration status several nonreceiving participants doubted their children could be eligible since parents themselves not CalWORKs eligible
- Overall, much confusion about eligibility and benefit structure
- Immigration-related fears as well as concerns about caseworkers, stigma, and future government sanctions heighten these parents' reluctance to seek aid.

TANF Child-Only Cases: Who Are They? What Policies Affect Them? What Is Being Done? 1

- Detailed look at child-only cases in CA, NY, IL, and FL, which together account for 40% of child-only cases nationwide.
- To describe child-only cases in terms of demographics, changes in caseload size over time, and how children and families enter and exit the system.
- All very basic information that the federal data systems couldn't produce as a matter of course.

Number of household members not in the assistance unit varies, as does income per household member. Oct 2010

	NPC or SSI child-only	IIP child-only	Adult-adult
	case	case	case
Assistance Unit:			
Average # children	1.6	2.1	1.8
Average # adults	0	0	1.2
Total average	1.6	2.1	3.0
Household:			
Average # children	1.7	2.4	1.8
Average # adults	1.1	1.4	1.2
Total average	2.8	3.8	3.0
Average # not in assistance unit	1.2	1.7	0
Income per household member	NPC: \$220; SSI: \$456	\$173	\$264

- Child-only cases remain on TANF aid longer than do adult-aided cases.
 - Beginning October 2005, 20% of adult-aided cases were still on aid 5 yrs later. Comparable child-only case figures ranged from 42% (IIP cases) to 55% (SSI cases).
- NPC child-only kin care research suggests that many caregivers face substantial child-rearing challenges that can come with raising children who have been separated from their parents and, all too often, have a history of neglect or abuse.
- Some states divert many maltreated children to kin care rather than placing them in foster care.

- TANF grants smaller than foster care payments and do not reflect the costs of caring for children.
- Kin caregivers with **NPC** child-only TANF grants have no ongoing contact with public agencies (other than TANF stipend) and get little or no supervision and few services.
- **NPC** caregivers and the children are older than counterparts in adult-aided cases.

2010 data	NPC child-only cases	Adult-aided cases
Avg. age of caregivers	52.6	30.9
Avg age of children	9.5	4.8

- Incomes per person are about 1/3 lower in IIP than in adult-aided TANF families.
- IIP cases: no time limits, no work supports. Parents have potential ties to the labor market but may need help in efforts toward self-sufficiency.
- IIP participation rates vary greatly across states. In CA about 20 in 100 potentially eligible IIP families received CalWORKs assistance.
- Citizen children of unauthorized immigrant parents quite vulnerable.
- Across states TANF administrators report little knowledge of IIP family needs.
 Relatively few services available to children in or adults associated with IIP cases.
- How to implement strategies towards self-sufficiency for **IIP** families?

- Nationally, 13% of adults receiving **SSI** are parents; their children are eligible for child-only TANF. But 28% of eligible **SSI**-receiving parents enroll their children in child-only TANF. In CA that figure is close to 50%.
- **SSI**-receiving parents and their children suffer the triple burden of parental poverty, work incapacity, and disability.
- CA SSI parents and their children are older than counterparts in adultaided cases. And they remain on aid much longer.

2010 data	SSI child-only cases	Adult-aided cases
Average age of primary adult	42.5	30.9
Average age of children	10.7	4.8
On CalWORKs 60 months later	58%	28%

- TANF programs not designed to provide service enrichment that could assist children of disabled SSI-receiving parents: highquality childcare, housing assistance, consistent mental health services.
- Disabled parents may need assistance to apply successfully for and remain enrolled in three distinct programs available to support them and their children: SSI, SNAP, TANF.
- Most states' TANF → SSI transfer rates are lower than could be achieved through skillful efforts to identify potential SSI recipients and provide help with SSI apps.
- State TANF programs do not make efforts to advertise the availability of child-only TANF to SSI parents.
- How best to assure economic support for children of SSI recipients?

Implications of child-only research for public policy, 1

- Research to 2012 underscores importance of considering whole family's needs
- With child-only cases part of CalWORKs, CalWORKs can't only be about getting parents to work
- Policymakers should no longer lump all forms of child-only cases together. Each caseload presents distinct policy challenges.
- Many SSI- and IIP- receiving parents with children under 18 do not participate in child-only CalWORKs
- Children in poverty-level homes who receive NPC child-only CalWORKs may need additional income
- In NPC, SSI, and IIP cases children remain on aid – and presumably in poverty – longer than do children in typical aided adult cases



Implications of child-only research for public policy, 2



- Discussion needed on whether CalWORKs offers the right approach to dealing with families with multiple problems.
- When it comes to making decisions about CalWORKs child-only cases, in 2012 policymakers were driving without a map.
- For the many CalWORKs cases that are child-only, what really are the objectives for these families?
- Is CalWORKs the best vehicle to administer the needed support to promote child well-being?

Recommendations: County CalWORKs agency

- Identify and make accessible resources and services families need to surmount obstacles
- Convey message that CalWORKs provides valuable support for IIP, NPC, and SSI children
- Provide translation of all materials and adequate staffing for translation and other services and assistance to those with limited ability to complete application and other forms
- Assess child and adult well-being among child-only families
- Identify new or alternate services funding that cannot be paid for with CalWORKs funding
- Provide advocacy, case management, and wrap-around services to secure financial and personal support to protect families.

Recommendations: CA State Policy

- Simplify and decentralize CalWORKs application
- Minimize frequency of in-person reporting, re-certification, and reapplication
- Increase use of exemptions and expand reasons for exemption for WTW activities for parents with barriers.
- Fully fund COLAs



Recommendations: Federal Policy

- Introduce other anti-poverty mechanisms
- Address unauthorized status of families
- Pursue federal regulation change to provide "credit" to states for rules aimed at protecting children and to resolve conflicts with federal work participation rate requirements.

Still Needed

- Child well-being studies to monitor children on physical health, cognitive development, academic skills, emotional/behavioral health, environment, development
- How do children's outcomes vary by:
 - Children's and adults' age, gender, race/ethnicity, locale?
 - Parent's work: part- or full-time vs lack of work on children of different age groups?
 - Effect of parental health and other limitations?

Child Welfare System Prevention?

Vulnerable children

CalWORKs childonly case

Child welfare system involvement

Where could a prevention or early intervention approach come in?

- Provide information or referrals to non-parental caregivers via their Kinship programs for services?
- Should CalWORKs serve as a primary prevention strategy integrated into counties' comprehension prevention plans?

Breakout Questions

- Share your thoughts about how or why Child Welfare should be interested in the CalWORKs Child-Only population.
- How could you find out more about the CalWORKs Child-Only population in your county?
- What could you do in your county to connect families in a Child-Only CalWORKs case to community-based prevention services?
- What can counties do to engage with families in Child-Only cases to help get them interested in participating in prevention services?
- What resources would you find helpful in connecting families with Child-Only cases to prevention services?

Thank you!

Richard Speiglman

rspeiglman@sbcglobal.net

(510) 919-2535 mobile

Table Talk: Reflection Activity -Implications for Linkages Prevention & Early Intervention

Regional Peer Sharing & Planning Sessions



Return at 11:00 AM to grab your boxed lunch1